AN EXPLORATION OF FINANCIAL CONSCIENTIOUSNESS AMONG SCHOOL GOVERNING BODIES AND SCHOOL MANAGEMENT TEAMS AND ITS IMPACT ON BOUNDARY SPANNING MANAGEMENT ON SELECTED SECTION 21 HIGH SCHOOLS IN THE EASTERN CAPE PROVINCE

by

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ABSTRACT

The study investigated the underlying factors which induce the School Governing Bodies (SGBs) and School Management Teams (SMTs) to boundary cross into each other's finance functional domain despite the fact that their responsibilities are demarcated in the South African Schools Act No. 84 of 1996. The study also intended to examine financial conscientiousness as a critical strategy, which was aimed at achieving the following: restricting the boundary spanning management among School Governing Bodies and School Management Teams, giving direction and strengthening the relationship between the two structures in section 21 high schools.

Pragmatism was used as a paradigm for this study as it has been hailed as one of the best paradigms for justifying the use of mixed methods research. The researcher located the study within mixed methods research and employed the convergent parallel design characterised by collecting concurrently both qualitative and quantitative data.

The study used a nonprobability sampling strategy – a purposive sampling technique. The study focused on 147 participants. The sample consisted of the following participant sub-groups: (a) 138 questionnaires participants (46 school principals, 46 SGB chairpersons and 46 school finance officers) sampled from 46 high schools, and (b) 9 face-to-face interviews participants (3 school principals, 3 SGB chairpersons) and purposively sampled from 3 different section 21 high schools located in rural, semi-urban and urban areas of the Butterworth District, and 3 Departmental Officials (The District Director, An Education Development Officer, and District National Norms and Standards for School funding coordinator) sampled from the Butterworth Education District.

The study was guided by the following research question: *What ideas of consciousness raising strategies could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of the section 21 high schools?*

The financial conscientiousness conceptual framework for this study hinged on the conscious raising concept of Paulo Freire supported by philosophical ideas of

theorists of school-based management concept, school-based participative partnership concept, school-based participative management concept and teamwork concept. These theories are expected to encourage the inclusive participation when finances are handled in section 21 high schools.

The study used a survey questionnaire to collect quantitative dataset and interviews for the qualitative dataset to find answers to the research question and also to enhance the reliability and validity of the research findings. The quantitative data were presented in tables with frequencies and percentages as well as pie charts. Themes and Natural Meaning Units (NMUs) were used to analyse the qualitative data.

The overall findings backed by the extant literature and research data indicated that there was lack of trust among SGBs and SMTs. Owing to this mistrust the day to day activities of the school were compromised. There were power struggles between SGBs and SMTs in schools for the control of school finances. There were corrupt practices by both SGBs and SMTs in the management of school finances. The findings also revealed lack of capacity building by the department of education. Furthermore, the SGBs parent component was characterised by high illiteracy level – a systemic weakness worsened by the manipulation perpetrated by both school governing bodies and school management teams during school finance management processes.

Resulting from the data analysis, the study recommended the utilisation and application of Sifuba's School Finance Management Awareness Model (SSFMA) as a new model that could be adopted and adapted by the Department of Education for the school finance management. This will create educational sound atmosphere and realities at school level – a model that is capable of inducing the participative and inclusive behaviour of the SGBs and SMTs when they perform their financial responsibilities.

DECLARATION

I, Mpilo Sifuba, of the FACULTY OF EDUCATION, WALTER SISULU UNIVERSITY, solemnly declare that the thesis, which I submitted for the degree of DOCTOR OF EDUCATION (Education Management and Policy) at Walter Sisulu University, was my own original work and was as the result of my own research. All resources used and cited had been documented and acknowledged. This thesis had not been previously submitted in full or partial fulfilment of the requirements for any equivalent or higher education qualification at any recognised education institution.

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DEDICATION

This research is dedicated to:

- My promoter and mentor, Dr Nolundi Mabovula, for helping me from the initial stages of this research, for her patience, encouragement and valued assistance throughout my entire study.
- The Departmental officials, school principals, School governing Body chairpersons, finance officers with whom I worked with great delight. It was through their cooperation and willingness to be part of this study that I was able to finish it.
- Sinentlahla (my wife) Olwethu Mihlali, Qhayiya, Qingqa and Ngqiqo in appreciation of their commitments to education. May this research output be their source of inspiration and may they also understand that hard work, sacrifices and time management are not only the key to but also crucial for success.

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LIST OF ACRONYMS AND ABRIVIATIONS

AGM	Annual General Meeting
DD	District Director
DoE	Department of Education
EDO	Education Development officer
FEDSAS	Federation of Governing Bodies of South African Schools
FINCOM	Finance Committee
HoD	Head of Department
HSP	High School Principal
LTSM	Learner Teacher Support Material
MEC	Member of the Executive Council
NGO	Non Governmental Organisations
NGO	Non Governmental Organisations
NMUs	Natural Meaning Units
NNPS	National Network of Partnership Schools
NNSSFCO	National Norms and Standards for School Funding Coordinator
OECD	Organisation for Economic Cooperation and Development
PED	Provincial Education Department
PFMA	Public Finance Management Act
RSA	Republic of South Africa
SBM	School Based Management
SFMAM	School Finance Management Awareness Model
SGBC	School Governing Body Chairperson
SGBs	School Governing Bodies
SMTs	School Management Teams
SASA	South African Schools Act
PSS	Statistical Package for Social Sciences

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CHAPTER 1

ORIENTATION AND BACKGROUND

INTRODUCING THE ARGUMENT: LACK OF FINANCIAL CONSCIENSCIOUSNESS BY SCHOOL GOVERNING BODIES AND SCHOOL MANAGENT TEAMS

1.1 INTRODUCTION

This chapter seeks to summarise the focus of the study. The chapter achieved this by outlining the research basis and research methodology, presenting an overview of the literature review undertaken for the research and by introducing the theoretical framework used to frame the overall thrust of the study. The study also intended to critically analyse the relationship between school governing bodies' (SGBs) and school management teams' (SMTs) financial conscientiousness and their tendency to boundary cross each other's functional domains, and to evaluate the impact of the boundary crossing/spanning phenomenon on Section 21 high schools in the Eastern Cape Province.

The study, which investigated the SGBs' and SMTs' financial attention to detail in selected Section 21 high schools in the Eastern Cape Province, evaluated the impacts of the SGB-SMT boundary spanning leadership conflicts on the Section 21 sampled high schools – school-based management conflicts triggered by SGB-SMT power struggles over the control of school financial resources. What does the existing literature say about the genesis of the South African Schools Act (SASA)?

In terms of the South African Schools Act (Act No. 84 of 1996), the SGB and the SMT are envisaged to be partners in leading and managing the schools finances. The Act states that their roles are different, but neither the SGB nor the SMT can perform their functions without the active support of the other. Hence, the Act envisaged both structures (SMT and SGB) to negotiate their different areas of responsibility and work closely together in the best interests of the school.

Accordingly, SGBs and SMTs were promulgated as key drivers to implement the necessary transformation in South African schools. The extant literature suggests that one of the primary challenges that have threatened the transformation agenda of contemporary organisations stems from the breakdown of the boundary between their internal and external aspects (Hatch, 1997). This viewpoint conveys the fundamental problem that has constrained the implementation of intended objectives of the South African Schools Act on finance management matters of section 21 high schools. The South Africans Schools Act, 84 of 1996 will be dealt with at length in the next chapter.

The demarcation between the SGBs and SMTs is very thin. Hence, sometimes it becomes difficult for the school managers to clearly demarcate the roles of the two structures resulting in one structure spanning over to the other. The tendency of one of the two structures (SGB and SMT) to straddle over into the functional boundary of the other is termed boundary crossing.

1.1.1 Boundary Spanning

For the purposes of this study the terms boundary crossing and boundary spanning were used interchangeably as they mean the same thing. One of the most important responsibilities of leaders and managers in any organisation is what is known as "boundary management" (Eastern Cape Department of Education 2001, p. C-2). The concept of "boundary management" means managing the boundary between the organisation and the rest of the community. According to Pfeffer and Salancik (1978), boundaries are treated as demarcations distinguishing one social entity from another. The boundary of organisation or work unit is defined as organisation-environment demarcations, cross-systems interfaces and perimeters that protect a system from environmental disruptions and frontiers, where the system acquires resources critical for its survival (Yan and Louis, 1999).

According to Yip, Ernst and Campbell (2011), this capability dwells within and across individuals, groups, teams, large organisations and systems. Researchers (Yip, Wong and Ernst, 2008; Charan, Drotter and Noel 2000; Cross, Davenport and Cantrell

2003) suggest that the ever-increasing complexity and interdependence of the world's current call for a critical leadership transformation aimed at managing and protecting boundaries of boundary spanning. The boundary spanning leadership transformation is expected to enhance the capability to create direction, alignment and commitment across boundaries in service of higher vision and goal in boundary management.

Although research invoking the boundary concept has not explicitly made the distinction between internal and external boundaries, there are a few precedents for this approach (Hartmann, 1997; Schneider, 1991). For example, Schneider (1991) notes that boundaries serve two functions in individuals. First, they separate self from others (external boundaries), and second, they differentiate between internalized objects and representations (internal boundaries).

The boundary spanning that this study focused on was triggered by the misinterpretation of the SASA by SGBs and SMTs. The source of the conflict and the power struggle stems from the fact that the SASA functions allocated to the SMTs involves elements of school finances allocated by legislation to the SGBs. The SMT's functions managing the school financial personnel and financial resources involving textbooks, educational materials and equipment to be bought. However, as the authorised custodians of school funds, SGBs are expected to buy textbooks, educational materials or equipment for the school and to supplement the funds supplied by the state to improve the quality of education in the school (Moloi, 2007; Naidu, 2008). The thin line of separation of functions outlined above tends to create function-border-crossings between SGBs and SMTs.

It is argued that thin boundaries can result in the loss of individuality and a reduced capacity for self-determination. But thick boundaries on the other hand block closeness and interpersonal communication in School Governing Bodies (SGBs) and School Management Teams (SMTs) more especially on school finance matters. It is against this background that the study investigated boundary spanning management on finance matters by SGBs and SMTs in the Eastern Cape Province section 21 selected high schools. It is this boundary crossing phenomenon the researcher singled out and investigated. The specific focus of the study, therefore, was the

boundary spanning phenomenon experienced by School Governing Bodies and School Management Teams in school finances in the Eastern Cape Province's section 21 high schools.

1.2 PILOT STUDY

A pilot study was carried out with principals to ground this research. It targeted 10 principals of different section 21 schools in the Eastern Cape Province. It was necessary that this study be piloted in order to locate a sample of subjects with characteristics similar to those that would be used in the actual study. The pilot study also enabled the researcher to ensure that there were enough subjects for feasible study to be carried out. The justification for conducting a pilot study is explained by Lancaster, Dodd and Williamson (2004, p. 307), who observe that "a well-constructed pilot … will encourage methodological rigour, ensure that the work is scientifically valid and publishable". Furthermore, a pilot study enabled the researcher to ensure that there were enough subjects to allow an estimate of reliability to be calculated. The purpose of conducting a feasibility study was to determine whether there will be sufficient variability in the participant responses to investigate various relationships (McMillan and Schumacher, 2001, p. 267).

The themes that emerged from the pilot study revealed the following behaviour patterns of SGBs and SMTs:

- Some SGBs and SMTs tend to perform functions that were allocated by legislation to each other, especially on financial matters.

- It was discovered that in the performance of their functions among other things SGBs and SMTs tend to cross each other's boundaries on financial matters.

- SGBs seized functions mandated by legislation to SMTs and did not intend relinquishing management power they appropriated because they perceived themselves as being responsible for both management and governance.

- SGBs neither knew nor understood the roles assigned to them on financial matters.

- The behaviour of SGBs and SMTs sometimes compromised the day to day running of schools.

- SGBs believed that they could do better than school management teams.

- SGBs and SMTs lacked financial skills crucial for successful implementation of SASA school transformation objectives – a systemic weakness that tended to lead to struggle for power and school financial resources.

The pilot study among other things aided in determining the current situation concerning the performance of School Governing Bodies and School Management Teams in schools. Based on the findings of the pilot study, it was discovered that in the performance of their financial functions SGBs and SMTs tended to cross their demarcated functional boundaries. The research problem or the phenomenon, which the study intends to investigate, is outlined below.

1.3 STATEMENT OF THE PROBLEM

School Governing Bodies and School Management Teams cross their boundary lines when they manage section 21 high school finances.

- The problem is that the school Governing Bodies are mandated to manage school finances, open and maintain a banking account, buy text books, educational material or equipment for the school and supplement the funds supplied by the state to improve the quality of education in the school whereas

- SMTs are required to manage the school financial personnel and financial resources. The school financial personnel and financial management responsibilities are (1) deciding on the intra-mural curriculum, which involves all the activities aimed at aiding teaching and learning during school hours, and (2) deciding on textbooks, educational materials and equipment to be bought.

The above demarcation of functions between SGBs and SMTs causes conflicts between these two structures because each structure wants to be an absolute decision-maker in all affairs relating to the school finance management. The conflict between the two stakeholders may be partially attributed to the rather blurred borders between the financial roles allocated to SGBs and SMTs.

This on-going conflict has made it difficult for the two structures mandated by legislation to work together as the key drivers of transformation in schools to achieve their stated objectives, especially on issues pertaining school finances – a behaviour that violates the SASA mandate, particularly on financial conscientiousness and accountability.

Many of the disputes that had to be resolved by the courts aroused the researcher's interest in conducting this study. An analysis of judicial findings (case law), which was expanded in chapter 2, revealed that many of the SGB-SMT/SGB-DoE conflicts had to be resolved by the South African courts.

1.4 MAIN RESEARCH QUESTION

The study was guided by the following research question:

What ideas of consciousness raising strategies could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of the section 21 high schools?

The effective investigation of the above main research question required a further re-configuring of the main research question into research sub-questions, which are outlined below.

1.4.1 Research Sub-Questions

The study investigated the following research sub-questions in order to achieve its overall goal:

1   What are the contextual factors responsible for SGBs' and SMTs' boundary crossing into each other's financial function domains?

2   To what extent is this boundary crossing compromising the day to day running of schools around the Eastern Cape Province?

3   Is the school governing bodies and school management teams' participation in the governance of schools related to their knowledge of their responsibilities?

The study was preoccupied with the fundamental need to critically analyse the operational behaviour patterns of SGBs and SMTs during the performance of their financial responsibilities. This preoccupation was intended to create a sound educational atmosphere and realities at the high school level. This focus stance was aimed at sustaining the effective implementation of the SASA self-managed school transformation objectives and purpose.

1.5 THE PURPOSE OF THE STUDY

The purpose of the study was to critically analyse, scrutinise and contextualise the underlying factors responsible for SGBs' and SMTs' boundary crossing into each other's financial function domain despite the fact that their responsibilities were demarcated in the South African Schools Act and also to find solutions to the boundary spanning phenomenon. To achieve the overall purpose of the study entailed three related research actions. The first investigation task required assessing financial conscientiousness as a critical strategy that was aimed at restricting the boundary spanning management among School Governing Bodies and School Management Teams. The second action involved giving direction to and strengthening the relationship between the SGBs and SMTs. And the third research task required creating finance consciousness raising strategies that could help reduce the boundary crossing activities between SGBs and SMTs of the section 21 high schools.

1.6 SIGNIFICANCE OF THE STUDY

The researcher's interest in this topic was triggered by his own experience of having been the principal of a school for fifteen years, an SMT member for tewnty years and an ex officio member of the SGB by virtue of his principal position in a school. Hence, the researcher became interested in knowing whether indistinct roles and the

boundary crossings perpetrated by SGB parent components and SMTs is the root cause of transformational failure in schools – the fundamental reason why the intended goals of SASA have not been achieved in most South African schools. The findings of this research would therefore add to the body of existing knowledge by providing evidence to confirm or refute the assumption that the SGBs and SMTs are unable to manage their boundary lines.

The researcher's great concern was the desire to create educational sound atmosphere and realities at school level with special reference to the behaviour patterns of the SGBs and SMTs when they perform financial responsibilities.

The results of this research focused on the enormous challenges faced by policy planners and administrators mandated to review the demarcated financial roles that need to be played by SGBs and SMTs in the education of their learners. The study suggested that education planners and administrators should closely and effectively monitor the performance of School Governing Bodies and School Management Teams in schools. Furthermore, the information drawn from this research is expected to be useful for assessing and reviewing the role of the School Governing Bodies and School Management Teams in public schools. It is also hoped that the findings would assist in finding solutions and guidelines that may help improve the role of SGBs in enhancing effective school governance and school performance.

1.7 RATIONALE OF THE STUDY

The study was prompted by the fundamental operational behaviour patterns of SGBs and SMTs during the performance of their financial responsibilities as enshrined in the section 21 of SASA. The intention of the study was to conscientise both SGBs and SMTs respectively about financial management skills so that they could execute their designated duties successfully. It is argued that if this goal is realised and sustained, a sound educational atmosphere conducive to effective implementation of the SASA self-managed school transformation objectives can be achieved.

The researcher's intention was to generate new insights that would assist SGBs and SMTs to manage school finances efficiently and effectively. The second motivation was to assist education planners and administrators in making informed decision on

how to monitor and assess the financial performance of SGBs and SMTs in schools. The study was located within the consciousness raising concepts, school-based management, school-based participative management, school-based participative partnership and school-based teamwork concepts.

1.8 THEORETICAL FRAMEWORK

1.8.1 Paulo Freire's Consciousness Raising Concept

This subsection focuses on Paulo Freire's consciousness raising concept. Freire was a Brazilian philosopher and theorist of critical pedagogy. At the core of Freire's theory is the idea of *Conscientizacao* (conscientisation) (1970). *Conscientizacao* (conscientisation) is a Portuguese word, which denotes consciousness raising. In the first footnote in his "The Adult Literacy Process as Cultural Action For Freedom", Paulo Freire (1998, p.41) defined "conscientisation" as "the process in which men, not as recipients, but as knowing subjects, achieve a deepening awareness both of the sociocultural reality that shapes their lives and of their capacity to transform that reality.

The concept of consciousness raising means a process by which a person advances towards critical consciousness (Reuke and Welzel, 1984 p. 27). *Conscientizacao* refers to learning to perceive social, political, and economic contradictions, and to take action against the oppressive elements of reality. Rossatto (2008) points out that the word *conscientizacao* in Portuguese can be divided into *consciencia + acao*, (consciousness + action), which makes perfect sense. Rossatto further observes that when a person develops consciousness about something, the normal expectation is that the person will actually act accordingly, although this may not be true of everyone. For instance, when somebody knows why a particular system is oppressive to some people and who is exploiting whom, some people will make stronger commitments to bring about changes as opposed to some who would rather refrain from taking any action to bring about changes (Rossatto, 2008).

Freire's self-conscious and self-reflexive focus on naming the word has been of great significance to those educators who have traditionally worked with the oppressed and the voiceless communities across the globe. The idea of building a pedagogy of

the oppressed' or a 'pedagogy of hope' and how this may be carried forward has enabled Freire's work to exert a tremendous influence on research focused on the powerless, voiceless and the oppressed communities in the world. An important element of Freirean theorization dealt with his concern with conscientization. The theorist describes conscientization as developing consciousness – a consciousness that has the power to transform reality (Freire, 1970).

1.8.2 School-Based Management Theory

School Based Management (SBM) is believed to "structure relationships between SGBs and SMTs in a manner that places much power, authority and accountability in the school" (Vincent, 2000, p. 1). Vincent further argues that it has the potential to enable comprehensive reform for schools seeking to improve educational systems. Malen et al. (cited in Ortiz and Ogawa, 2000, p. 487) define SBM as "a form of decentralisation that identifies the individual school as the primary unit of improvement", which relies on the redistribution of decision making authority as the primary means through which improvements might be stimulated and sustained. School-based management "represents a change in how a school is structured, that is how authority and responsibilities are structured and shared between the SGBs and SMTs and their schools" (Lunenburg and Ornstein, 2004, p. 56). Bezzina (1997, p. 197) also argues that the practice of SBM "involves significant and consistent decentralisation" whereby authority to make decisions related to the allocation of resources is vested at school level.

1.8.3 School-Based Participative Partnership Theory

Joyce Epstein's earliest studies (1986, 1995) and her colleagues' earliest studies (Epstein et al. 1995; Epstein et al. 1997) have underscored the importance of school-based stakeholder partnership in effective implementation of school improvement programmes. Drawing upon these earlier studies' positive perspective on school-based stakeholder partnership, Joyce Epstein and her colleagues (Epstein, Galindo and Sheldon, 2011) at Johns Hopkins University's National Network of Partnership Schools (NNPS) have formulated a model for school-based partnership theory. This school-based partnership model argues that because "schools, homes, and communities are the main contexts for children's education…greater partnership

or collaboration by the people in these environments benefits children's learning and development" (Epstein, Galindo and Sheldon, 2011, p. 466). The view expressed above goes to heart of the matter: the failure of the majority of SGB-SMT members, as the literature reviewed indicated, to realise that the endless fights over school financial control and lack of "partnership or collaboration" undermine "children's learning and development".

1.8.4 School-Based Participative Management Theory

Research studies (Barrera-Osorio et al., 2009; Cheng, 2008; De Grauwe, 2005; Di Gropello, 2006; Gertler, Patrinos and Rubio-Codina, 2006; Santibanez, 2006; Swanepoel, 2009; World Bank, 2007) have suggested that parents', teachers', school-communities' and school principals' inclusive participation in school-based management decision-making is the best site-based management strategy and one of the major school-based participative management styles, which is capable of achieving effective school improvement. Although the existing literature indicates that participation of all school stakeholders in school-based management decision-making is correlated with school stakeholders' affective implementation of school policies and improved leaner academic performance, few researchers have attempted to verify this claim (Cheng, 2008). In a USA doctoral study on school-based management decision-making – *Perceptions of Efficacy of Minority and Non-Minority School-Based Decision-Making Council Members in Kentucky's Region 1 and Region 2 School Systems* – Anthony Ray Sanders (2005, p. 11) observed that other terms used "synonymously with school-based management theory" are: school-based participative / participatory management, shared school-based management decision-making, and shared school-based management.

1.8.5 School-Based Servant Leadership Theory

In order to establish a correlation between the theory of servant leadership and the outcomes of the SASA effective school partnership policy framework implementation the researcher analysed a few USA doctoral dissertations focused on school-based servant-leadership theory studies (Laub, 1999; Witter, 2007; Hannigan, 2008; Herman, 2008; Chu, 2008; Metzcar, 2008; Svoboda, 2008) conducted during the

period 1999-2008. The major findings of these doctoral studies need to be indicated here. Firstly, the findings have re-affirmed unanimously the theoretical positioning advanced by Robert K. Greenleaf's (1977/2002) original seminal study – *Servant Leadership: A Journey into the Nature of Legitimate Power and Greatness.* The doctoral studies on school-based servant leadership theory have also re-underscored Greenleaf's conceptualisation and theorisation of the notion of servant leadership in his original seminal study and other studies. Secondly, the doctoral researchers cited above have also strongly indicated that there is definite correlation between effective learner performance outcomes and the servant-leader-oriented school improvement programmes. Thirdly, the findings also suggest that servant leadership theory's caring and selfless attributes tend to minimise workplace conflicts and self-centred individualistic behaviour trends that create subgroup conflicts that undermine organisational performance – a crucial conflict minimising indicator SGB-SMT stakeholders lacked.

1.8.6 Teamwork Theory

The teamwork concept is associated with a sense of shared purposes and collective responsibility among team members. Lussier and Achua (2001, p. 249) believe that teamwork is the "understanding and commitment of group goals on the part of all team members". Hayes (2002, p. 113) argues that teamwork leadership is characterised by the principles of "keeping goals clear, building confidence, commitment and skills, managing external relationships, creating opportunities for team members and doing real work". Shared understanding and close interaction toward a shared commitment are thus qualities which characterise teams as distinct from other groups of people. In the process of interaction team members learn from each other and combine skills needed to accomplish the team task. Therefore, teams are considered to be highly "specialised groups" characterised by "equality" in the sense that they share responsibility, but also "individual accountability" (Lussier and Achua, 2001, p. 249).

In the organisational structure of the school, there are committees that support its financial operation and can be referred to as teams. These committees include

school governing bodies and school management teams (Procurement committees and Finance committees).

1.9 THE PHILOSOPHICAL WORLDVIEWS OR PARADIGMS

According to Creswell and Plano Clark (2007, p.27) it is important for every research to be located in the appropriate philosophical foundation that illuminates its enquiry. Hence, the authors assert that the researchers must be aware of the implicit worldview they bring to their studies. In addition Creswell (2009, p. 5) states that philosophical ideas influence the practice of research even if they are hidden. Guba (1990) (cited in Creswell, 2009, p.19), defines a paradigm or worldview as "a basic set of beliefs that guide action". Mouton (1996, p. 36) maintains that paradigms are not merely collection of research methods and techniques but also include certain assumptions and values regarding their use under specific circumstances. Paradigms underpin the actions of the researcher and methods used in the research project. A paradigm provides the largest framework within which research takes place.

1.9.1 Interpretive Paradigm: Narrative Approach

A dominant methodological perspective that underpinned the research design and methodology is consistent with interpretivist paradigm and narrative approach. Qualitative methods can be divided into "interpretive", "artistic", "systematic", and "theory-driven" approaches (Creswell, 1994, pp. 143-172). I used a combination of interpretive and narrative-design approach in investigating how the SMTs, SGBs and Department of Education Officials interpreted and implemented section 21 of the South African Schools Act. The interpretive paradigm is a qualitative or "constructivist" (Guba and Lincoln, 1989, p.175) approach, which strives to comprehend how individuals in everyday settings construct meaning and explain the events of their world (Creswell, 1998, p. 119; Wimmer and Dominic, 2000, p. 103).

This study sought to expose the underlying reasons for boundary management in schools and the inability of the school managers to manage it. The interpretive perspective assumes that an individual's knowledge structure and mental representations of the world play a central role in perceiving, thinking, and acting of

the SGB and SMT leaders (Nkonki, 2009, p. 13). The importance of meaning-making, the perspectives of District officials such as the principals and the Education development officer and school governing body members and their interpretations of the social life-world were important in the boundary spanning phenomenon, which was investigated. The interpretivist paradigm made it possible for the researcher to interact closely with the participants. The researcher's close interaction with the three education professional interviewees created an open and frank participant-researcher relationship that made respondents treat the researcher with confidence and shared with him some of their intimate experiences and secret insights of SGB and SMT implementation stories hidden from outsiders. The researcher attempted to make sense of the participants' world by interacting with them, as well as appreciating and clarifying the meanings they ascribed to their experiences and stories. According to Cantrell (1993, p. 84), the aim of interpretivism is to understand and interpret the daily occurrences and social structures as well as the meanings people give to phenomena. As a researcher from the interpretive orientation, the central aim was to understand the boundary crossing phenomenon and to interpret its deepest meanings within the social and cultural context of the natural setting.

The study used mainly interpretive paradigm, which is a qualitative approach based on interpretivism. The interpretivist paradigm strives to comprehend how individuals in every day settings construct meaning and explain the events of their world (Creswell in Fouche and Delport, 2002; Wimmer and Dominic, 2000). The interpretivist paradigm allowed the researcher to interact closely with the participants to gain insight into and form a clear understanding of the culture of boundary spanning between school governing bodies and school management teams in schools.

Instead of exploiting only positivist techniques in ensuring validity, the researcher used mixed methods research approach composed of narrative, textual and critical discourse analysis approaches, which were further triangulated by quantitative interview-data–source. The blend of the quantitative interview-data-source with the major qualitative narrative-cum-interpretive methodological framework is intended to

enhance validity and reliability and to enrich the multiplicity of methods. This narrative analysis approach entails incorporating into the research design "constructivism". Brooks and Brooks (1999, pp. 18-24) define constructivism as the conceptual framework that focuses on the premise that human beings construct their own meanings and understanding of the world they live in by reflecting upon their own individual and cultural experiences. In the researcher's search for the hidden meanings and deeper insights embedded in the boundary spanning by SGBs and SMTs and the resultant tensions in schools, the researcher was guided by the interpretive theory.

1.9.2 Positivism

Another supporting methodological perspective that was used by the study is positivism. Positivism, which is sometimes referred to as scientific method or science research, is based on the rationalistic, empiricist philosophy that originated with Aristotle, Francis Bacon, John Locke, August Comte, and Emmanuel Kant (Mertens, 2005, p. 8). Gephart (1999, p. 6) observes that positivists are preoccupied with enhancing quality of quantitative findings by seeking rigour and using statistical criteria. Positivism assumes that an objective world, which scientific methods can more or less readily represent, can be measured. Hence, positivism seeks to predict and explain causal relations among key variables. In positivism, quantitative measures often exclude members' meanings and interpretations from data which are collected. Positivism imposes outsiders' meanings and interpretations of data and requires statistical samples. Its statistical outcomes often do not represent specific social groups nor do they allow generalisation to or understanding of individual cases. Positivist methods tend to exclude discovery from the domain of scientific inquiry (Gephart, 1999).

The positivists are concerned about uncovering truths and facts using experimental or survey methods. It assumes an objective world hence it often searches for facts conceived in terms of specific correlations and associations among variables. Positivists focus on experimental and quantitative methods used to test and verify hypotheses. However, positivist research methods have been superseded or complemented to some extent by an interest in using qualitative methods to gather

broader information outside the readily measured variables. Creswell (2003, p. 7) is of the view that positivism reflects a deterministic philosophy in which causes probably determine effects or outcomes.

According to Mertens (2005, p. 8), positivism may be applied to the social world on the assumption that "the social world can be studied in the same way as the natural world". To put it differently, positivists believe that there is a method for studying the social world that is value free, and that explanations of causal nature can be provided. O'Leary (2004, p. 5) argues that positivism aims to test a theory or describe an experience through observation and measurement in order to predict and control forces that surrounds us. Positivism is most commonly aligned with quantitative methods of data collection and data analysis.

1.9.3 Pragmatism

Creswell and Plano Clark (2007, p. 23) also state that there is pragmatism which is typically associated with mixed methods research. This worldview focuses on the consequences of research, the primary importance of the question asked rather than the method. The researcher used the pragmatic approach which required multiple methods of data collection in order to find answers to research problem. Creswell (2009, p. 10), who supports this viewpoint, argues that pragmatism is the appropriate philosophical orientation for mixed methods research. The view that pragmatism is appropriate for mixed methods research arises from the fact that researchers are free to draw from both qualitative and quantitative assumptions in doing research. The appropriateness of pragmatism for mixed methods research stems from the fact it is not restricted to any one system of philosophy and reality.

Since it was important for this study to establish the participants' views about the issue of boundary crossing on financial matters in section 21 high schools the study intended to lean more towards philosophical assumptions of pragmatism. On the other hand, due to the use of both qualitative and quantitative approaches, which are often associated with interpretivism and positivism respectively as indicated above, the study could not be confined within a single worldview. Hence, the study was situated in multiple worldviews, namely, interpretivism and positivism.

1.10 RESEARCH DESIGN AND METHODOLOGY

According to McMillan and Schumacher (2006, P. 22), "a research design describes how the study was conducted". It summarises the procedures for conducting the study, including when, from whom, and under what conditions the data was obtained. The purpose of the research design is to specify a plan for generating empirical evidence that was used to answer the research questions.

The study used qualitative and quantitative research methods, which are conceptualised under the data collection techniques section. Cohen and Manion (1994) observe that the aim of research methodology is to help researchers to understand not only the product of scientific enquiry, but also the process itself. Anderson (1990) argues that a research methodology is an approach devoted to addressing a research question or problem – a view that re-affirms that of Cohen and Manion (1995). Anderson (1990, p. 107) compares research methodology with *"fine cooking"* – a comment that highlights the need to identify and blend the different elements of the research process in order to create the most appropriate research design and methods for the study.

Anderson (1990) also notes that some researchers are capable of combining approaches and improvising models depending on the challenges at hand. It is clear from the extant literature that some methods serve the objectives of a study better than others. In some cases one particular method can actualise the purpose of the study while other illustrates a combination of applicable methods needed to achieve the desired outcomes. When existing methods do not fit the study, Anderson (1990) adds, a researcher has to adjust these methods or design unique approaches to obtain meaningful data.

White (2005) observes that research methodological issues include the following: (1) an explanation of the research paradigm, (2) a description of the research design, (3) the participants (population and sample), (4) data collection techniques, and (5) data analysis methods. Research methodology also refers to the choices researchers make about the phenomenon to study, methods of data gathering, and forms of data analysis in planning and executing the research study (Silverman, 2010). Research methodology can also be described as the

study, the description, the explanation, and the justification of methods, and not the methods themselves (Kaplan, 2008; Bryman and Bell, 2011). According to Kaplan (2008), the aim of methodology is to describe and analyse methods by throwing light on their limitations and resources, clarifying their presuppositions and consequences in order to help researchers to understand not the products of scientific inquiry, but the process itself.

For Babbie, Mouton, Vorster and Prozesky (2006), however, research methodology consists of the methods, techniques and procedures deployed in the implementation process of the research design in order to solve the research problem. Research methodology may, therefore, be defined as the methods, techniques, and procedures that are employed in the process of implementing research design or research plan, as well as the underlying principles and assumptions that underlie their use (Babbie, Mouton, Vorster and Prozesky, 2006).

This study used a mixed methods convergent parallel design, which is a combination of qualitative and quantitative methods.

1.11 TARGET POPULATION AND SAMPLING PROCESS

This section deals with the conceptualisation of the research target population, the sampling strategy, and the sample size.

1.11.1 Target Population

The study targeted the Butterworth Education District, which has 49 Section 21 high schools. The target population, therefore, was 49 Section 21 high schools in the Eastern Cape Province. A target research population refers to the entire group of cases that meet the specified set of criteria (Bryman, 2012). The target population is a set of entities that contain all elements or individuals of interest to the researcher. It is the total number of units from which primary data may potentially be collected because they meet the criteria for inclusion in the study (Bailey, 2007; Burns and Grove, 2009).

1.11.2 Sampling Strategy

The study used a non-probability sampling strategy – a purposive sampling technique – to select samples for the pilot study and the main study. Sampling strategy is the process of selecting individuals / elements, groups, behaviours or events to be studied (Gill and Johnson, 2010). The term sample refers to the subset of the population to be studied. A sample is "a part of a whole, or a subset of a large set" (Brink, Van der Walt and Van Rensburg, 2012, p. 124) or a portion of the population selected by the researcher to participate in the research (Burns and Grove, 2009).

The study purposively sampled participants from the population of 49 Section 21 high schools from the Eastern Cape Province – the target population with the characteristics that have a potential to have a range of rich information relevant to the SGB-SMT boundary spanning management study. Purposive sampling is a type of non-probability sampling in which the units to be observed are selected on the basis of the researcher's judgement about which ones will be most useful or representative (Babbie, 2011).

Purposive sampling is also perceived by some researchers as judgemental sampling (Grix, 2010; Rubin and Babbie, 2008). This type of sample is based entirely on the judgement of the researcher. The judgemental characteristic of the purposive sample is composed of elements that contain the most characteristic, representative or typical attributes of the population that serve the purpose of the study best (Hussey and Hussey, 2009; Monette, Sullivan and DeJong, 2005). In purposive sampling a particular case is chosen because it illustrates some feature or process that is of interest to a particular study (Creswell, 2011). Denzin and Lincoln (2011) refer to this kind of sampling as typical case sampling in qualitative research where typical cases are sought and selected for the study.

Creswell (2007) further observes that this form of sampling is used in qualitative research and that participants and sites are selected that can purposefully enhance an understanding of the research problem under investigation. According to Hoover and Donovan (2011), in purposive sampling, the researcher selects the participants according to the needs of the study. The needs of this study entailed collecting

information-rich perceptions about SGB-SMT boundary spanning management conflicts and their financial management performance in 49 Section 21 high schools in the Eastern Cape Province.

1.11.3 Sample Size

The research sample size, therefore, was 147 participants (n=147). The sample consisted of the following participant sub-groups: (a) 138 questionnaires participants (46 school principals, 46 SGB chairpersons and 46 school finance officers) sampled from 46 high schools, and (b) 9 face-to-face interviews participants. The 9 face-to-face interview participants consisted of 3 school principals, 3 SGB chairpersons purposively sampled from 3 high schools, and 3 Department of Education managers: (1) the District Director (DD), (2) Education Development Officer (EDO) and (3) National Norms and Standards for School Funding Coordinator

1.12 DATA COLLECTION TECHNIQUES

The study used quantitative and qualitative instruments to collect data. Hence, the study used two data sets – quantitative and qualitative data forms generated by two different research instruments. The two data collection instruments used by the study were: (1) closed-ended questionnaires, which were used to collect data from 138 participants and (2) face-to-face semi-structured interviews, which were used to collect data from nine (9) participants. In other words, the two data collection instruments (closed-ended questionnaire and face-to-face semi-structured interviews) were used to collect data from 147 participants purposively selected from 49 Eastern Cape Section 21 high schools.

1.13 Mixed Methods Research Procedure

A mixed method approach was used to frame and to integrate the quantitative and qualitative data forms within an interpretive-cum-narrative methodological framework. The study used mixed methods approach, which is conceptualised under the data collection techniques section in order to address the research questions aimed at investigating ideas of consciousness raising strategies that could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of the section 21 high schools. The study achieved its overall goal by extensively reviewing the contextual factors responsible for SGBs' and

SMTs' boundary crossing into each other's financial function domains. The study also strived to evaluate the multiple effects of SGB-SMT boundary spanning management conflicts: namely, the effect of SGB-SMT conflicts over the school finance, and the effect of SGBs' and SMTs' level of financial conscientiousness, on the sampled section 21 high schools. The existing literature describes the most appropriate research method adopted by the study to find answers to the research questions as mixed methods approach (Beazley, 2009, 2010, 2015a, 2015b, 2015c; Creswell, Fetters and Ivankova, 2004; Stake, 2010; Curry et al., 2013). According to Johnson and Onwuegbuzie (2004, p. 17), "Mixed Research, or what is referred to as mixed methods research, involves "mix[ing] or combin[ing] quantitative and qualitative research techniques, methods, approaches, concepts or language into a single study".

In her article, "The Point of Triangulation" Thurmond (2001, p. 253) defines the triangulated mixed methods approach as follows: "Triangulation is the combination of at least two or more theoretical perspectives, methodological approaches, data sources, investigators, or data analysis". The researchers' justification for adopting mixed data source approach is conveyed by Thurmond (2001, P. 253) as follows: "*By using multiple methods, the researcher strives to decrease the deficiencies and biases that stem from any single method creating "the potential for counterbalancing the flaws or weaknesses of one method with the strength of the another"*. The researcher used both qualitative and quantitative data sources in order to create a triangulated data framework for the study.

The reasons for choosing mixed methods approaches are further illuminated by a research study that argues that triangulation is typically a strategy (test) for improving the validity and reliability of research or evaluation of findings. Matheson and Zanna (1988, p .13) elaborate this point when they observe that: "*Triangulation has [raised] an important methodological issue in naturalistic and qualitative approaches on evaluation research [in order to] control bias and establishing valid propositions because traditional scientific techniques are incompatible with this alternate epistemology*". The unique advantage offered by mixed methods triangulation is endorsed by Patton, (2011, p.247), who advocates the use of

triangulation by stating that *"triangulation strengthens a study by combining methods. This can mean using several kinds of methods or data, including using both qualitative and quantitative approaches"*.

Creswell and Plano Clark (2007, p. 9) contend that "mixed methods research helps answer questions that cannot be answered by qualitative or quantitative approaches alone". The view of Creswell and Plano Clark is echoed by McMillan and Schumacher (2006, p. 401), who also have pointed out that "using both approaches allows the researcher to incorporate the strength of each method".

The researcher's rationale for adopting mixed methods approach is explicated by research (Creswell, 2013; Creswell et al., 2011). While qualitative methodologies are applied to research questions to explore why or how a phenomenon occurs in order to develop a theory or to describe the nature of an individual's experience (Bazeley, 2013), mixed methods research studies draw upon the strengths of both quantitative and qualitative approaches and provides an innovative approach for addressing complex contemporary educational issues, which have continued to plague the 21[st]Century educational landscape (Fetters, Curry and Creswell, 2013).

The study integrated and manipulated quantitative and qualitative datasets generated by the closed-ended questionnaires and the face-to-face semi-structured interviews in order to enhance the value of mixed methods research approach (Bryman, 2006; Creswell and Plano Clark, 2011) adopted. Firstly, the researcher's rationale for using two data forms or mixed methods approach is explicated by Fetters, Curry and Creswell (2013, p. 2): "The qualitative data can be used to assess the validity of quantitative findings. Quantitative data can also be used to help generate the qualitative sample or explain findings from the qualitative data".

Secondly, the other advantage accruing from combining qualitative and quantitative data forms is the fact that mixed methods research studies draw upon the strengths of both quantitative and qualitative approaches and provides an innovative approach for addressing complex contemporary issues in education systems. Thirdly, the core research focus – the correlation between the SGBs' and

SMTs' lack of financial conscientiousness and the SGB-SMT boundary spanning management conflicts created by the SGB-SMT power struggle over the control school finances – have clearly identified mixed methods approach as the most appropriate methodological procedure for the study. This postulation is endorsed by the argument that nature of the research question(s) drives the choice of methods (Creswell, 2013; Fetters, Curry and Creswell, 2013).

The appropriateness of using mixed methods approach is further endorsed by research. Yin (1984, 2009 and 2012) and Stake (2010) have advocated for using mixed methods (combination of quantitative and qualitative data forms in a single study) when they observe that in a convergent parallel framework (research design used by the study) both qualitative and quantitative datasets are collected to build a comprehensive understanding of the phenomenon: the focus of the study. The types of qualitative and quantitative datasets collected by SGB-SMT boundary spanning management evaluation study were chosen based on the nature of feasibility issues, and the main research question and the sub-questions (Fetters, Curry and Creswell, 2013).

The study had to integrate the quantitative dataset and the qualitative dataset in order to evaluate the multiple effects of the SGB-SMT power struggle over school financial responsibilities and the effects of the resultant boundary spanning management conflicts in section 21 high schools. The study achieved this methodological objective by using a comparative mixed method approach, which entailed comparing the following datasets: quantitative dataset generated by the closed-ended questionnaires versus the qualitative dataset generated by the face-to-face semi-structured interviews.

The comparative mixed methods approach was adopted in order to integrate the qualitative and the quantitative research procedures used and to enhance the validity of the research findings and the value of the mixed methods approach (O'Cathain, Murphy and Nicholl, 2010; Creswell and Plano Clark, 2011; Creswell et al., 2011) used by the study.

1.14 Mixed Methods Data Analysis

The study's use of qualitative and quantitative forms of data, which necessitated the adoption of mixed methods research approach outlined in Section 1.13 (Mixed Research Methods Procedure), required the corresponding use of mixed methods data analysis. Onwuegbuzie and Combs (2011, p. 1) have stated that a mixed methods data analysis or "a mixed analysis involves using qualitative and quantitative data analysis techniques within the same study". The study adopted the mixed methods data analysis procedure outlined in a meta-synthesis by Benge, Onwuegbuzie, Burgess and Mallette's (2010) study entitled "Perceptions of Barriers to Reading Empirical Literature: A Mixed Analysis". The adoption of the above mixed methods data analysis strategy entailed manipulating and combining the quantitative dataset (138 participants) and the qualitative dataset (9 participants). In this mixed methods data analysis framework, both quantitative mixed methods data analysis component and the qualitative mixed methods data analysis component were given equal priority to increase the reader's deeper understanding of the hidden contextual factors that underlie SGB-SMT boundary spanning phenomenon. Exposing the deeper insights of the phenomenon under investigation entailed unveiling the multiple effects of the SGB-SMT financial-function-related conflicts and the resultant boundary spanning management conflicts on finance management of section 21 high schools.

1.15 LIMITATIONS AND DELIMITATIONS

As with any research, there are certain limitations and delimitations, and this study was no exception. Marshall and Rossman (2011, p. 76) define delimitations as a reminder to readers "of what the study is and is not—its boundaries and how its results can and cannot contribute to understanding". Limitations are considered those influences that cannot be controlled. Delimitations are purposefully used by the researcher to establish boundaries of the study.

A significant delimitation of this study was that it took place in the Butterworth Education District located in the Eastern Cape Province. The participants were school principals, SGB chairpersons and school finance officers and Departmental Officials. The researcher is currently employed as a school principal in the Butterworth

Education District. The current research study has been ongoing since 2012. Firstly, the trustworthy relationship between Butterworth Education District's 147 participants might have biased the participants' responses. In other words, participants might have responded to the questions by what they perceived to be *correct answers.* Secondly, the fact that a non-random sample was used for both the pilot study and the main study might have made it impossible to replicate the results of the study to the rest of the country.

Perhaps, it would have been the most beneficial to conduct 50% face-to-face semi-structured interviews and 50% quantitative surveys generated by closed-ended questionnaire. The required timeframe and geographic locations and the conditions of the tracks/roads leading to majority of these schools rendered this plan unrealisable. It was determined by the researcher that logistics would not allow face-to-face semi-structured interviews to take place in 23 schools.

1.16. ETHICAL CONSIDERATIONS

McMillan and Schumacher (2010) define research ethics as issues, which are considered to deal with beliefs about what is right or wrong, proper or improper, good or bad. Research participants have the right to privacy, sharing or withholding information about their behaviour, attitudes or opinions. Leedy and Ormrod, (2010) observe that most ethical issues in research fall into one of four categories namely: protection from harm, informed consent, right to privacy and honesty with professional colleagues. In this study, the following ethical issues were adhered to:

1.16.1 Permission: Letters requesting permission to conduct research were written and sent to the relevant authorities.

1.16.2 Consent: Consent involves the procedure by which an individual may choose whether or not to participate in study (Best and Kahn, 2006). The researcher ensured that all participants had a complete understanding of the purpose and methods to be used in the study. The participants were made to understand that anyone of them had the right to withdraw from the study at any time if and when they felt threatened. The researcher also requested those who agreed to participate

in the study to sign consent forms before allowing prospective participants to participate in the study.

1.16.3 Anonymity: The researchers also ensured that the participants were aware of the fact that their identities would not be disclosed to anyone. To achieve the goal of maintaining the anonymity of all the participants, the participants' names/identities were not used. Instead of names/identities, participant responses to questions were assigned numbers or letters, for example participants 1, 2, 3 or participants a, b, c, (use of pseudonyms). This procedure was also used during the data analysis stage.

1.16.4 Confidentiality: All the participants were informed that all their responses would be treated with confidentiality and their privacy protected. The participants were also informed the confidentiality procedures were implemented to ensure that no one would have access to their responses or access to any information concerning their responses for any purposes. The researcher also ensured that all personal identities of participants were kept confidentially by eliminating all individual features that might lead to the direct identification of their personal identifies (Gillham, 2005).

1.16.5 Protection from Harm: The study ensured that (Drew, Hardman and Hosp 2008; Gillham, 2005; McMillan and Schumacher, 2010) the participants were not exposed to any undue physical or psychological harm. The participants never were subjected to any unusual stress, embarrassment or loss of self-esteem. Every participant's right to privacy was respected. The researcher observed the ethical principle of protection from harm by ensuring that no participants suffered any harm.

1.16.6 Honesty with Professional Colleagues: The researcher reported his findings in a complete and honest fashion, without misrepresenting the data collected from participants or intentionally misleading others about the nature of the findings.

1.16.7 Voluntary Participation: The researcher ensured that all the participants signed consent forms agreeing to participate in the study voluntarily. In addition to

their voluntary participation the, participants were made to understand that they could withdraw from participating in the research at any time they wanted to do so.

1.17. CONCLUSION

This concluding section of Chapter 1 is preoccupied with summarising thematic focus of the study. Hence, it provides a concise outline of the scientific basis of the research and the mixed methods research procedure adopted by the study as well as an overview of the SGB-SMT literature review conducted in order to locate the study within the relevant local and international debate on school-based management scholarship. Since the study investigated the correlation between SGB-SMT power struggles over school finances and the resultant SGB-SMT boundary spanning management conflicts, the literature review section of this chapter also provides a brief boundary spanning management conceptual framework focused on defining the term "boundary spanning" as well as the study's working definition of "boundary crossing". The overriding overall purpose of the study, which the chapter strived to put across, needs to be emphasised here. That is, is integrating, merging and manipulating the quantitative and qualitative data forms in order to unmask the authentic perceptions of the school principals, SGB chairpersons, school finance officers and Departmental officials, and the SASA-cum-SGB-SMT multiple negative factors that have continued to impact negatively on education.

1.18. CHAPTER STRUCTURE
1.8.1. Chapter 1: Background and Orientation

1.8.2. Chapter 2: Literature Review

1.8.3. Chapter 3: Consciousness raising concept and Theoretical School-Based Management Framework

1.8.3. Chapter 4: Research Design and Methodology

1.8.4. Chapter 5: Presentation, Data Analysis and Description of Findings

1.8.5. Chapter 6: Discussion of Findings, Recommendations and Conclusion

CHAPTER 2

LITERATURE REVIEW: REVEALING THE MANAGEMENT OF SCHOOL FINANCES BY SCHOOL GOVERNING BODIES AND SCHOOL MANAGEMENT TEAMS

2.1 INTRODUCTION

The literature review chapter seeks to underscore underlying school finance management conflicts between the school stakeholder partners (SGBs and SMTs) – conflicts created by the consequences of the implementation of SASA stipulated functions by SASA stakeholders. The specific focus of this chapter, however, is to expose the causes of boundary spanning conflicts in Section 21 Schools and their impacts on the school effectiveness objectives and the school-based participative management partnership envisaged by South African Schools Act (SASA).

The study investigated the relationship between SGBs' and SMTs' financial conscientiousness, SGB-SMT financial function conflicts, the development of SGB-SMT boundary spanning conflicts and how these conflicts impact on the selected Eastern Cape Section 21 high schools.

2.2 SOUTH AFRICAN SCHOOLS ACT (ACT NO. 84 OF 1996)

The South African School Act, (SASA) (Act No. 84 of 1996) which was promulgated to transform and drive the new Education System in South Africa came into effect on January 1997. The principal objective of the act was to provide a uniform system for the organisation, governance and funding of public schools in South Africa. Section 21 of the SASA gives a list of functions, which the public school may apply to undertake – allocated functions that include managing their own budgets. It is also provided in the same Act that the state must fund the public schools from the public revenue on equitable bases in order to ensure the proper exercise of the rights of learners to education and the redress of past funding inequalities in education (South African Schools Act Section 34 (1)). Section 34 (2) of the same act requires the state to provide sufficient information on annual basis to public schools regarding the funding to enable schools to prepare their budgets for the next financial year.

According to SASA (1996), the resource allocation to schools is based on the learner data contained in the 10th day Snap Survey of the previous year. The resource targeting list comprises all the public schools in the province sorted by "need" or poverty. Two equally weighted factors are used to rank schools:

(a) The physical condition, facilities and crowding of the school: utilisation of the school register of need data, provincial education department may create indices based on the range of physical facilities at the school for effective learning to take place: classroom ratio, the overall condition and need for repairs and availability of basic services. This factor was weighed 50%.

(b) The relative poverty of the community around the school: Using census, household survey or data, provincial education departments may create indices based on, for example, the proportion of households with electricity and piped water in the community served by the school, and other similar criteria.

2.3 Table 1: SHOWS THE ALLOCATION OF FUNDS PER QUINTILES (SOURCE)

	2007	2008	2009	% possible fee exemptions
Quintile1(Poorest)	R 738	R 775	R 807	100%
Quintile 2	R 677	R 711	R 740	100%
Quintile 3	R 554	R 581	R 605	100%
Quintile 4	R 369	R 388	R 404	67%
Quintile 5 (least poor)	R123	R 129	R 134	22%

No fee threshold	R 551	R 581	R 605	

This means that the target for learners in the poorest quintile will be by R738 per year in 2007, whereas the target for learners in the least poor quintile will be R123 per year. This indicates that government funding is assumed to be enough to cover the cost for each learner, and that all learners in the first three quintiles could potentially be exempted from paying school fees. In quintile 4, for example, if school fees can cover 33% of learners' needs, then 67% of learner could potentially be exempted from paying fees. In quintile 5, if school fees are charged, 22% of learners could be exempted (Norms and Standards for School Funding, 2006).

Section 35 of the South African Schools Act also requires that the Minister must determine the norms and minimum standards for the funding of public schools after consultation with the Council of Education Ministers, the Financial and Fiscal Commission and the Minister of Finance. According to Norms and Standards for school funding (2006, p. 7), the state allocates a certain amount of funding to each public school, which is intended to cover key inputs other than personnel and capital costs. Some examples are, for instance, textbooks, stationery, cleaning materials, and electricity costs. Traditionally, at least, some of these costs have been covered by school fees. However, some communities are unable to meet even a portion of these costs. The state must, therefore, ensure that the school allocation is sufficient to cover the needs and rights of children to quality education.

The Norms and Standards (2006, p. 7) gives examples of what schools could spend their allocation on. Because the needs of schools vary, this is not prescriptive. However, the allocation is intended to cover non-personnel recurrent items and small capital items, as well as repairs and maintenance. It is primarily and exclusively intended for the promotion of quality education in public schools. The Norms and Standard for funding policy has very clearly stated that the school allocation may not be used to cover the cost of personnel and new buildings.

According to Norms and Standards (2006), each Provincial Education Department is required to produce a "Resource Target List" of all the schools in its province, based

on the poverty criteria. The Department must rank all the schools from the poorest to the least poor. This is done so that the poorest schools are targeted to get the most financial resources. This formula applies to both section 21 (self-managing) schools and section 20 schools. Each school in the province is allocated a per-learner-allocation for funding, and is assigned a poverty score based on the relative poverty of the community around the school. This assessment should be based on the national data (usually, the national census conducted every five years by Statistics South Africa).The variables that are taken into account are the household or individual income of the community in the school's catchment area; dependency ratio (the proportion of income earners to people who are dependent) or unemployment rates and the level of education of the community.

Once the schools are listed in rank order according to Norms and Standards (2006) for school funding, the list is divided into five quintiles from poorest to the least poor. The distribution per quintile determines the per-learner-allocation in terms of the resource Targeting Table below. Quintile means one fifth. Thus, allocation is made on a variable per learner basis that favours the poor segments of the population. The neediest and largest schools are prioritised in terms of funding (SASA, 1996 B-52). See table 2 below:

2.4 TABLE 2: RESOURCE TARGETING TABLE BASED ON COMMUNITIES OF SCHOOLS AND POVERTY OF COMMUNITIES

School quintiles from poorest to least poor	Expenditure allocation	Cumulative percentage of schools	Cumulative % of non-personnel and capital recurrent expenditure	Per learner expenditure indexed to average of 100
Poorest 20%	35% of the resources	20%	35%	175
Next 20%	25% of the	40%	60%	125

	resources			
Next 20%	20% of the resources	60%	80%	100
Next 20%	15% of the resources	80%	95%	75%
Least poor 20%	5% of the resources	100%	100%	25%

The Amended Norms and Standards for School Funding Gazette no 31496 (2008) stipulates that 45% of the school allocation is ring fenced for Learner Teacher Support Material (LTSM) and may be used for the purchasing of textbooks. This is done to ensure progressive movement to a ratio of one textbook per learner per learning area. Twelve percent (12%) of the allocation is for stationery required for the different learning areas; 10% and 5% for educational consumables and non-education consumables, respectively, in support of curriculum, whilst 8% of the school allocation is ring fenced for maintenance and must be used for minor repairs e.g. replacement of broken windows and minor plumbing repairs. All these efforts are aimed at improving the quality of teaching and learning in all schools. The above school improvement task is given to the School Governing Bodies and the School Management Teams.

The Schools Act categorises schools into Section 20 and Section 21. Section 20 schools are schools that do not receive an allocation in cash. Instead of cash Section 20 schools are required to draw up their budgets and to submit them to the Department of Education (DoE), and purchases are then made against the budgeted items. These schools are no-fee schools, which have their needs paid directly by the Department and are categorised as poor schools with no resources to administer their funds. According to the SASA provisions and the existing departmental arrangements on Section 20 schools, the Provincial Departments of Education and Training are mandated to procure goods and services on behalf of Section 20

schools. In other words, the DoE administers the budget allocation on behalf of Section 20 schools (Mestry, 2004, 2006, 2014b; Xaba, 2011; Bagarette, 2014, Lekonyane and Maja, 2014).

But Section 21 schools, on the other hand, receive an allocation in cash and are required to perform the following functions: (1) maintaining and improving the school's property, buildings and grounds, (2) purchasing textbooks, educational materials or equipment for the school and (3) paying for services rendered to the school. They have their finances paid into their accounts by the Department, which they administer.

Section 21 of the SASA legislation is all about the school's capacity to manage itself effectively in finance, and the Provincial Education Department (PED) is required by the Schools Act to determine whether each school has the necessary managerial capacity to do so (Department of Education and Culture, 2002). But the funds received from the State are presently insufficient to cover the past backlog. Hence, schools are required to supplement their funds through fundraising, donations, sponsorships and school fees.

In accordance with the new SASA school improvement framework, schools need to monitor and control income and expenditure regularly. This is expected to be done as part of an established monitoring and evaluation mechanism, which uses the budget as a yardstick in ensuring that schools spend according to a planned budget (Mestry, 2014b). The purpose of this financial control measure is to avoid overspending, and working towards the achievement of the school set objectives. The achievement of the SGB-SMT financial management efficiency strategy depends upon the SGB-SMT knowledge competence and skills capabilities.

2.5 THE SCHOOL GOVERNING BODIES (SGBs)

The South African Schools Act 84 of 1996 (RSA 1996) mandates all public schools in South Africa to elect a school governing body as part of the governance structure in schools. The SASA school governance framework conforms to both national and international trends (Mncube, 2009, p. 83). According to the South African Schools Act, membership of SGBs is composed of elected parent members, the school

principal (ex officio member) and co-opted members. Elected SGB members consist of individuals from the following categories: parents of learners at the school, educators at the school, members of staff who are not educators, and learners in the eighth grade or higher in secondary schools. Regardless of school size, parents always hold a majority through 50% plus one member representation.

School governing bodies have the option of co-opting a member or members of the community into the governing body. The co-opted members do not have any voting rights. The term of membership of the SGB is three years (except for learners in secondary schools, who serve a one-year period), and SGB elections are held in the same year in all schools nationwide (Republic of South Africa: SASA, 1996; Mestry, 2006; Bargarette, 2014). The SGB composition makes the school principal an ex officio member of the SGB.

The South African Schools Act, Act 84 of 1996 states that the SGB, of which the principal is an ex-officio member, must perform a variety of tasks such as section 20 and section 21 functions. The roles and functions allocated to parent governors (SGBs) can be divided into two categories: general administrative governance functions and financial functions. The administrative governance functions are (1) adopting (accepting) a constitution, adopting a code of conduct and developing the mission statement of the school; (2) controlling and maintaining school property, buildings and grounds; (3) buying textbooks, educational materials or equipment for the school, and (4) supplementing the funds supplied by the state to improve the quality of education in the school (Moloi, 2007; Naidu, 2008).

The second component of the SGB functions, which deals with school financial functions, has been summarised by research (Mestry, 2004, 2006; Bagarette, 2014) as follow:

1. A governing body of a public school must take all reasonable measures within its means to supplement the resources supplied by the State in order to improve the quality of education provided by the school to all learners at the school (SASA, 1996: section 36);

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2. The governing body of a public school must establish a school fund and administer it in accordance with directions issued by the Head of Department (SASA, 1996: section 37(1));

3. Subject to subsection (37)(3), all money received by a public school including school fees and voluntary contributions must be paid into the school fund (SASA, 1996: section 37(2));

4. The governing body of a public school must open and maintain a banking account (SASA, 1996: section 37(3));

5. Money or other goods donated or bequeathed to or received in trust by a public school must be used in accordance with the conditions of such donation, bequest or trust (SASA, 1996: section 37(3));

6. The school fund, all proceeds thereof and any other assets of the public school must be used only for the following: (a) educational purposes, at or in connection with such school; (b) educational purposes at or in connection with another public school, by agreement with such other public schools and with the consent of the Head of Department; (c) the performance of the functions of the governing body; or (d) another educational purpose agreed between the governing body and the Head of Department (SASA, 1996: section 37(6)).

The second component of the SGBs' functions – financial governance functions involved financial expert knowledge and skills that schools located in rural areas with parent governors with very little education and poor personal financial resources – have to be performed by the financial committee.

2.5.1 FINANCE COMMITTEE (FINCOM)

In accordance with the SASA legal framework, one of the most important committees to be elected by the SGB is the Finance Committee. According to Catholic Institute of Education (2012, pp. 5-6), "A properly functioning school needs to have organisational structures and committees to ensure that all financial and educational functions of the school are being properly performed. To ensure good communication between all the committees and activities at the school, the SA

Schools Act requires the chairperson of each committee to be a member of the SGB".

Establishing Finance Committee was crucial because the whole governing body takes responsibility for the financial management of the school. But it would be impractical for the whole governing body to do all the financial governance work. Hence, the school governing body in terms of section 30 of the Schools Act is allowed to set up a finance committee and sub-committees such as a fundraising committee, tuck shop committee or a school fees committee. The SGB may delegate (in writing) the responsibility of managing the school finances to the Finance Committee (Mestry, 2004, 2006).

The Schools Act states that the school principal, who is the `financial controller' of the school, is mandated by SASA to be the ordinary member of the school Finance Committee. The treasurer of the SGB should be the chairperson of the Finance Committee. SASA demands that the school should appoint a 'finance officer' and/or a 'financial administrator' from among the staff members. The Finance Committee should have at most eight members and three of the members must be parents (Catholic Institute of Education, 2012)

The Finance Committee should be appointed for one year only, and the SGB has the right to add or remove members when necessary. The Finance Committee should meet on monthly basis. Meetings can only proceed if the following members are present: the principal, the treasurer, and one other member of the committee. Minutes should be taken, circulated, and filed. Members of the Finance Committee should have some competence in financial matters, and have sufficient understanding of SASA policy matters and management of school financial resources to be accountable and transparent in their work.

The duties of the Finance Committee, which are taken from paragraph 2 of the Public Finance Management Act (Republic of South Africa, 1999), are stated below. Firstly, the Finance Committee is expected to be responsible for control and monitoring of all financial matters at the school. Secondly, all financial policies and procedures within the school should be implemented by the Finance Committee in

accordance with the guidelines set out in the Financial Directives. Thirdly, authority must be delegated to appropriate persons within the finance committee. Fourthly, the committee should be responsible for co-ordinating and preparing the school's annual budget (in accordance with the approved Budget Guidelines). Fifthly, the Finance Committee should provide the SGB with sound financial advice regarding school funds: namely how to generate funds, how to use them, and how to invest them. Sixthly, the committee should make recommendations to the SGB on the level of school fees to be charged per learner and also the level and extent of school fee exemptions that would be appropriate and acceptable. And finally, the Finance Committee should prepare and present prescribed financial reports to the SGB in accordance with prescribed finance management regulations (Western Cape Education Department, 2006; Catholic Institute of Education, 2012).

According to Mestry (2004, 2006) and the Western Cape Education Department booklet (2006), the Finance Committee should co-ordinate the activities of the various sub-committees. Good communication structures should be in place. Feedbacks from the school governing body to the finance committee and various sub-committees and backwards are critical for the effective management of the school's finances. Some of the most important functions of the finance committee are: (1) to develop and implement a finance policy, (2) to design a budget and to control it, (3) to monitor and to approve all expenditure, and (4) to ensure that all procurement processes (purchasing of goods and services) are carried out through the correct quotation and tendering procedures.

From the above list of the school Finance Committee's functions, it is clear that the Finance Committee of the school plays a pivotal role in managing the school finances. It is, therefore, recommended that where members of the SGB have no or little financial management knowledge, the SGB should solicit the services of an expert with sound financial management knowledge from the parent community. Furthermore, it is vital for the Finance Committee to conduct regular meetings to discuss the financial management matters and the committee members should be committed to carrying out their responsibilities. Decisions relating to financial

matters taken by the Finance Committee must always be ratified by the SGB. The SGB is accountable for the school funds even though most of the financial functions may be delegated to the Finance Committee (Maile, 2002; Mestry, 2004, 2006).

At each monthly meeting (if possible), the Finance Committee should perform the following financial management chores: (1) check all expenditure incurred since its previous meeting; (2) inspect supporting vouchers (invoices) to ensure that these are in order and comply with the regulations and departmental instructions; (3) ensure that the expenditure is in accordance with the approved budget; (4) ensure that expected income correlates with the budget; (5) advise the SGB on measures to be taken against those who owe the school and have not paid their debts and (6) keep minutes of all meetings and decisions taken (Bischoff and Mestry, 2003; Mestry, 2004, 2006). The next focus of the chapter is on SMTs.

2.6 SCHOOL MANAGEMENT TEAMS (SMTs)

The professional management in the school is the responsibility of the principal and the School Management Team (SMTs). Legislation does not recommend a specific number of the members of the SMTs since it is based normally on the number of educators appointed in promotional posts at a school. The SMT normally consists of the principal, the deputy principal and heads of departments or senior teachers in schools where there may be only one or two heads of departments (Hystek, 2004; Naidoo, 2005a, 2005b; Bagarette, 2014). The SMT is expected to perform professional management functions delegated by the Head of the Provincial Department of Education (HoD).

These professional management responsibilities of SMTs are (1) performing and carrying out professional (management) functions; (2) administering and organising the day-to-day teaching and learning at the school; (3) performing the departmental responsibilities prescribed by law, and (4) organising all the activities which support teaching and learning.

The second component of SASA functions allocated to SMTs involves managing the school financial personnel and financial resources. The school financial personnel

and financial management responsibilities are (1) deciding on the intra-mural curriculum: that is all the activities aimed at aiding teaching and learning during school hours, and (2) deciding on textbooks, educational materials and equipment to be bought (Mestry, 2006; Moloi, 2007).

The school principal functions as the head of the school management team in two capacities, namely, as a governing body member, and as the principal or as a Department of Education employee. In practice, this means that the principal should implement the policy of the provincial Department of Education when he/she operates as a departmental employee. But when the principal operates in his/her capacity as a governing body member, he/she is expected to watch over the interests of the governing body, the school and the parent community when the principal deals with the provincial Department of Education. The success of the SASA reform process depends upon not only on the skills capacity of SGB members but also on the professional management and financial competences of the school principals (Ngubane, 2005; Mohamed, 2011). As school professional manager, the principal is expected to ensure that what the governing body and the provincial department do is legal, fair, reasonable, and permissible (Beckmann, 2002).

However, Mokoena (2013), who investigated the understanding of principals of their role in the management of public school finance and the implementation of the SASA school finance policy, reported that principals in the majority of Mpumalanga Province's rural schools are not well qualified in financial management and most of the members of the SGBs are illiterate. A multiplicity of historical and contextual factors coupled with unexpected consequences of SASA/SGB-SMT policy implementation has created the fertile school-based climate for the development of the boundary spanning phenomenon in Section 21 schools. One set of these negative factors derives from how the SASA allocation of functions to school stakeholders weakens concerted efforts by SGBs and SMTs to achieve their objectives and the stated goals of the SASA/SGB-SMT participative partnership.

2.7 SGB-SMT FUNCTIONS VERSUS SGB-SMT PARTICIPATIVE PARTNERSHIP

Almost two decades into democratic governance of schools expected to be fuelled by the SASA envisaged three-cornered SGB-HoD-SMT participative partnership, the desired SGB-SMT programme benefits expected to accrue from the implementation seem to be elusive (Mafora, 2013). Findings from recent studies on South African (SASA/SGB-SMT) school improvement reform suggest that different members of SGBs still experience some marginalisation (Heystek, 2004; Van Wyk, 2004; Magadla, 2007; Mncube, 2008, 2009b), which subverts not only the spirit of SASA-envisaged stakeholder partnership vision but also creates conflicts between the major stakeholder partners (SGBs, SMTs and HoDs). Steyn (2010) and Mafora (2013) have asserted that the individual group implementation outcomes of SGBs, SMTs and HoDs either subtract from (Purkey and Aspy, 2003) the benefits expected to accrue from the school improvement reform process or enhance the growth of the SASA participative partnership essential for successful school policy implementation.

The aim of this section is to review the following thematic issues: (1) SASA's composition of the SGB-SMT framework, (2) SASA's allocation of functions, (3) the SASA stakeholder partners' attempts to perform their functions, (4) how the unintended consequences of these interactions have created conflicts between SMTs (principals) and SGBs, particularly the parents serving in the school governing bodies, and (5) how to create a conducive climate for the management of the SGB-SMT boundary spanning conflicts.

Contrary to the undesirable SASA policy implementation outcomes revealed by the existing literature, the SASA envisaged stakeholder partnership is expected to create an enabling school-based environment that aids the school and community in achieving school improvement intervention programmes, including improved teaching and learning (Xaba, 2004; 2011; Rossouw, 2013; P.K. Mokoena, 2013). The basis of the SGB-SMT partnership derives from two important stipulations in the SA Schools Act. The first objective is to focus on a relationship of mutual trust between the SGBs and SMTs. The second objective is to ensure that the two major partners support not only each other but also to support the school and the school

community as complementary role players. The SASA framework mandated the SGBs to be in a position of trust towards the school (Republic of South Africa, 1996: SASA section 16). While the principal (SMT) is expected to support the members of the SGB in their governance functions (SASA, 1996: section 19), the SGB members are expected to support the SMT and educators in their professional functions (SASA, 1996: section 20).

What are the policy implications of the SASA-envisaged partnership as stipulated by the SASA legislation? According to section 19(2) of the Schools Act, 1996, the principal has to assist the SGB in the performance of its functions. The SASA section 20(1e) also stated that the SGB should support the principal and educators in the performance of their professional functions. Sometimes the interpretation of this stipulated policy leads to different perceptions by parental governors and school principals regarding the specific support action of their mutual support roles. The SGB parent members may well think they are supporting the principal by `taking over' some of his responsibilities, such as discussing problems that occur in the class directly with the educator concerned. They may just want to help because they feel the principal is very busy and has too much to do, but in their eagerness to support, they tend to intrude into the principal's professional line of responsibility – creating SGB-SMT conflicts (Xaba, 2004; Heystek, 2004; Mafora, 2013).

The findings of Hystek's study (2004) reveal that SGB parent members tend to feel they are relieving the principal of extra problems and stress, when they interfere in school professional management of schools allocated to principals. On the contrary, the SGB parent members' interference in the professional management of schools worsens the professional school management burden of principals. If such situations are not handled with great care, they can lead to permanent frictions or conflicts between the principals and parental governors, derailing the overall vision of SASA/SGB-SMT school improvement reform process. This scenario provides a classic example of how the SGB-SMT boundary spanning conflicts originated from the struggles to control school finances.

Research (Serfontein, 2010; Baffour and Arko-Achemfuor, 2014; Bagarette, 2014) argues that, as the functions and duties of the SGBs and SMTs are stipulated in the

South African Schools Act (1996) and in provincial policies and regulations, one would think it should be clear to all what SGBs and SMTs may and must do. In practice, however, the majority of SGBs and SMTs (principals) can neither interpret correctly the SASA policy and the functions allocated to them, nor perform their functions successfully. In the school, the management and governance functions and duties are often not delineated clearly, and the resultant uncertainty about each SASA stakeholder's exact functions often creates friction between principals and SGB members. As a result, there is a tendency in every school to work along its own interpretation of the legislation and to try to make the partnership relationship work. The above explication illuminates how SGB-SMT boundary spanning conflicts are created.

Members of the school management teams – school principals and educators – are also plagued by professional school management challenges. Many principals have long years of experience. However, the participative and democratic management partnership, which was introduced by the SASA framework, was new, not only to the majority of school principals, but also completely outside the real-life experience of the SGB members located in township and rural schools. The novelty and lack of experience problem was intensified by the fact that the additional passage of SASA-related Acts, which clothe the SASA framework in complex legal language that defies easy interpretation by both non-legal-persons and legal experts. This postulation is confirmed by the large number of the SGB-SMT-DoH conflicts that have continued to appear before the South African courts (Beckmann, 2009; Beckmann and Prinsloo 2009; Serfontein, 2010; Bathon, Beckmann and Bjork, 2011; Rossouw, 2013). The next section focuses on the SGBs' and SMTs' failure to work as partners

2.8 SGBS' AND SMTS' FAILURE TO WORK AS PARTNERS

Bagarette, (2012) reported that it is very clear that the SASA envisaged school-based partnership is unsuccessful where SGB members are illiterate. The partnership is successful when SGB members are people who could read and write; people who have university degrees and who knew the importance of education. The partnership is successful where the SGB members are more literate. The literacy levels of SGB

members also determine the extent to which they are capable of performing their duties as prescribed by the SASA. The formulation of policies, which requires a reasonable literacy level, is the responsibility of the SGB. The partnership is not successful because the SGB members do not have a high level of education and struggle with policy implementation. Maile (2002) remarks that illiteracy among the members of school governing bodies, which is specially the case in the rural areas, may contribute to their inefficiency. He argues that this is possible because illiteracy precludes parents from accessing relevant management information from the principal. Another research highlights the importance of the SASA envisaged stakeholder partnership.

The findings of Mncube and Mafora's (2013, p. 13) study suggest that "the effective functioning of SGBs is influenced by the context within which schools operate". In spite of the fact that parents are represented in SGBs they are burdened by "difficult power relations, exclusionary practices and a disregard for social justice principles". The study concludes that, unless all stakeholders cooperate in participating in school-based participative management partnership as envisaged by SASA, the school improvement objectives may not be achieved.

The SASA policy implementation consequences that weaken stakeholder partnership and contribute to SGB-SMT boundary spanning conflicts are further deepened by Heystek's (2006) study. This study argues that because of their illiteracy, parent governors cannot interpret legislation and policies and may even make up their own interpretations that misrepresent the true intention of the lawmakers. Sometime, their inabilities force them to ultimately depend on the principal for the interpretation of the functions allocated to them and SASA school policies. Heystek (2006) adds that the high rate of illiteracy among parental governors makes it very difficult for them to formulate new policies for the school as required by the provincial Department of Education. The illiteracy and skills deficiency of SGBs are a major challenge to many principals, who are compelled to draw up the school policies on behalf of SGBs as well as implementing them.

This illiteracy and skills deficiency further places SGB members (parent component) in a poor position to govern the school, subverting the equal and inclusive participative management principles that inform the SASA stakeholder partnership vision. Researchers are in agreement that the partnership between SGBs and SMTs is not successful because the majority of members of SGBs are illiterate. These findings further suggest that the SGBs' inability to read and write poses a great challenge that undermines the SGBs' ability to develop policies or to interpret correctly their own functions and other education related policies.

This inability of the SGBs to either read or understand the SASA framework and SASA-related Acts and policies creates a situation that compels the SGBs to rely on principals for the interpretation of all school-based policy documents. Consequently, the SGB parent members' non-literacy and lack of skills capabilities result in principals taking all decisions on behalf of the SGBs. Mestry (2004) re-affirms that the Schools Act prescribed how schools should manage their finances and provided guidelines for school governing bodies and principals on their roles and responsibilities in managing school finances. However, researchers Mestry (2004) and Mncube and Mafora (2013) have suggested that there are school governing bodies and principals, who have little knowledge of the contents of the Schools Act or who are simply interpreting the SASA policy framework incorrectly. In other words, these principals and SGB members lack the necessary financial knowledge and skills and are placed under tremendous pressure because they are unable to work out practical solutions to practical problems on school finances. According to Mestry (2004, 2006), the lack of essential knowledge competences has led to the SGB-SMT conflicts. Besides the conflicts, embezzlement, fraud and theft committed by some members of the SGBs and SMTs have turned many schools into victims of mismanagement or misappropriation of funds. Mestry (2006) describes the disturbing consequences of the SASA policy implementation challenges as follows:

> In many instances it has been reported that principals and school governing bodies have been subjected to forensic audits by the Department of Education due to the mismanagement of funds through misappropriation,

> *fraud, pilfering of cash, theft and improper control of financial records (Yende and Arenstein, 2003, p. 8; Khumalo and Mbanja, 2002, p. 1; Khangale, 2002, p. 13). In some instances, the issue of mismanagement and misappropriation of school funds have subjected principals and/or school governing body members to be named in legal action (Schoonbee and others vs. MEC for Education and another; Technofin Leasing and Finance vs. Framesby High School and MEC for Education, Eastern Cape) (Mestry 2006, pp. 28-29).*

It is evident that every school manager, whether a member of the SGB or SMT, must have some knowledge and skills relating to the inner workings of the finances of a school. Mestry (2004, 2006) elaborates upon his research results on the three-corner-conflicts between SGBs, SMTs and HoDs. He reported that although the Provincial Departments of Education provide training for school governing bodies in financial management, financial problems in many schools have not abated. The failure of the SGB-SMT training programme could be attributed to the fact that the principal or members of the school governing body may choose to sweep these financial problems under the carpet for fear of being implicated (Mestry, 2004, 2006).

Research suggests that in instances where financial problems have been taken up with school districts in the Department of Education, many of these problems remain unresolved (Mestry, 2004, 2006). Donnelly (1999) found in one school case that there were tensions within the governing body particularly between parent governors and SMT members. Mestry (2004, 2006) reported that in one case study, the principal increasingly felt that her professional expertise was being undermined mainly by parent governors. The enormity of the SGB-HoD-SMT conflicts that have created the enabling environment for the growth of SGB-SMT boundary spanning phenomenon is revealed by the large number of SASA related conflicts resolved by the courts across the nine provinces. This assertion is supported by case law studies conducted by Beckmann (2009), Beckmann and Prinsloo (2009), Serfontein (2010), Bathon, Beckmann and Bjork (2011), Rossouw (2013), and other researchers on this subject.

Bagarette (2012) asserts that SGB members sometimes disrespect the principals. Her findings suggest that SGBs abuse their position of trust. The researcher reported that in her study, SGB-SMT partnership has been unsuccessful for the past six years, because the chairperson of the SGB does not act in the best interests of the school. The SGB chairperson is reported to be only interested in the financial benefits he can get from the school. Bagarette (2012) reported that when contractors tendered for work at the school, the SGB male chairperson manipulated the tenders in such a way that his friends got the tenders.

Research confirms another major SGB-SMT area of school-based friction that worsens the growth of SGB-SMT boundary spanning conflicts. It is reported that principals and SGBs have often been subjected to forensic audits by the Department of Education because of mismanagement of funds through misappropriation, fraud, pilfering of cash, theft and improper control of financial records (Beckmann, 2009; Serfontein, 2010). According to Mestry (2006), the issue of mismanagement and misappropriation of school funds has subjected principals and SGB members, in some instances, to be named in legal action. Heystek (2006) reported that SGBs tend to misuse their power to promote their own interests and in the process, breach their positions of trust with the school. It has been asserted that the trust relationship between the partners in a school is of utmost importance for the effective functioning of that school (Joubert and Bray, 2007). It must be emphasised that the fundamental principle of partnership relationship trust, which is projected above, has not been achieved by the SASA policy implementation process – a negative policy implementation outcome that compounds the SGB-SMT conflicts.

The SASA policy implementation challenges that fuel the SGB-SMT conflicts are also rehearsed by Tsotetsi et al (2008), who argue that the ability of the SGB to govern a school depends on their literacy levels, knowledge, skills and experience of school governance. This view supports the findings of the report of The Review of School Governance (DoE, 2004) which states that 44% of participants felt that the skills deficit of SGBs weakened their effective functioning. Mestry (2006) highlights the

fact that although the SASA framework provides guidelines for SGBs and principals (SMTs) on their roles and responsibilities in managing the school's finances, some SGBs and principals (SMTs) still struggle to manage their school finances, because they either have too little knowledge of the Act or interpret the Act incorrectly. Mestry (2006) further states that some SGBs and principals (SMTs) are simply not able to work out practical solutions to their financial problems because of their lack of financial knowledge, skills and expertise.

The ongoing SGB-SMT financial conflicts and the resultant SGB-SMT boundary spanning conflicts on school finance matters are also explicated in the two 2009 studies conducted by Mncube (2009a, 2009b). The researcher contends in the two studies that parents' participation depends on parents' educational level: the better educated a parent is, the more he/she will participate in SGB affairs. Mnube's views rehearse van Wyk's (1998) suggestion that illiterate parents are unable to keep abreast of new challenges in education. Mnube's study further observes that some non-literate parent governors tend to delegate their responsibilities to the school principal, thus becoming passive participants. Mncube (2008, 2009a, 2009b) argues that even though parents may be willing to participate, the school is not user-friendly to parents. He concludes that instead of the being encouraged to become committed participants as envisaged by the SASA framework, parents feel excluded intentionally or unintentionally on accounts of their lack of skills competence and poor educational backgrounds. Mnube's findings suggest that although parents are part of school governance, most of them are not fully on board.

Mncube (2009a, 2009b) suggests that the majority of black African parents in the former model C schools attribute their reluctance to participate in SGBs and school activities to a number of contextual constraints. These constraints include the following: (1) the lack of education that undermines their involvement in school governance and activities, (2) the language barrier created by the exclusive use of English as a medium of communication in SGB meetings, (3) the difficulty in attending SGB meetings, (4) poor literacy level, (5) fear of academic victimisation of their children by educators, and (6) the contested stakeholder-related power

struggles in the SGBs. These factors tend to inhibit or silence the voice of parents in school matter discussions during SGB meetings.

The literature reviewed has repeatedly identified the struggle for power and control as the most important determinant of the three-cornered conflict among SGBs, SMTs and HoDs within the SASA school effectiveness programme landscape. This argument is supported by Deem, Brehony and Heath (1995), who have asserted that the manifestation of power relations is central to any understanding of the practices and processes of school governance regardless of the cultural context in which they operate. The struggle for dominance or power relations renders school governance a complex issue. It can be argued that due to the constant struggle for power within the SGB-SMT environment, financial functions such as decisions about school fees have tended not only to be problematic (Sayed, 2002) but have also compounded the SGB-SMT conflicts. Karlsson (2002) observes that some principals tend to resist sharing power and working together with SGBs in a partnership because they have become used to possessing all the power to manage the school, including its finances. The power struggle between the two centres of power will continue, unless the SASA envisaged partnership concept is adopted by both SGB and SMT in order to ensure the successful implementation of the SASA effective self-managed-school programmes in South African schools.

The successful running of a school revolves around finances. Mestry (2006) reported that principals pointed out that some SGBs lack financial knowledge and skills, despite the fact that SGBs have been given full responsibility by legislation to manage the finances of their schools. This implies that SGBs should have the requisite financial knowledge and skills in order to run the school effectively. These statements also suggest that the lack of financial knowledge and skills may result in the SGB being unable to establish a finance committee or develop a financial policy for the school. Theses financial management skills weaknesses could lead to financial mismanagement of schools. In a business, partners have joint control and authority over the finances and are jointly liable for the partnership (Du Toit et al. 2007). The same is expected from the partnership in a school. The financial

management principle demanded by partnership relationship accounts for SASA's stipulation that all SGBs should establish finance committees, each of which should consist of members from the SGB and the SMT. The members of each SGB finance committee are expected to be responsible for the finances of the school.

Bagarette (2012) states that SASA envisaged partnership between SGBs and principals of public schools. However, the majority of the participants in her study pointed out that the partnership between SGBs and principals has not been unsuccessfully run. The participants in Bagarette's study identified the following reasons, among other factors, for the failure of the SASA envisaged partnership between SGBs and SMTs: (1) that SGBs do not understand their roles and functions; (2) a lack of trust relations; (3) control of schools by SGBs; (4) the dominance of principals over SGBs; (5) poor literacy levels of SGBs; (6) the heavy reliance of SGBs on the principal; and (7) the SGBs' poor financial knowledge. These contextual SGB-SMT partnership constraints have not only led to the failure of the SASA envisaged partnership but they have also contributed to creating the ideal climate for the development of SGB-SMT boundary spanning phenomenon worsened by SGB-SMT struggle to control school financial resources.

Bagarette (2012) argues that it is evident from the above reasons that school principals do not understand the intention of the SASA with regard to the forging of a partnership between themselves and the SGBs. The historical and the contextual determinants that continue to negate attempts aimed at forging an enduring participative management partnership between SGBs and SMTs are explicated by a study conducted by Ntshangase (2002).This study examined major school-level decisions as well as the constraints and challenges facing governors in the Vryheid area of Kwa-Zulu Natal. The participants were fifteen school governing members from previously disadvantaged schools. The findings of Ntshangase's (2002) study showed that the election of parents as governing body members in 2000 was problematic because most were reluctant to stand for election. This gave the principals the opportunity to manage schools autocratically and to undermine the SGB members. The findings revealed that the principals felt insecure about the

change introduced by the SASA framework and were not sure how to manage governance when parents were reluctant to participate. Furthermore, the findings of studies reviewed have suggested that the majority of both SGB parent members and school principals do not understand the prescripts of the SASA policy framework.

Recent studies on the subject have also indicated that SGB-SMT partnership tends to be constrained by either deliberate stakeholder selfish motives or by lack of stakeholder knowledge and skills capabilities essential for implementing SASA policies and performing functions successfully. One of the major findings of a study conducted by Mestry and Khumalo (2012) revealed that many school governors still lack the relevant knowledge and skills to draw a school budget and to implement it successfully. The SASA framework states that the principal must assist the SGB members in the execution of their duties. It can be concluded from some of the reasons outlined above that SASA stakeholders are not working together as partners (Botha, 2010, 2012). It has also emerged that some SGBs do not understand their roles and functions. The views outlined above also suggest that both centres of power (SGBs and SMTs) do not understand the complex SASA legal framework. This postulation is repeatedly confirmed by the relevant literature reviewed. The literature reviewed has revealed that the SGBs' and SMTs' poor understanding of the rather complex SASA-SGB-SMT school improvement framework is the main root cause of the implementation failure of the SGB-SMT partnership. The extant literature also confirms that the design weakness of the SASA legal framework is further worsened by the rather difficult legal language used in composing the SASA legal framework. It can be argued, therefore, that knowledge of and the correct interpretation of the SASA framework by both SGBs and SMTs are essential for the successful operation of the SGB-SMT partnership.

It is further argued that the above reasons for the failure of the partnership suggests that continuous eruption of conflicts between the SGBs and SMTs may become unavoidable. As Bagarette (2012) has aptly pointed out, SGB-SMT conflicts are bound to result ultimately in the failure of SGBs and SMTs working together in the

best interests of the learners and the school – an undesirable implementation consequence that make schools to become dysfunctional.

The constraints that have continued to prevent SGBs and SMTs to work together as partners committed to successful implementation of the South African school effectiveness reform policy are discussed by The Ministerial Review (2004). This official report points out that SGBs and SMTs experience partnership difficulties. In the SGB context, the problems are characterised by lack of communication, failure to implement decisions taken at SGB meetings and conflicts over spending priorities. The SMTs, on the other hand, experience conflict problems with the SGBs about the following issues: (1) the non-availability of SGB members at meetings, (2) the failure to implement decisions taken at SGB meetings, (3) the blurring distinction between SGBs and SMTs and (4) spending priorities.

Another anti-partnership factor is described by research. Ntshangase (2002) found that the self-interest of both SGBs (parents) and SMTs (principals) is one of the main factors why there is a lack of effective collaboration and support among SGB and SMT members. According to the principals participating in Ntshangase's study, parents are suspicious of what the principal does and always want to get another opinion. The parents are also conservative in their approach to education and hence do not support changes in the school. The parents also interfere with the professional work in the school which created conflicts between the principal (SMTs) and the parent governors.

The literature (Duma, 2009; Tsotetsi, Van Wyk and Lemmer, 2008; Bagarette, 2012) has suggested that there are some SGBs, which are solely reliant on their principals owing to their lack of knowledge and skills competence. The viewpoints of the above authors confirm Ntshangase's findings, which suggest that some SGBs lack the knowledge and skills to perform the roles and functions assigned to them by the SASA. The implication of this lack of knowledge and uncertainty, inevitably and subsequently cause some SGBs to be subservient to principals. Thus, they become mere observers and rubber stamps, instead of being equal members of the SFB-SMT

partnership intended to serve the best interests of the learners. Another reason why the partnership between the SGBs and school principals has failed to achieve its stated objectives is due to the SGB members' lack of financial knowledge (Bagarette, 2012).

Bagarette (2012) has also pointed out that (as stipulated in Section 20 of the SASA) SGBs must perform all financial functions allocated to them. However, SGBs often lack financial knowledge and skills. Bagarette's views re-invoke Poo's (2006) assertion that illiteracy dominancy and accountability can lead to psychological pain caused by stress. The essence of partnership that is lacking in the SGB-SMT ineffectual partnership was unveiled in a study by Royal and Rossi (1997). The two authors identified the following success indicators of school-based stakeholder partnership: (1) communication network between the partners, (2) overall and varied participation in the life of the school, (3) a prevalence of teamwork, (4) a common sense of purpose and common set of values, (5) efforts and accomplishments that are recognised.

Another reason for the failure of SGBs and SMTs to work as partners is identified by Mestry (2004), who indicated that prior to the Schools Act being promulgated every principal was considered an accounting officer and was accountable to the HoD. Mestry (2004, 2006) observes that before the promulgation of the SASA school improvement framework, heads of educational institutions were confronted with the enormous task of distilling the appropriate policy framework from massive sets of directives on how to do everything from writing a receipt to opening a bank account. The major SGB-SMT partnership problem emanates from the fact that the moment a school has an SGB, certain responsibilities devolve upon the SGB as a body. But prior to the implementation, policymakers have not put in place a set of directives to guide the SGBs on how to implement the new school improvement policy framework.

Research suggests that mounting skills capacity building training for newly elected SGB members can address the failure of SGBs and SMTs to cooperate as effectively

as SASA partners. Research suggests that the failure of SGBs and SMTs could be reversed by mounting skills capacity training for SGB and SMT members. Xaba (2004) re-affirms the ongoing views on SASA envisage partnership when he says that capacity building through skills training can address the poor policy implementation outcomes experienced by SGBs and SMTs. The role of training as a partnership enhancement factor is also highlighted by another study. Adams and Waghid (2005) also suggest that there is a need for training parent governors who are elected to serve on school governing bodies.

The previous section has discussed the different factors that have weakened SGBs' and SMTs' attempts to work together as school-based SASA stakeholders committed to managing school finances, an essential precondition for the successful achievement of the large-scale school effectiveness reform objectives. The next section focuses on the SGB-SMT power struggle for the control school funds.

2.9 SGB-SMT POWER STRUGGLE ON SCHOOL FUNDS

The review of the existing literature on SGB-SMT conflicts, which have generated the boundary crossing phenomenon in Section 21 schools, has strongly indicated that the dominant contextual factor responsible for the SGB-SMT power struggle for school funds can be attributed to school governance and management power relations embedded within the SASA school improvement programme implementation structure. Deem, Brehony and Heath (1995) have confirmed the above argument when the three authors assert that the manifestation of power relations is central to any understanding of the practices and processes of school governance, regardless of the cultural context in which they operate.

The school-based power struggle among SASA partners, which has continued to prevent Section 21 school finance management from flourishing, is underpinned by research. Prinsloo's (2006) "State Interference in the Governance of Public Schools" argues that the SGB-SMT framework is plagued by power struggles over the control of financial roles, and cites the Department of Education's violation of SASA regulations dealing with the definition of SGB functions:

The State, its functionaries, and organs of the State have been trying to assert themselves to an increasing extent by limiting or interfering in the real authority that can be exercised by school-level governance structures. Since 1996 there have been an increasing number of court cases in which provincial heads of education departments have been challenged for illegal actions against schools or where officials allegedly have failed to carry out their duties towards schools (Prinsloo, 2006, p. 355).

The implications of Prinsloo's findings is that all partners of the SASA framework have contributed to conflict-ravaged school environment that nourishes the development of boundary spanning conflicts instead of creating enabling academic environment for teaching and learning to flourish.

The next negative contextual factor, which has also influenced the emergence of boundary spanning conflicts in the financial resources management of Section 21 schools, is identified by Mncube (2009a, 2009b). At the heart of the South African democratic participative school transformation reform is sustainable stakeholder partnership. But the SASA-SGB-SMT policy implementation consequences tend to produce unintended negative changes that have continued to undermine concerted efforts aimed at the successful achievement of SASA school improvement objectives. According to Mncube (2009a, 2009b), the majority of SGBs located in poor communities are reluctant to participate fully in the SGB-SMT school transformation reform. It is argued that parents from less privilege communities are discouraged from participation by the middle class culture that shaped and informed the SASA/SGB-SMT framework (Mncube, 2009a, 2009b). The non-participation of parent governors is not only induced by the feeling of inferiority in the school improvement reform process driven by middle-status-values but also by the lack of adequate education of the SGB members from disadvantaged communities. This negative factor is worsened by the intricate SASA policy framework that defies one common interpretation even by legal experts.

These historical and contextual factors have not only led to SGB-SMT conflicts that further worsen the prevailing contextual factors that intensify boundary spanning conflicts but they have also led to mistrust between SASA stakeholder partners,

damaging the development of genuine participative partnership. The fact that SGB-SMT conflicts are not the only anti-partnership factors need to be emphasised. Commenting on omissions of duties perpetrated by the Department of Education managers, Probyn et al. (2002) dismiss not only the SASA partners' declaration of support for SASA envisaged stakeholder partnership as a mere window-dressing but also described as a mismatch between dream and reality.

Other research studies (Gouws, 2001; Oelofse, 2003; Rademeyer, 2009) have also described the existence of power struggles between SGB members and SMT members as "a mismatch". It is argued that despite the fact that conflict-solving is a prerequisite for democracy, and social democracy predetermines consensus while "the sharing of power binds partners together" (Fareed and Waghid, 2005, p. 26), conflicts continue to plague the SASA school improvement partnership (Mabasa and Themane, 2002), intensifying boundary spanning conflicts in finance management of Section 21 high schools across the province.

Besides the multiplicity of conflict-orientated SASA policy implementation unintended consequences, which fuel the growth of boundary spanning conflicts, mention must also be made of the conflicts generated by the State's (Basson, 2003) unilateral reduction of the powers of SGBs. This State's policy implementation stance makes parents feel that government does not place much value on their partnership (Volksblad, 2005). Research also reveals that the petty jealousy voiced by educators, who hate the fact that parent governors were given controlling authority in school finance affairs also maximises SGB-SMT boundary spanning conflicts in the finance management processes of section 21 high schools. This perception is conveyed a study conducted by Singh, Mbokodi and Msila (2004). These researchers have reported that although there is compelling evidence to support the argument that school-family-community partnerships benefit learners, parents and schools, many educators still complain about the fact that the SASA legislation allocates too much power to SGBs (Van Wyk and Lemmer, 2008). Despite the overwhelming legal authority given to SGBs by SASA, the findings by Clase, Kok and van der Merwe (2007) reveal that SGB members feel that are not accepted and treated as equal partners by other SASA stakeholders.

The implications of this disunity among SASA partners are conveyed by Serfontein (2010). The researcher reports that the failure of parent governors from poor communities to participate forcefully is completely opposite to the vigorous and committed participation displayed by privileged parents from middle-class communities. The researcher reports that: "Reasons provided for" the parent governors' failure to successfully discharge their duties "include a lack of understanding regarding the extent of powers, responsibilities and liabilities whilst being unsure…." (Serfontein, 2010, p. 94).

The root cause of boundary spanning conflicts embedded in section 21 school finance management processes must not only be attributed to the lack of democratic participative partnership between the SASA partners. The SGB-SMT boundary spanning conflicts are also intensified by SGB and SMT members' failure to cope with the complex demands required for effective performance of all the functions allocated to them by the SASA/SGB-SMT framework. The study also needs to underscore the fact that many negative historical and contextual factors produced by the unintended consequences of the SASA policy implementation failure have contributed adversely to the lack of SASA-envisaged stakeholder partnership essential for school improvement success. Research (Clase, Kok and van der Merwe, 2007; Pennefather, 2008; Serfontein, 2010; Beckmann and Prinsloo, 2009) has reiterated that without school-based practical cooperation among the SASA stakeholders (SGBs, SMTs, learners, HoDs and school community members) the South African self-managing school transformation reform is doomed to failure. The absence of SGB-SMT partnership, it must be re-underscored, creates an enabling environment for destructive SGB-SMT boundary spanning conflicts to flourish. The literature reviewed suggests that instead of the SASA envisaged partnership, schools are plagued by SASA role-player squabbles, which continue to intensify boundary spanning conflicts in school finances.

That these school-ravaged conflicts are impossible to resolve internally, are supported by the existence of many SASA school-related judicial cases, which include (a) *MEC for Education v Strauss [2007] SCA 155 (RSA);* (b) *MEC for Education in the Free State v Louw and Oosthuizen [2005] 483/04 (RSA);* (c)

Minister of Education, Western Cape, and Others v Governing Body, Mikro Primary School, and Another 2006 (1) SA 1 (SCA), (d) *The Point High School and Others v the Head of Department of the Western Cape Education [2007] SCA 14188/06 (RSA),* which had to be resolved by the courts.

The reviewed studies have repeatedly argued that only an enduring school-based management partnership between the SASA stakeholders is capable of promoting quality teaching and learning in schools. This view is intimated by a court decision: *Governing Body of Bopasetjaba and other v Premier of the Free State Province and Others.* The court in *Governing Body of Bopasetjaba and other v Premier of the Free State Province and Others* "had urged the DoE to consult with all role-players in order to resolve conflicts amicably and advised against the State using its might to silence other SASA stakeholders" (Serfontein, 2010, p. 101).

Based upon the court's advice to the SASA partnership stakeholders it is evident that although the SASA envisaged partnership is intended to provide all SGB-SMT role-players a powerful voice in school-based management affairs (Pennefather, 2008), the SASA/SGB-SMT partners are prone not only to large unprecedented demands and stresses (Clase, Kok and van der Merwe, 2007) but are also plagued by distressful frequent power struggles. The underlying factors outlined above have contributed to creating the ideal environment for the development of boundary spanning conflicts in Section 21 schools. In response to the many SASA related conflicts, which have defied amicable internal solutions and have to be dealt with by the courts, Beckmann and Prinsloo (2009) observe that educational partnership does not seem to necessarily lead to democratic participation in practice. Of great relevance to the debate on the underlying causes of the SGB-SMT boundary spanning conflicts under investigation is a view that needs to be expressed. It is asserted that although SGB-SMT partnerships are encouraged by the State, successful implementation of the SASA envisaged partnerships objective will not be an easy task. The reason behind this assertion derives from the fact that no SASA mechanisms had been established to facilitate the SGB-SMT school-based management partnerships (Marope and Sack, 2007).

The fundamental importance of school-based partnerships – the missing SGB-SMT success catalyst – is further underscored by Serfontein (2010), who asserts that the fact that the Schools Act, in giving effect to the ideal of partnerships, confers a considerable degree of autonomy in the governance of school affairs on SGBs was confirmed by the Supreme Court of Appeal in the matter of *General Hendrik Schoeman Primary School.* Like the views advanced by Clase, Kok and van der Merwe (2007), Pennefather (2008), Beckmann and Prinsloo (2009) and Serfontein (2010), Fareed and Waghid (2005) have warned that the mere participation by SGBs and SMTs does neither lead to democratic transformation of schools nor to an enduring partnership between partners. The researchers' caution is prompted by the fact that there are many variables that have to be considered in determining whether SGB-SMT participation indeed contributes towards sustaining democratic principles or stand the chance of being successfully implemented by SASA partners.

The overall purpose of this section is brought into sharp focus by Mabaso and Themane (2002)), who argue that the South African democratic self-managing-school governance and management system is inhibited by many underlying factors. In addition to the powerful argument advanced above by Mabaso and Themane (2002)), Singh, Mbokodi and Msila (2004) have contended that parental participation is beset with problems and uncertainties (Roos, 2003) created by the passage of new SASA-related-Acts, which, instead of empowering the voiceless and disadvantaged parents `gagged' by inadequate education and poverty, have silenced the voice of disadvantaged community partners in school matters (Serfontein, 2010). The multiple effects of these underlying negative factors have contributed towards to the intensification of boundary spanning conflicts. That is not all. The chronic SGB-SMT conflicts, which have continued to negate the persistent attempts to establish an enduring SASA/SGB-SMT partnership, compel Clase, Kok and van der Merwe (2007) to voice their concern over the lack of cooperation between educational role-players.

The complex SASA roles imposed upon parent governors from disadvantaged communities, it is argued, it is not only too intellectually demanding but also time-consuming as well as demanding high level of education, and administrative and

financial governance skills. Research suggests that there is a need to make governance less overwhelming to SGBs by clarifying exactly what rights and liabilities are bestowed upon parents as members of SGBs and how to effectively deal with or prevent legal liability (Tsotetsi, van Wyk and Lemmer, 2008).

In their study entitled "Stakeholder participation in School Governance in South Africa" Mabasa and Themane (2002) found that SGBs are confronted by serious challenges. The SGB participation challenges include the failure to understand the prescripts of FEDSAS constitution, divisive and competing interests of members that served on SGBs, and the manner in which decisions are taken.

Hoffman (2009) identifies another level SGB non-performance which adds to the multiplicity of the underlying factors responsible for the development of SGB-SMT boundary spanning phenomenon linked closely to SGB-SMT power struggles over the control of school financial resources. The researcher attributes some SGBs' unwillingness to participate to lack of interest and commitment, and the refusal to take responsibility for and ownership of their children's education – SGB disinterestedness that dominates the rural school landscape (Pennefather, 2008; Tsotetsi, van Wyk and Lemmer, 2008). The SASA/SGB-SMT finance functions and the SASA finance policy implementation challenges have dampened the participation spirit of the majority of parents located within disadvantaged rural and township school communities (Quan-Baffour, 2009; Duma, 2010, 2013).

South African judicial findings have re-affirmed the complexity the financial functions which SGBs and SMTs are expected to perform and the fact that successful implementation of the SASA objectives might not ever be realised by disadvantaged schools located in Black communities.The court in *Bastion Financial Services (Pty) Ltd. V General Hendrik Schoeman Primary School* revealed that it was not easy for parent governors to successfully perform their functions because they are not well prepared for performing their new functions successfully. The reasons cited by the court for SGBs' failure included the following: unfamiliarity with meeting procedures; not knowing how to make meaningful contribution; lacking knowledge of relevant legislations; feeling inhibited by the presence of knowledgeable educators; and perceiving their role as simply *rubber stamping.*

The enormous SGB-SMT challenges and the chronic nature of the SASA/SGB-SMT framework conflicts, which have provided the fertile environment for boundary spanning conflicts to grow, are explicated by a number of lawsuits brought against Provincial Departments of Education in many provinces, including the Eastern Cape Province, by the Federation of Governing Bodies of South African Schools (FEDSAS 2002). A recent study by Blake and Mestry (2014) suggests that the insurmountable consequences of the school financial policy implementation, which threaten to derail the SASA school improvement reform agenda, could be overcome by adopting an entrepreneurial approach to school financing, which can make a significant contribution to the way in which a school's resources are managed. SGB-SMT conflicts over school financial resources are the next focus of the literature review.

2.10 SGB-SMT CONFLICTS OVER SCHOOL FINANCIAL RESOURCES

According to Van Wyk (2004) and Van Wyk and Pelser (2014), the South African government introduced and implemented the SASA/SGB-SMT school effectiveness reform in order to secure a framework of school governance, which enshrines the sharing of power and co-operation within a school-based participative management partnership centred on two major partners: SGBs and SMTs. Through this arrangement, the SASA ensured a neat separation of the roles and functions for the two centres of power in schools.

Research (Deem, Brehony and Heath, 1995; Van Wyk, 2004; Van Wyk and Pelser, 2014) has, therefore, argued that one cannot understand the intricate workings and the processes of the SASA/SGB-SMT conflict-ravaged landscape unless one probes into the fiercely contested underling powner struggles that characterise the school governance and school management landscape. Deem, Brehony and Heath (1995, p. 133) contend that regardless of the cultural context in which SGBs and SMTs operate, SGBs and SMTs are "an ineradicable feature of the fragile character of the school governing bodies as organizations". Sayed (2002) unpacks the implication of the view expressed above by Deem, Brehony and Heath (1995). The author concludes that as a result of power-struggle-orientated nature of the SGB-SMT structure school governance and school management programme implementation

becomes a complex issue – a situation that explains the reason why some functions that include decisions about school fees have tended to be problematic in section 21 schools.

The study by Bagarette (2011), which assessed the power struggle between the SGBs and principals in public schools, discovered that the power struggles between the SGBs and principals in public schools underscored a number of conflict problem areas. The problematic areas included the following: (a) unidentified roles, (b) the misunderstanding of roles, (c) the overstepping of power and (d) the abdication of power. These conflict areas were cited by Bagarette (2011) as some of the reasons for poor working relations between the two centres of power. According to Botha (2010), the SGB-SMT power struggle can be attributed to the principal's privileged position of being well educated and possessing relevant knowledge of policies and regulations. The school principal's educational and intellectual privileged position is further strengthened by his/her insider knowledge of the school environment. That is the school principal has a more intimate knowledge of the workings of school governance than the SGB parent governors. The SGB parent governors do not only have insufficient knowledge about the school but they also have a poorer understanding of their roles and functions as SGB members than school principals. This implies that SGB parent members, who are non-literate with no formal education or have very low levels of education, will continue to be lacking in the governance and financial skills and other SASA-related knowledge skills crucial for their successful performance of their roles and functions.

The importance of the levels of education and the related essential SASA/SGB-SMT knowledge skills capable of achieving the stated objectives of the SASA large-scale reform agenda has been re-confirmed by the relevant research literature. Within this context, numerous researchers have pointed out that the ability of an SGB, especially the parent members of the SGB, to govern a school, depends largely on their literacy levels, knowledge, skills, and school governance experience (Tsotetsi et al 2008; Mncube, 2005, 2007a, 2007b, 2007c; Xaba, 2011). The inability of SGBs to perform their functions as a result of inadequate education and poor skills

competence is the focus of Duma's (2013) "The Principals' Views on Parent Participation in Governance of Rural Schools" and earlier studies (Duma, 2009, 2010; Duma, Kapueja and Khanyile, 2011). These studies have suggested that their findings of the literature reviewed and the empirical research findings have revealed that parent governors' participation in school governance is a critical component of education in South Africa. However, research findings have also revealed empirical findings indicated that, although rural school principals would like parents to have a significant role to play in school governance, poor levels of education and lack of skills capacity have continuously undermined not only the stakeholder partnership but have also constrained the successful implementation of SASA/SGB-SMT school improvement objectives.

A recent study by Van Der Voort and Wood (2014, p. 1) "reports on a first cycle of a larger action research study conducted to determine how Circuit Teams could support School Management Teams of underperforming high schools towards whole-school development". The findings revealed that "although it is a mandated requirement by the Department of Education, none of the four schools involved in the study had developed a school improvement plan, a necessary first step towards whole-school development" – an SMT policy implementation failure that impacts negatively on the SASA vision of collaborative partnership between school stakeholder partners.

Chisholm, Motala and Vally (2003) assert that, although decentralization allows stakeholders to participate at a level in which they can have direct impact on matters that concern them, it allows different capacities and inequalities of power and influence at that level to be expressed more strongly. The position of principals in managing schools' finances is complex: the functions of principals and governing bodies appear to overlap, and this usually gives rise to conflicts among the various role-players. Within this context, Karlsson (2002) sounds a word of caution. The author observes that instead of warding off the South African apartheid era inequalities in power struggles, social class, gender and race, the South African SGBs tend to exacerbate them (Mncube, 2008, 2010a, 2010b). Parents, who are excluded

from making crucial decisions on matters affecting the education of their children, are culprits of this scenario. Mncube's (2007a, 2007b, 2007c) studies reveal that the functioning of SGBs varies from school to school. Mncube (2005, 2008, 2009a, 2009b) reports that because of the greater managerial expertise among the parents in former model C schools, these previously advantaged school governing bodies operate more effectively than other schools. The findings of Mncube's studies also have suggested that there are vast differences between urban and rural schools.

That is not all. The author also found out that parent participation varied in different types of schools. It appears that at rural schools parents are often not afforded the opportunity to play a full role in the governance of a school. In most cases decisions are taken by the School Management Team (SMT) instead of the SGB. Mncube (2005, 2007a, 2008) indicated that the over-involvement of parents in finances is not surprising as financial struggles feature prominently in South African schools. This is particularly true of rural and township schools, where learners have been involved in riots because of the alleged misappropriation of school funds by principals. Owing to the problems experienced by the majority of parents regarding issues of school fees, the Minister of Education has amended the SASA framework, introducing no-fee schools. This amendment took effect at the beginning of 2007 (Republic of South Africa, 2006). Mncube also found out that the participation of parents was hindered by power relations, as in most cases decisions in the SGBs were taken by the School Management Team (SMT) instead of the full SGB (Mncube, 2005, 2009a, 2009b). According to the author, power relations affect school governance. Power relations have played a significant role in gender-related issues. Gender-related power relations have influenced significantly in shaping parent and learner participation because of traditional gender stereotypes still undermine the performance of women in South African schools. This was evidenced by the fact that female parent governors tended to be overshadowed by their male counterparts. In addition to the above view, it is also suggested that most SGBs female governors tended to be less vocal during the decision-making processes than male governors were. This finding is associated with the gendered nature of South African society (Mncube 2005, 2007a, 2008). Mncube's findings indicate that many parents seem

unaware of the functions of the SGBs. These areas of lack of understanding of the processes of education include developing a mission statement for the school; promoting the best interests of the school; deciding on school uniform policy; offering advice to the school principal.

Maile (2002) argues that it is not enough to simply state that parents are responsible for school governance and principals deal with professional management without clearly demarcating roles and indicating their meeting point. The process of demarcation of duties and responsibilities between governance and management impacts on the effectiveness of schools (Deem, Brehony and Heath, 1995; Earley 1994, Earley and Mosakowski, 1995; Esp and Saran, 1995; Corrick, 1996; Department of Education, 1996). According to Poo (2006), mistrust which creates low level communication and which in turn produces defensiveness, protectiveness, and often legalistic language, tends to generate the power struggles.

Mestry (2004) reported that it is evident that there is an overlap between professional school management and school governance. It is argued that this grey area has given rise to many conflicts between principals (SMTs) and parent members of SGBs (Bischoff and Mestry, 2003). Bischoff and Mestry (2003) further observe that owing to the fact that it is very difficult to differentiate between what professional school management matters are and what school governance entails, stakeholders are compelled to interpret the SASA policies for their own convenience. Mestry (2004, 2006) has reported that it is clear that the SGBs are responsible for the financial matters of the school. However, there appears to be an overlap of duties because it seems that the principal in his capacity as the ex-officio member of the SGB is deemed to be the school financial controller (Catholic Institute of Education, 2012) responsible for the overall management of school finances (Mestry, 2004, 2006).

Traditionally, principals around the world have been the main decision makers at school level (Mokoena, 2012b). With the devolution of power to school level, more participative decision-making and responsibilities were devolved to the SGBs. However, this new situation has led to many principals resisting sharing decision-

making power with their SGBs because they had become used to having all the power to manage their schools (Bush, 2011; Mokoena, 2012a, 2012b). Naicker and Mestry (2013) have suggested that principals in the new democratic SASA school effectiveness framework should share decision-making power with all other school stakeholders. This implies that principals need to learn how to share power and decision making with stakeholders. Bush (2007) concurs with the views expressed above by arguing that South African principals, in the context of post-modernism, should embrace the views of all stakeholders and move away from relying on hierarchical structures. Starratt (2004) speculates that a more inclusive participative and consultative approach is appropriate for the school-based democratic participative management partnership introduced and implemented through the large-scale school improvement reform in South Africa.

Despite the implementation of the SASA framework, research has shown that some principals allow little or no participation in decision-making processes at schools. Numerous authors have confirmed that decision-making was vested in the principal previously. However, the school principal no longer possesses exclusively the power of managing the school and taking all the decisions because SGBs have been elected to govern schools (Heystek, 2004; McClellan, 1996; Mestry, 2006; Mokoena, 2011; Mokoena, 2012a, 2012b). The results from a study conducted by Naicker and Mestry (2013) revealed that traditional management practices, which characterise a strong hierarchical structure and principals addicted to autocratic leadership styles, present powerful barriers to school-based participative management decision making.

The views of the above authors have further suggested that power and decision making in an entrenched hierarchy remain the domain of principals and school management teams. This may imply that principals still have the power and the authority to make decisions about the schools themselves – an interpretation that reflects the pre-SASA/SGB-SMT era of autocratic form of the `principal-only' school governance and school management system. This old-fashioned management style can also lead to principals taking all decisions on behalf of the SGBs – a situation that has already become a common practice and has led to the development of

boundary spanning conflicts in Section 21 schools. Furthermore, this hierarchical power of principals has also led to a serious power struggle between the SGBs and the principals, ultimately intensifying boundary spanning conflicts. The thesis advanced above is re-affirmed by studies that have been conducted on governance in public schools in South Africa since the 2000s (Heystek, 2004; Heystek, 2006; Naidoo, 2005; Mncube, 2009b; Botha, 2010; Mokoena, 2012b).

2.11 BOUNDARY SPANNING

Beechler, Søndergaard, Miller and Bird (2004, p. 122) define boundary spanning as "the creation of linkages that integrate and coordinate across organizational boundaries … the boundary spanner cuts across functional, geographic, and external boundaries in order to move ideas, information, decisions, talent, and resources where they are most needed." Besides the above definition of organisational boundary spanning, Cross, Ernst and Pasmore (2013) also define boundary spanning leadership "as the capability to create direction, alignment, and commitment across boundaries in service of a higher vision or goal".

Kreiner, Hollensbe and Sheep (2006, p. 135) have indicated that the many research studies that deal with the concept of boundary spanning speak fundamentally of two types of boundaries based on whether the boundaries are located around the perimeter of a domain or within a domain. A boundary located around the perimeter of a domain serves to demarcate where that domain begins and ends, and is referred to as an "external boundary". A boundary within a domain, on the other hand, serves to delimit the subdivision of the domain and is referred to as an "internal boundary". A study by Clark (2000, pp. 747-770) –"Work/Family Border Theory: A New Theory of Work/Family Balance" – introduces a new dimension into the distinction between "internal boundary" and "external boundary". Clark's (2000) new theory has focused on the "work-home border": a boundary between work and home domains. In this study external boundaries apply to the work domain, demarcating where one domain begins and the other domain ends. Internal boundaries are located around aspects within one domain, demarcating, for example, 'parenting' and repairing the house,' subdivisions within the home domain.

Yip, Ernst and Campbell (2011) assert that efforts aimed at creating direction, alignment and commitment across boundaries require leaders/managers to work together across differences that usually separate them. It is argued that spanning boundaries provides not only the challenge for managers but also creates a significant opportunity for new learning and development. Yip, Ernst and Campbell (2011, p. 18) have observed that application of boundary crossing management strategies enable managers to learn "to broaden their perspectives, to practise new collaborative skills and to develop the behaviour needed to foster cross-organisational innovation and transformation".

A review of the extant literature suggests that school-based boundary spanning leadership phenomenon within the South African school workplace context is different from organisational boundary spanning management that characterises boundary spanning management and boundary spanners in the international corporate world. What the South African literature says about the school-based form of boundary spanning management concept constitutes the basis of the study's working definition of boundary crossing management phenomenon.

Bagarette's (2012) conceptualisation of the boundary spanning management is appropriately located within the South African school workplace practices. According to Bagarette (2012), the SGB-SMT governance practices that triggered SGB-SMT conflicts ultimately led to the SASA/SGB-SMT boundary spanning management conflicts. According to the researcher, sometimes SGBs cross-over or overstep their demarcated SGB functionary boundaries and perform school management functions allocated by SASA to school principals and educators. Bagarette's (2012) observation graphically unveils the SGB-SMT orientated boundary crossing management in South African schools, differentiating the South African boundary spanning phenomenon experienced by Section 21 schools from other types across the globe.

Mention must be made of the fact that the literature already reviewed has supported Bagarette's (2012) home-grown definition of the boundary spanning experienced in South African Section 21 schools. This literature has indicated that there are

situations in which school principals have successfully crossed over into SGB Chairperson's financial governance domain and carry out financial functions allocated by SASA to SGBs. Similarly the literature has revealed how some SGB parent chairpersons and parent governors have intruded into school management domain allocated by SASA to school principals.The SGB-SMT function border crossing phenomenon described above constitutes "boundary crossing/spanning management" phenomenon, which was investigated. Research has re-confirmed that the boundary crossing management phenomenon evolved from SGBs' and SMTs' tendency to overstep or cross into each other's functional territory (Khuzwayo and Chikoko, 2009; Bagarette, 2012).

The literature has reported that the SGB-SMT functional boundary overstepping phenomenon can, amongst other things, be attributed to SGB's ignorance, poor literacy levels and SGBs' inability to correctly interpret the SASA framework (Heystek 2006; Tsotetsi, van Wyk and Lemmer, 2008; Xaba, 2011). Although the overall thrust of study is shaped and informed by the definition and the conceptualisation of the boundary spanning management, which is distilled from the SASA/SGB-SMT framework outlined above, the concept of organisation-based boundary spanning management within the international literature needs to be indicated here.

Hence, the next focus of this subsection is to interrogate the question: How does the literature conceptualise boundary spanning phenomenon within the organisational landscape? According to Hatch (1997), one of the primary challenges faced by contemporary organisations stems from the breakdown of the boundary between their internal and external aspects. The demarcation between the SGB and SMT is very thin and sometimes it becomes difficult for the school manager to clearly demarcate the roles of the two structures. The challenge posed by the interconnectedness between SGBs and SMTs results in one structure spanning over to the other. The tendency of one of the two structures (SGB and SMT) straddling over into the boundary of the other creates not only conflicts but also sometimes bitter animosity, which characterises SGB-SMT struggles for the control of school financial resources.

The fact that the SGB parent chairperson and the school principal share authority in terms of how the school is run suggests that the school is being run by two heads. This notion of the school being run by two `heads' with two different personalities endowed with two possible opposing different experiences, two socio-economic setups and two possible conflicting agendas provide the fertile environment for the development of SGB-SMT boundary spanning conflicts. Commenting on this unique composition of SGBs, Marishane (1999) observes that the notion of two heads is better than one seems to be an important factor in the establishment and composition of SGBs: a factor that sowed the seed of discord that mushroomed into SGB-SMT boundary spanning conflicts in Section 21 schools.

2.11.1 BOUNDARY PERMEABILITY

Hall and Richter (1988) explored boundary permeability, which refers to the degree that the facets, elements, concerns or issues of one bounded domain are allowed to influence another bounded domain. Permeability allows certain outside influences in and keeps others out. For example, an individual may create a permeable boundary between family (one domain) and work (another domain) when he or she addresses problems and stresses of home while at work. The permeability of a given set of boundaries determines the degree of integration or segmentation of the content of the bounded domains. In other words, permeability of boundaries determines whether or not aspects of one domain will be integrated or segmented with aspects of another domain. Impermeable boundaries reduce integration of the domains and encourage segmentation by maintaining a strong border, and excluding unwanted elements (Ashforth, Kreiner and Fugate, 2000). Hence, scholars can speak of impermeable boundaries as being "thin" or "thick" in that they preserve segmentation from other entities (Ashforth et al., 2000, p. 442; Hartmann, Harrison and Zborowski, 2001, pp. 347-368). Having established a framework for identity and boundaries, Ashforth et al. (2000) have moved on to present the integrated versions of these concepts in the boundary perspective of individual and organisational identities. They also introduce two types of boundary interface that are relevant to identities, which are discussed below.

Research (Hartmann, 1997) argues that the degree to which researchers see themselves as separate from others varies from each other and reflects people's earliest relationships. The thinness, permeability and thickness of boundaries can impact on many aspects of human functioning, especially the human capacity for independence and the need for intimacy (Hartmann, 1997; Hartmann et al. 2001). Neither very thin nor very thick boundaries add any value to interpersonal relationships. For example, very thin boundaries can result in the loss of individuality and a reduced capacity for self-determination, while thick boundaries block closeness and interpersonal communication in School Governing Bodies (SGBs) and School Management Teams (SMTs) more especially on school finance matters.

2.12 CONCLUSION

The review of the relevant literature has highlighted the major historical contextual preconditions and the specific factors that have created the enabling environment that fuels the ongoing boundary spanning conflicts between SGBs and SMTs. The literature reviewed has suggested that school function-oriented conflicts triggered the SGB-SMT boundary spanning conflicts and have continued to intensify the boundary spanning conflicts in Section 21 schools.

The literature reviewed suggested despite the fact that past historical and contextual factors have prepared the way for SGB-SMT boundary spanning conflicts, three major factors have emerged as the root causes of SGB-SMT boundary spanning conflicts that dominate Section 21 schools. The first of these is the fact that additional legislations were passed, the SASA framework policy has become rather bulky and complex, requiring expert legal knowledge to interpret SASA allocated functions correctly and how to implement them successfully. Secondly, the increasing complexity of the SASA reform process has not only created mistrust and tension among stakeholder partners but has also made it increasingly more difficult for both SGB parent governors and school principals to perform their functions successfully. These function-oriented tensions make SGBs and SMTs overstep into each other's functional domain creating the phenomenon labelled boundary spanning. The conflicts, the reviewed literature has repeatedly maintained, are intensified by SGBs' and SMTs' lack of skills competences. Thirdly, the conflicts that

created the enabling environment for SGB-SMT boundary spanning are further intensified because school principals and educators are infuriated by the fact that parent governors, most of who are inadequately educated and lack experience in school governance issues, have the final word in how school financial resources should be managed in schools.

CHAPTER 3

CONCEPTUAL FRAMEWORK: ARGUING FOR FINANCIAL CONSCIENTIOUSNESS

3.1 INTRODUCTION

The two focal core concepts of the study are (1) financial conscientiousness and (2) boundary spanning conflicts. Since Chapter 2 (The Literature Review) was devoted solely to synthesising boundary spanning conflicts and explicating the causes of SGB-SMT boundary spanning phenomenon in Section 21 schools, Chapter 3 will not discuss boundary spanning concept. Instead, the chapter is focused on the two core conceptual pillars of the study's title, "conscientiousness" and "financial conscientiousness", which are crucial for conceptualising and framing the study within consciousness raising theory and five closely related organisational theories that are relevant to SGB-SMT school-based conflicts under investigation.

The six associated school-based management theories that resonate with the study's financial conscientiousness component and have to be used in framing the study are: (1) Paulo Freire's Consciousness Raising Concept; (2) School-Based Management Theory; (3) School-Based Participative Partnership Theory; (4) School-Based Participative Management Theory; (5) School-Based Servant Leadership Theory and (6) Teamwork Theory. The researcher intends to conceptualise financial conscientiousness and to frame the study within consciousness raising theory as well as five intertwined school-based participative management theories in order unravel the complexity of the SASA/SGB-SMT school improvement participative partnership objectives constrained by SGB-SMT conflicts over school finance functions and also to construct an appropriate conceptual and theoretical framework for the study.

The researcher integrated the complex school-based chronic conflicts responsible for the boundary spanning on the school finance management with the consciousness raising theory and five related school-based management theories. This integrated theoretical framework had the potential to expose the concealed contextual determinants that tend to undermine efforts aimed at achieving the stated objectives of South Africa's school-based improvement interventionist programmes. These

theories were used to explicate the competing interests of the school-based stakeholders, particularly SGBs led by SGB parent chairpersons and SMTs led by school principals The chapter intends to achieve its objectives by focusing on the following thematic areas: (1) defining conscientiousness and financial conscientiousness; (2) Consciousness Raising Theory (3) School-Based Management Theory; (4) school-based participative partnership theory; (5) School-Based Participative Management Theory; (6) The Theory of Servant-Leader Management Practices, and (7) Teamwork Theory.

3.1.1 Defining Conscientiousness and Financial Conscientiousness

The purpose of this section is to locate boundary spanning phenomenon in Section 21 high schools created by SGB-SMT conflicts within the two core concepts around which the research topic is structured: conscientiousness and financial conscientiousness. This objective was achieved by defining the term "conscientiousness" and integrating the conceptualisation of conscientiousness with "financial conscientiousness". The section also underscored the study's working definition for the concept, "financial conscientiousness". The section is divided into two subsections: (1) Conscientiousness and (2) Financial Conscientiousness.

3.1.1.1 Conscientiousness as a concept

Webster's New International Dictionary of the English Language (1909/1913) defines the concept "conscientiousness" as a trait that denotes being thorough, careful, or vigilant, implying a desire to do a task well (Wiktionary, 1913). The above definition of conscientiousness appears to highlight the SGB-SMT missing fundamental performance enhancement indicator, which is essential for achieving the SASA/SGB-SMT envisaged school-based programme. Research (McCrae, 2004, Moutafi, Furnham and Crump, 2006; Reiter-Palmon, Illies and Kobe-Cross, 2009) further describes cconscientiousness is one trait of the five-factor model of personality, which is an aspect of what has traditionally been called character. Conscientiousness is manifested in characteristic behaviours such as being efficient, organised, neat, and systematic (Thompson, 2008).

This SGB-SMT missing performance indicator underpinned by Wiktionary (1913) above is further re-affirmed by other manifestations of conscientiousness identified

in the literature. These school-based improvement indicators, which SGB-SMT implementers should have used to achieve the stated objectives, include such elements as self-discipline, carefulness, thoroughness, self-organisation, deliberation (the tendency to think carefully before acting), and striving for achievement (Murray et al., 2014). In addition to the above school-based performance indicators, research studies by Luciano et al. (2006) and Roberts et al. (2009) have confirmed that cconscientious individuals are generally hard working and reliable.

That competing social actors – members of SGBs, SMTs, and the HODs – tend to pursue selfish individual goals, which run counter to the overall wellbeing of the schools, is further re-emphasised by other attributes of conscientiousness. When the attributes of conscientiousness is taken to the extreme, the conscientious people may also be "workaholics", perfectionists, and compulsive in their behaviour. However, people who score low on the conscientiousness scale tend to exhibit the following negative character traits: (1) more careless, (2) less goal-oriented, (3) less driven by success and (4) more likely to engage in antisocial and criminal behaviour (Luciano et al., 2006; Roberts et al., 2009; Murray et al., 2014).

One of the early ground breaking conscientiousness research studies on the *Five-Factor Model (the Big Five)* already cited above was conducted by Oliver and Srivastava (1999, p. 121), who describes the five personality traits that affect multiple social actors working in one organisation as follows:

> **Extraversion** implies an *energetic approach* to the social and material world and includes traits such as sociability, activity, assertiveness, and positive emotionality. **Agreeableness** contrasts a *pro-social and communal orientation* toward others with antagonism and includes traits such as altruism, tender-mindedness, trust, and modesty. **Conscientiousness** describes *socially prescribed impulse* control that facilitates task- and goal-directed behaviour, such as thinking before acting, delaying gratification, following norms and rules, and planning, organizing, and prioritizing tasks. [**Emotional Stability** describes even-temperedness and] contrasts *. . .* with negative emotionality, such as feeling anxious, nervous, sad, and tense*. . . .* **Openness to Experience** (versus closed-mindedness) describes the

breadth, depth, originality, and complexity of an individual's *mental and experiential life* (bold added for emphasis; italics in original).

Oliver and Srivastava's (1999) conceptualisation and description of the Big Five Traits and how conscientiousness fits into the five-factor-personality-trait model suggests how the inherent human behaviour trends displayed by the different SASA/SGB-SMT members can impact on the SASA participative partnership objectives, which drive the implementation process of the South African school improvement policy framework.

According to Denissen and Penke (2008, p. 286), the Big Five Traits are core dispositional personality traits—"stable individual level differences in people's motivational reactions to circumscribed classes of environmental stimuli". It is observed that over the past several decades, researchers have found that the Five-Factor Model (Big Five) appears "robust to variation in samples, types of raters, and methodological variations" (Oliver and Srivastava, 1999, p. 106). The hypothetical question is: If the SASA/SGB-SMT members have been uncompromisingly conscientious — that is if all SASA stakeholders were driven by "task- and goal-directed behaviour, such as thinking before acting, delaying gratification, following norms and rules, and planning, organizing, and prioritizing tasks" (Oliver and Srivastava (1999, p. 121) – would the SASA/SGB-SMT policy implementation have been successful? How the conceptualisation of conscientiousness fits into the notion of the research key term, "financial conscientiousness" is the chapter's next focus of attention.

3.1.1.2 FINANCIAL CONSCIENTIOUSNESS

This subsection expands on the previous section that has dealt with the conceptualisation of "conscientiousness". What is the dictionary meaning of "financial conscientiousness" – the second conceptual pillar of the study?

According to Little, Fowler and Coulson's (1944, p. 403) *The Shorter Oxford English Dictionary Volume I*, reveals that "conscientiousness" is derived from the Latin root word "*conscientia*", which means "inward knowledge, conscience or consciousness". The Oxford dictionary further defines consciousness as "the internal recognition of

moral quality of one's motives and actions, the faculty or principle which pronounces upon the moral quality of one's actions or motives, approving the right and condemning wrong. This definition of conscientiousness resonates powerfully with the SGB-SMT's power struggles over school financial functions and boundary spanning conflicts reviewed in Chapter 2.

A study conducted by Jackson et al. (2010) strives to answer the question – "what does a conscientious person do?" and sets about to achieve its purpose through the documentation of behaviours associated with conscientiousness. This study defines conscientiousness as individual differences in the propensity to follow socially prescribed norms aimed at impulse control. The socially prescribed norms for impulse control include the individuals' ability to be goal-directed, plan-directed, being able to delay gratification and to follow norms and rules, which enhance social cohesion (Caspi, Roberts and Shiner, 2005; Roberts et al., 2009). Clearly, the competing SGB-SMT stakeholders, according to reviewed literature, were totally devoid of core performance character traits highlighted in the definition above. The breadth of this definition implicates a wide swath of important outcomes that are associated with conscientiousness. Research suggests that conscientiousness is associated with community members adopting selfless attitude to serving their country, lower criminal activity, and better economic, interpersonal, and workplace outcomes (Roberts et al., 2009).

All the attributes of conscientiousness outlined are essential for successful implementation of the SASA/SGB-SMT stakeholder participative partnership envisaged by the SASA framework – school-based participation management values whose absence impacted negatively on the school reform objectives.

The study adopted a working definition of financial conscientiousness informed by the above synthesis and conceptualisation of conscientiousness. Since the literature reviewed above defines conscientiousness as paying careful and scrupulous attention to detail regarding what is right and wrong, *financial conscientiousness, one of the study's two core concepts, can be defined as paying careful or scrupulous attention to financial detail involved school-based financial control and financial management of schools.* It must be reiterated that SGB-SMT conflicts that triggered boundary

spanning phenomenon in Section 21 high schools, the research problem under investigation, emanated mostly from SGBs, and SMTs' failure to manage school financial resources competently. The chapter now turns its attention to consciousness raising concept; school-based management theory; school-based participative partnership theory; school-based participative management theory; school-based servant leadership theory and teamwork theory, which were used to frame this study.

3.2 PAULO FREIRE'S CONSCI0USNESS RAISING CONCEPT

Consciousness raising concept discussed in this section was formulated by Paulo Freire, a Brazilian philosopher and theorist of critical pedagogy. At the core of the Freirean theory is the idea of *Conscientizacao* (conscientisation) (1970). The term, *Conscientizacao,* is a Portuguese word, which denotes consciousness raising. Freire's key conceptual word, *Conscientizacao,* conveys a process by which a person advances towards critical consciousness (Reuke and Welzel, 1984 p. 27). At the fundamental level, *Conscientizacao* refers to learning to perceive social, political, and economic contradictions within one's environment and taking actions against the oppressive elements of one's community. Rossatto (2008) has observed that the Portuguese word *conscientizacao* can be divided into: *consciencia + acao*, (consciousness + action), which makes perfect sense. Rossatto has further pointed out that when a person develops consciousness about something, the normal expectation is that the person will actually act accordingly to rectify the social injustice exposed by this heightened consciousness. The author, however, suggests that this may not be true of everyone: namely, not everyone is likely to take the appropriate action against the oppressive elements of his/her community after experiencing *conscientizacao*. For instance, when somebody knows why a particular system is oppressive to some people, and who is exploiting whom, some people will take all the necessary actions to bring about changes as opposed to some who would rather refrain from being involved (Rossatto, 2008).

Freire's self-conscious and ingenious formulation of the key word (*conscientizacao*) that canonised his *consciousness raising concept* has been of tremendous significance to socialist-oriented educators and social sciences researchers, who have

traditionally interested in combating social injustices and the never-ending oppression that has continued to plague poverty-stricken and voiceless indigenous peoples across the globe. The SGB-SMT boundary spanning study strived to infuse into its conceptual and ideological structuring Paulo Freire's idea of building a pedagogy of the oppressed' or a 'pedagogy of hope' and how this may be carried forward has shaped and informed this study's ideological orientation. An important element of Freire's conceptual-cum-ideological concern, which resonates though the review of the countless relevant studies in Chapters 1 and 2 and links the competing pieces of arguments together, is *conscientization*. The socialist-oriented theorist defines *conscientization* as developing consciousness. This developed consciousness is only deemed authentic if it has the capacity or the power to transform social reality (Freire, 1970).

Freire (1998) explains the process of conscientisation as an intrinsic part of cultural action for freedom. He rejects the mechanistic and behaviourist understanding of consciousness, which projects consciousness as a passive copy of social reality. Instead, Freire proposes the critical dimension of consciousness, which recognises human beings as active agents capable of transforming their world. He makes specific reference to the political and social situation in Latin America in the 1960s and 1970s and discusses the need for cultural action in order to break the existing "culture of silence".

Freire's (1972) main concern lies with social transformation of both the oppressor and the oppressed – an objective that can be achieved by educating both the oppressor and the oppressed through critical self-reflection of consciousness. For Freire, it is the unique attribute of the human consciousness and the existence of self-consciousness that enables people to change their situation. According to Freire, until people involved in social transformation realise their capacity to change the world, they are de-humanised. Once they have become conscious of the capacity to change their oppressed situation, the possibility of humanisation is opened up. Freire reaffirms that there is no conscientisation outside the theory-praxis: praxis is the combination of reflection. During the combination reflection process, action and unity might help achieve consensus in school management and governance financial

issues. Freire argues that domination, aggression and violence are intrinsic to human social life. He further argues that very few human encounters are exempt from oppression of one kind or another because of many negative social factors, which induce people to become either victims or perpetrators of oppression. He believes that oppression can "be grounded in religious beliefs, politics, social affiliations, attitudes based on size, age and physical and intellectual disabilities" (Reuke and Welzel, 1984, p. 27).

According to Freire (1998), there must be a critical comprehension of man as a being who exists in and outside the world. Since the basic condition for conscientisation is that its agent must be a subject (that is a conscious being), conscientisation, like education, is specifically and exclusively a human process. According to the author, "it is as conscious beings that men are not only in the world, but in the world, together with other men". The educational theorist further argues that oonly men, who exist "as open beings, are able to achieve the complex operation of the simultaneous transformation of the world" through their actions, and are not only capable of grasping the world's reality but also capable of expressing this reality in their creative language (Freire, 1998, p. 68).

Freire (1998, p. 23) also argued that if men did not sever their adherence to the world and emerge from it as consciousness constituted in the "admiration" of the world as its object, they would be merely determinate beings, and it would be impossible to think in terms of their liberation. Only beings who can reflect upon the fact that they are determined are capable of freeing themselves. Their reflectiveness results not just in a vague and uncommitted awareness, but in the exercise of a profoundly transforming action upon the determining reality.

Freire (1998, p. 25) asserts that "aaction is work not because of the greater or lesser physical effort expended in it by the acting organism, but because of the consciousness the subject has of his own effort, his possibility of programming action, for creating tools and using them to mediate between himself and the object of his action, of having purposes, of anticipating results". Still more, for action to work, it must result in significant products, which while distinct from the active agent, at the same time condition him and become the object of his reflection. As

men act upon the world effectively, transforming it by their work, their consciousness is in turn historically and culturally conditioned through the "inversion of praxis." According to the quality of this conditioning, men's consciousness attains various levels in the context of cultural-historical reality. The researcher proposed to analyse these levels of consciousness as a further step toward understanding the process of conscientisation (Freire, 1998) which the SGBs and SMTs need to embrace in order to become conscientised on financial matters – a self-immersion in conscientisation capable of inducing SASA partners to work together for the common good of the schools and for the benefit of their children.

Paulo Freire was concerned with praxis, which denotes an action that is informed (and linked to certain values). For men, as beings of praxis, to transform the world is to humanise it, even if making the world human may not yet signify the humanisation of men. It may simply mean impregnating the world with man's curious and inventive presence, imprinting it with the trace of his works. The process of transforming the world, which reveals this presence of man, can lead to his humanisation as well as his dehumanisation, to his growth or diminution. These alternatives reveal to man his problematic nature and pose a problem for him, requiring that he choose one path or the other. Often this very process of transformation ensnares man and his freedom to choose. Nevertheless, because they impregnate the world with their reflective presence, only men can humanise or dehumanise. Humanisation is their utopia, which they announce in denouncing dehumanising processes (Freire, 1998).

Freire (1998, p. 8) unveils the deeper manifestations of the culture of silence as follows: "In the culture of silence the masses are "mute," that is, they are prohibited from creatively taking part in the transformations of their society and therefore prohibited from being. Even if they can occasionally read and write because they were "taught" in humanitarian-but not humanist-literacy campaigns, they are nevertheless alienated from the power responsible for their silence". But, Freire, while speaking with Costigan (1980), describes the culture of silence as not a culture of silence because those who participate do not speak. According to Freire (1998), the oppressed do not speak without words but gestures and by reactions. He

explains the oppressed culture of silence as a culture that is being penetrated, invaded, and dominated: sometimes surreptitiously, sometimes violently, by another culture, a dominating culture.

The Freirean consciousness raising concept is also concerned about describing dialogue, which Freire (1972) describes as a human phenomenon whose essence is that of the word with its constitutive elements. According to the socialist orientated education theorist, the dialogue embodies within its essence two dimensions: (a) reflection and (b) action (praxis). The two-pronged dimensions project that without action and reflection there can be no transformation, no acquisition, and no improvement. According to Freire (1972), learning out of praxis negates the true education, and renders dialogue impossible. The dialogue notion has struck a very strong chord with those concerned with popular and informal education. It is argued that informal education is a dialogical (or conversational) rather than a curricula oriented education – a conclusion that tends to be universally acknowledged. However, Paulo Freire was able to expand the discussion to include several related issues with his insistence that dialogue involves respect. The author also extends the dialogue thematic concern by stating that it should not involve one person acting on another, but rather people working with each other or as teams.

Freire (1998) also underscores the fact that dialogue was not just about deepening understanding, but was part of making a difference in the world. Dialogue in itself is a co-operative activity involving respect. The dialoguing process is not only important but can also be seen as enhancing communities and building social capital or leading us to act in ways that redress social injustice and make humanity flourishing. Informal and popular educators have had a long-standing orientation to action. Hence, the consciousness raising theory's emphasis on change in the world was welcome. But there was a sting in the tail. Paulo Freire argued for informed action – a pro-poor ideological stance that provided a useful counter-balance to those who want to subvert the consciousness raising theory.

The description above suggests that dialogue is an essential element of the consciousness raising concept; it is the encounter and the interaction in which the

"united reflection and action of the dialoguers (SGBs and SMTs) are addressed to the world which is to be transformed and humanised" (Freire, 1970, p. 54). This dialogue (1972) cannot be reduced to the act of one person 'depositing' ideas in another nor can it become a simple exchange of ideas to be 'consumed' by the discussants. Here, one cannot "name [speak] on behalf of other [another]" (1972) – a learning process that engenders domination. This means that both SGBs and SMTs need to come together, debate, discuss and agree on the processes and policies to be followed as well as their areas of demarcation, in order to avoid intensifying the boundary spanning on financial matters.

In his re-affirmation of the Freirean consciousness raising theory, Jürgen Habermas (1996) advocates in his theory of communicative action: that the act of coming together and collaborative partnership ideas should replace revolution as a mode of change. This German philosopher and social sciences theorist fine-tuned his ideas of 'communicative action' and consensus through a self-conscious reflexive process of deliberation and reasoning. In his theory of communicative action, he introduces the concept of crises. According to Habermas (1996), social crises are triggered when modern society fails to meet individual needs and when social institutions manipulate individuals. The author further states that people interact in response to the crisis – a reaction labelled as "interaction communicative action". Habermas (1981, p. 135) in his moral consciousness and communicative has asserted that communicative action can be understood as a circular process in which the social actor operates at two focal levels. At one level, the social actor operates as "an initiator", who masters situations through actions for which he is accountable. At the second level the social actor is perceived as "a product" of the transition surrounding him, of groups whose cohesion is based on solidarity to which he belongs and of processes of socialisation in which he is reared.

Habermas (1996, p. 24) suggests that majority rule is based on revisable and compromising decisions, taken not only to ensure that minority opinion is respected including the modification of majority views to meet the objectives of the minorities, but also to safeguard open and honest deliberations on an issue prior to taking a decision by majority vote. According to Habermas, participation invariably needs to

result in consensus. Habermas (1996, p. 299) argues that consensus ought to be subjected to argumentative communication or reflection.

The kind of dialogical learning Freire is advocating here suggests a number of other elements of dialogue that are value-laden. For Freire (1972, p. 55), one such element is love for the world and for people, since love "is an act of courage, not of fear and love is commitment to others, for it is a commitment to their cause [including their empowerment]" (Freire, 1972, p. 55). Other values embedded in the form of dialogue advocated include: reciprocity, mutuality, interpersonal skills and a passionate commitment to the development of others. The other element is humility, since the "naming of the world" (Freire, 1972, p. 53) through which people constantly recreate and transform their world cannot be an act of arrogance.

Another dimension of dialogue, according to Freire (1972, p. 93), is an intense faith in humankind: faith in the power to make and remake, to create and recreate, and faith in the vocation to be more fully human. Also, dialogue cannot exist without hope. Hopelessness is a form of silence, "of denying the world and fleeing from it" (Freire, 1972, p. 57). Freire firmly believes that dialogue cannot be carried on in a climate of hopelessness and faithlessness, for without them dialogue is a farce that inevitably degenerates into paternalistic manipulation. With faith comes trust. And trust must be vital if the dialoguers are to engage in critical thinking. "For the critic, the important thing is the continuing transformation of reality. Only dialogue, which requires critical thinking, is also capable of generating critical thinking" (Freire, 1972).

Seemingly, without dialogue, there is no communication, and without communication, there can be no true education. Education, which is able to resolve the contradiction between SGBs and SMTs, takes place only in a situation in which both partners can negotiate their roles through dialogue in recognition of the contribution that both can make in the school setting.

Paulo Freire's insistence on situating educational activity in the lived participants' experience has opened up a series of possibilities for the way informal educators can approach practice. His painstakingly search for words that have the possibility of

generating new ways of naming and acting in the world when working with people around literacies enables informal educators to successfully convert educational theories into practical outcomes.

Freire developed an education method, a literacy campaign, in which teams of trained people would go into villages, and participants of "culture circles" would learn to read and write in just a few days. During these processes of learning, the village participants would think critically about their situations and would gain awareness of consciousness and of their oppression – complex multiple ideological and educational achievements that usher in a hope for freedom and a better way of life.

A number of informal educators have exploited Paulo Freire's use of metaphors drawn from Christian sources. An example of this is the way in which the division between teachers and learners can be transcended. In part this informal knowledge acquisition is expected to occur as learners develop their consciousness. However, the consciousness awareness is triggered through the 'class suicide' or 'Easter experience' of the teacher.

3.3 SCHOOL-BASED MANAGEMENT (SBM) THEORY

School-based management (SBM) is believed to be the most appropriate theory for structuring "relationships between SGBs and SMTs in a manner that places much power, authority and accountability in the school" (Vincent, 2000, p. 1). Vincent further argues that it has the potential to enable comprehensive reform for schools seeking to improve educational systems. Malen et al. (cited in Ortiz and Ogawa, 2000, p. 487) define SBM theory as a form of decentralisation, which identifies the individual school as the primary unit of improvement and relies on the redistribution of decision making authority as the primary means through which improvements might be stimulated and sustained. The SBM theory "represents a change in how a school is structured", that is how authority and responsibilities are structured and shared between the SGBs and SMTs and their schools" (Lunenburg and Ornstein, 2004, p. 56). Bezzina (1997, p. 197) also argues that the practice of SBM "involves

significant and consistent decentralisation" whereby the authority to make decisions related to the allocation of resources is vested at school level. Lunenburg and Ornstein (2004, p. 56) explain that in restructuring, SBM cannot only change roles and responsibilities of structures within a school but it can also affect the "organisational structure of the central school's office with regard to its size, roles and responsibilities". The two authors further argue that the practice of SBM allows professional responsibilities to replace bureaucratic regulations. In this sense, the school finance management is a manifestation of SBM because most finance management decisions and training take place at local schools. It also has the potential to change the hierarchical structure of schools and roles of SGBs and SMTs as well as the allocation of financial resources. These characteristics are likely to trigger the school-based management achievements Lunenburg and Ornstein (2004, pp. 56-57) claim about SBM. That is the ability to "share the decision-making authority with the schools' major stakeholder groups, namely SGBs and SMTs". This was clearly part of the thinking when the SGB and SMT structures were established. These structures have financial roles and responsibilities as well as a degree of autonomy to collectively undertake shared decisions, team training and planning as well as co-ordinating various tasks in the school.

According to managerial principles articulated by Wilenski (cited in Lingard, Hayes and Mills, 2002), a reform intervention "should be aimed at achieving more efficiency and more effectiveness, while at the same time seeking more representative and open bureaucracies, more democratic participation and more equitable outcomes" (Lingard et al., 2002, p. 16). Similarly in a review of SBM, Bezzina (1997, p. 198) reports that SBM is about the ownership and empowerment of key stakeholders in educational decision-making that offers the potential enhancement of organisational effectiveness and improved learner outcomes.

Putting SBM theory into practice affords opportunities for SGBs and SMTs to practise more participatory forms of school financial management. The devolution of power emphasised in the practice of SBM has the potential "to curb isolation among these structures, increase viable financial management, promote direct participation of all

relevant stakeholders in education (Lingard et al., 2002, pp. 16-17). In view of decentralisation and democratic principles, Lingard et al. (*ibid.*) argue that "decisions should be made by those who have access to the best local information" and those "who are responsible for implementing policies and who have to bear the consequences of the decisions." It can, therefore, be argued that effective school based management creates opportunities for effective school based participation partnership, to which the researcher now turns.

3.4 SCHOOL-BASED PARTICIPATIVE PARTNERSHIP THEORY

The SASA envisaged SGB-SMT school improvement programme was grounded upon stakeholder partnership, which had proved to be unachievable by the SASA designated school-based partners. Joyce Epstein's earliest studies (1986, 1995) and her colleagues' earliest studies (Epstein et al., 1995; Epstein et al., 1997) have underscored the importance of school-based stakeholder partnership in effective implementation of school improvement programmes. Drawing upon these earlier studies' positive perspective on school-based stakeholder partnership, Joyce Epstein and her colleagues (Epstein, Galindo and Sheldon, 2011) at Johns Hopkins University's National Network of Partnership Schools (NNPS) have formulated a model for school-based partnership theory. This school-based partnership model argues that because "schools, homes, and communities are the main contexts for children's education…greater partnership or collaboration by the people in these environments benefits children's learning and development" (Epstein, Galindo and Sheldon, 2011, p. 466). The view expressed above goes to heart of the matter: the failure of the majority of SGB-SMT members, as the literature reviewed indicated, to realise that the endless fights over school financial control and lack of "partnership or collaboration" undermine "children's learning and development". The complex question that needs to be tackled first at this stage, however, is: *What is school-based partnership theory*?

Williams and Sullivan (2007) have argued that the most difficult problem in the field school-based partnerships or inter-organisational partnerships is that there is no

common and accepted meaning for the terms that are typically used to describe forms of partnership theory such as collaboration, co-operation, co-ordination, partnership, alliance, and joint working. These terms, it is contended, are often used interchangeably but mean different things to different people. Hence, Ling (2000, p. 82) concludes that the literature on school-based stakeholder partnership amounts to "methodological anarchy and definitional chaos". The positioning on education stakeholder partnership offered by Ling (2000) appears to describe the situation experienced by SGB-SMT stakeholders, whose confused partnership conflicts have to be resolved by the South African Courts.

Williams and Sullivan (2007) reveals that there are many definitions of partnership theory and that these often reflect conceptions of collaboration as an organisational form as opposed to that as a mode of governance. McLaughlin (2004) observes that the lack of definitional clarity can be helpful in some situations because its very ambiguity invites multiple interpretations and, therefore, does not immediately exclude potential stakeholders. The syntheses of extant literature in the previous two chapters has suggested that the most dominant core component of partnership, which was lacking in the SASA envisaged school improvement programme, was SGB-SMT stakeholder collaboration.

Bardach (1998, P. 8) defines collaboration as "any joint activity by two or more agencies that is intended to increase public value by their working together rather than separately". Gray (1989), however, conceives school-based partnership or collaboration as "a mechanism by which a new negotiated order emerges among a set of stakeholders". Gray's (1989) conceptualisation of partnership or collaboration identifies four main points. These are: (1) collaborations involve collectively devised strategies for responding to school-based environmental turbulence; (2) collaboration tends to be imprecise, emergent, exploratory and developmental in character; (3) collaborations serve as quasi-institutional mechanisms for accommodating differing interests in school-based community or for co-ordinating inter-organisational relations; they represent a nascent form whose legitimacy as an institution is still being negotiated and which can result in more permanent forms of

institutional arrangements; (4) partnerships or collaborations serve as vehicles for action learning involving processes of reframing or redefining the problem domain.

Lawrence et al. (1999), on the other hand, define stakeholder partnership or collaboration as "a cooperative, inter-organisational relationship that relies on neither market nor hierarchical mechanisms of control but is instead negotiated in an ongoing communicative process". This definition highlights the point that stakeholder partnership or collaboration is not mediated through market mechanisms. Instead of mediating through market mechanisms collaboration or cooperation depends on an alternative to price structure. And importantly, "whereas hierarchies are associated with a willingness on behalf of members to submit to both direction and monitoring of their superiors, collaboration involves the negotiation of roles and responsibilities in a context where no legitimate authority deemed sufficient to manage the situation is recognised" (Lawrence et al., 1999, p. 481).

Notwithstanding the range of purposes attributed to the notion of 'partnership', Sullivan and Skelcher (2002, p. 1) assert that: "partnership is about sharing responsibility and overcoming the inflexibility created by organisational, sectorial and even national boundaries". The view expressed above rehearses the SASA policy framework complexity and inflexibility that have continued to negate attempts by SASA partnership members to implement the school effectiveness policy framework. The evidence generated by the literature suggests that many stakeholder partnerships encounter difficulties that stem from different interpretations of the nature and purpose of partnership or collaboration (Sullivan and Williams, 2007) – a postulation that re-echoes the SGBs', SMTs' and HoDs' difficulties regarding the correct interpretations of SASA policy framework and the SASA stipulated functions to be performed by stakeholders – a theme explored in detail in Chapter 2.

Within the context of SASA/SGB-SMT partnership, Yanow (2000) observes that there is an expression of 'framing' process whereby different stakeholders or 'communities of meaning' use 'policy frames' to make sense of the policy issue in their context. Frames are abstract constructions that contain the key elements of meaning and

value in relation to a policy issue. In the South African SASA context even differentiated financial functions – Yanow's (2000) `policy frames' or `abstract constructions' – assigned to different SASA stakeholders or "communities of meaning' did not resolve the SGB-SMT conflicts over school financial resources or unintended consequences of the SASA policy implementation failure. According to Rein and Schön (1993, p. 146), "framing is a way of selecting, organising, interpreting, and making sense of complex reality to provide guideposts for knowing, analysing, persuading, and acting" in order to implement successfully partnership objectives.

In another early study on partnership theory entitled "Collaboration for a Change: Definitions, Decision-Making Models, Roles and Collaboration Process Guide", the researcher, Himmelman (2002), describes four school-based partnership strategies. The four partnership theoretical attributes are (1) networking, (2) coordinating, (3) cooperating and (4) collaborating, whose usage, Himmelman (2002) asserts, is often confusing.

In their study entitled *School-Community Partnerships: A Typology for Guiding Systemic Educational Reform,* Valli, Stefanski and Jacobson (2014, p. 2) reported that school-based "partnerships seek to improve students' overall wellbeing and life prospects, strengthen families and sometimes even to transform the broader school community." To do that, they try to make the scope and organization of school services more integrated and comprehensive. But as has been noted in the earlier studies (Epstein and Lee, 1993; Epstein and Sanders, 1996; Epstein et al., 1995; Epstein et al., 1997; Mawhinney, 1994), a close look at these partnerships indicates a variety of models, strategies, and purposes that require different commitments and resources. The above postulation resonates the challenges faced by SASA stakeholder partners.

Valli, Stefanski and Jacobson (2014) have also suggested that their review of the literature on school-based partnership theory has convinced them that "a typology of school-community partnerships is a necessary and useful tool in guiding systemic

educational reform, research, and evaluation". The three authors have expanded their view on school-based partnership theory as follows:

> Thinking about "types" of partnerships can enable practitioners, policymakers, and researchers to determine more systematically the conditions needed to support a particular partnership as well as the obstacles that need to be overcome to accomplish often ambitious goals. A clear, comprehensive typology can illuminate the possibilities and constraints of the varying approaches that are easy to lose sight if partnerships are not differentiated by purpose, implementation requirements, theory of action, or other key analytic dimension. (Valli, Stefanski and Jacobson, 2014, p. 2)

Studies (Sheldon, 2009; Epstein, Sanders and Sheldon et al., 2009; Epstein, Galindo and Sheldon, 2011; Valli, Stefanski and Jacobson, 2014) have posited that the basic social-action-driven strategy, which motivates school-based partnership theory, suggests that students' educational and life prospects will improve if schools can attend to a broad array of school effectiveness needs. This generally means forging a closer collaborative working relationship with communities and social service organizations in order to address the needs of students, their families, and sometimes the entire neighbourhood (Valli, Stefanski and Jacobson, 2014). A theory of action for school-community partnerships thus posits that schools serve students' academic needs better if they can quickly and efficiently respond to the overall wellbeing of the school and students (Epstein, Galindo and Sheldon, 2011).

In a study entitled "Cambodian Family-School Partnership: Toward an Evolving Theory" Keo (2010, p. 2) states that "the gap in education literature and research on this matter is relatively wide". According to Keo, "the most basic indication of the gap is that few empirical studies are available to document and determine how and to what extent indigenous families are making sense of family-school partnership models" – an illuminating observation that highlights the complex partnership challenges facing the SASA/SGB-SMT stakeholders.

A perception, which is expressed by research on parent governors' inability to perform their functions, re-invokes the challenges cited by South African researchers as being responsible for SASA stakeholders', particularly SGBs' and SMTs' failure to successfully work as partners in performing their financial functions. Research findings indicate that many indigenous parents do not speak English proficiently (Niedzwiecki and Doung 2004) and that this could deter them from engaging and interacting with educators, leading to an exclusion of involvement altogether (Aung and Yu, 2007; Lopez, 2001; Pho, 2007; Thao, 2003) – a contextual factor that undermines concerted efforts aimed at establishing a strong school-based partnership platform for successful delivery of SGB-SMT programmes.

The role learners' parents play in school-based partnerships are analysed by research studies that include studies by Epstein (1995, 2001a, 2001b, 2008), Epstein and Salinas (2004), Henderson and Mapp (2002), Henderson, Mapp, Johnson and Davies (2007), Stevenson and Baker (1987). The positive effects of school-based partnership theory is confirmed by a growing body of empirical evidence, which suggests that academic achievement is positively related to strong family-school partnerships or the SGB-SMT partnership within the South African context (Epstein, 1995, 2001a, 2001b, 2008; Epstein and Salinas, 2004; Henderson and Mapp, 2002; Stevenson and Baker, 1987) with a great deal of attention centred on teacher involvement (Stevenson and Baker, 1987). What are the implications of a family-school partnership or SGB-SMT partnership?

Keo (2010, p. 12) asserts that "the family-school partnership model is an education reform strategy that builds on the idea of family involvement". According to research (Epstein 1995, 2001a, 2001b; Epstein and Jansorn, 2004; Henderson and Mapp, 2002), school-based partnership theory refers to a formal relationship established between members of the child's immediate or extended family with school teachers and staff members, often with the primary purpose of linking the family to the child's academic affairs in school. A partnership of this nature, Epstein and Jansorn (2004, p. 20) postulate, "recognizes that students learn and grow at home, at school, and in their communities…influenced and assisted by their families, teachers, principals,

and others in the community". Research (Epstein, 1995, 2001a, 2001b; Henderson and Mapp, 2002; Sheldon and Epstein, 2002) on the impact of effective family and school partnership programmes indicates positive effects on the family and the child, including increased parental involvement, increased attendance, reading, writing, and mathematics achievement, improved report card grades, and behaviour. According to Epstein (1995, p. 701), school-based parent-school partnership theory has many positive benefits, because "they can improve school programmes and school climate, provide family services and support, increase parents' skills and leadership, connect families with others in the school and in the community, and help teachers with their work". Epstein (1995) also points out that family-school (SGB-SMT) partnerships tend to work more effectively when they are influenced by the school, family, and community contexts in which students interact, learn, grow, and socialize.

In a study entitled "A New Wave of Evidence: The Impact of School, Family, and Community Connections on Student Achievement," Anne Henderson and Karen Mapp (2002) provide one of the most exhaustive findings on the impact of school-based partnership or family involvement in school management on student achievement. Their study made a number of findings. First, the study reveals that parents and family members are deeply concerned about their child's performance in and out of school, despite race, ethnicity, class, or cultural variation. Second, the findings suggest that white, middle-class families tend to be more involved in the academic affairs of their children in school than other ethnic groups. The third finding suggests that schools that succeed in engaging families often share three overlapping themes: (a) relationships are developed based on trust and reciprocity among family, school, and community members; (b) the needs and concerns of family members are respected and addressed, in addition to class and cultural differences; and (c) this relationship shares power and responsibility. More importantly in the context of stakeholder partnership in schools, Henderson and Mapp (2002) also found that the mother's level of education affects the level of involvement in school-related activities – a finding that correlates the argument repeatedly advanced by research studies reviewed in Chapter 2.

The literature (Lasky, 2001; Smit et al., 2008) also indicates that one of the main barriers to school effectiveness policy implementation grounded upon school-based partnership theory may be schools' mechanistic worldview, which separates educators and parents rather than integrally connecting them. The elitist attitude adopted by educators, who see themselves as experts rather than equals of learners' parents, tends to create mistrust and conflicts instead of harnessing school-based partnership, and collaboration between educators and parents.

Davies and Johnson (1996) observe that internationally, school-based partnership increasingly emphasizes a broad range of meaningful and cooperative relationships between parents and schools that improve students' learning, motivation, and development. Epstein (1995) identified steps important in developing school-based partnerships or collaborative relationships between parents and schools, including an action team of teachers, parents, and school board members to oversee parental involvement efforts, financial support, and explicit goals. Dodd and Konzal (2002), on the other hand, have expanded the definition of participation via a multi-functional view of parents and educators as a community of learners. Thus, Price-Mitchell (2009) has pointed out that the objectives of complex effective school participative partnership framework policies cannot be achieved unless the stipulated policy implementation operation steps are augmented by acceptance of a shared worldview toward partnership, which perceives the school as an open system that engages in learning at the boundaries between family, school, and community: a situation completely absent in SGB-SMT partnership operation.

The argument that without equitable relationships or mutual trusts among school-based stakeholder partners – SGBs and SMTs – the SASA envisaged partnership success is unlikely is re-invoked by other studies. In a study entitled "Literature Review: Analysis of Current Research, Theory and Practice in Partnership Working to Identify Constituent Components of Effective ITT Partnerships", Zwozdiak-Myers et al. (2010) contend that the capacity to exercise flexibility was an important characteristic of a collaborative profile, which relates directly to building successful working partnerships.

The studies by Anderson and Minke (2007), Baker, Denessen and Brus-Laven (2007), and Frame, Miller-Cribbs and Van Horn (2007) have cited mistrusts and misunderstanding as the greatest barrier to successful school-based working partnership, which is essential for effective school reform policy implementation. This positioning is re-affirmed by Zwozdiak-Myers et al. (2010), who have pointed out that trust was a very strong recurrent theme and deemed to be an essential prerequisite for the formation, maintenance and sustainability of effective working relationships and collaborative partnerships within the school transformation reform process. South African studies, particularly studies focused SGB-HoD-SMT conflicts, which have to be resolved by South African courts, have underscored the complexity of the SASA legal framework (Zwozdiak-Myers et al., 2010). The Chapter's next focus of attention is school-based participative management theory.

3.5 SCHOOL-BASED PARTICIPATIVE MANAGEMENT THEORY

The postulation that the SASA envisaged school transformational policy framework is underpinned by school-based participative management theory needs to be discussed and highlighted in this section. The SASA vision was undoubtedly influenced by the global school-based management leadership trend that begun in the 1980s – a worldwide phenomenon. In recent years there has been a proliferation in publications pertaining to school-based participative management decision-making (Tambwe, 2011). Although the special skills needed for effective participative management of schools are widely acknowledged, there is much less certainty about which school-based management styles are most likely to produce the most desirable outcomes (Bush, 2007). This methodological statement re-invokes the complexity of challenges that have undermined the concerted efforts to achieve the stated objectives of the SASA/SGB-SMT school improvement programme.

Research studies (Barrera-Osorio et al., 2009; Cheng, 2008; De Grauwe, 2005; Di Gropello, 2006; Gertler, Patrinos and Rubio-Codina, 2006; Santibanez, 2006; Swanepoel, 2009; World Bank, 2007) have suggested that parents', teachers', school-communities' and school principals' inclusive participation in school-based management decision-making is the best site-based management strategy and one

of the major school-based participative management styles, which is capable of achieving effective school improvement. Although the existing literature indicates that participation of all school stakeholders in school-based management decision-making is correlated with school stakeholders' affective implementation of school policies and improved learner academic performance, few researchers have attempted to verify this claim (Cheng, 2008). In a USA doctoral study on school-based management decision-making – *Perceptions of Efficacy of Minority and Non-Minority School-Based Decision-Making Council Members in Kentucky's Region 1 and Region 2 School Systems* – Anthony Ray Sanders (2005, p. 11) identified the other terms used "synonymously with school-based management theory". The terms listed by Sanders are: (a) school-based participative / participatory management, (b) shared school-based management decision-making, and (c) shared school-based management.

Participative management theory is defined as a process in which influence is shared among individuals who are otherwise hierarchically unequal (Wagner, 2010). It is a system which encourages employees to participate in the process of making decisions that directly affect their work lives (Botha, 2006; Bush, 2007; Bush et al. 2006). Based upon the above definition of participative management theory, school-based participative management theory can be defined as a school-based decision-making process in which school governance and school management are shared among school stakeholders, who are otherwise hierarchically unequal. In the SASA/SGB-SMT framework, learners' parents within SGBs have the final say in the management of the school financial resources.

The application of school-based participative management theory, it is has been suggested by research, can lead to improved school-workplace practices, academic productivity, and effective management of schools (Bush and Heystek, 2006; Ngubane, 2005; Reihaneh Shagholi et al., 2010). School-based participative management theory is defined as joint decision-making management process (Locke, 2007) or influence sharing between hierarchical superiors and their subordinates (Shezi, 2005). If the SASA-envisaged SGB-SMT stakeholders have used

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the above definition in their everyday relationships with their partners, the SASA objectives would have been realised. Sello Mokoena (2012a, 2012b) argues that one of the many factors necessary to ensuring effective school governance and management is shared decision-making management style: school-based participative management style absent in the SASA/SGB-SMT implementation process.

A research study by Bruns, Filmer and Patrinos (2011) also has defined school-based participative management theory as the decentralization of authority from the government to the school level. School-based participative management approach deals with school participation management process in which the responsibility for and decision-making authority over school operations are transferred to local agents. Many school-based participative management strategies have also attempted to strengthen parental involvement in the schools. Sometimes these school-based participative management practices try to achieve their intended objectives through school governing bodies and school management teams (Mohammed, 2011) – an approach that formed the bedrock of the SASA-envisaged school improvement policy framework.

Bruns, Filmer and Patrinos (2011) have also divided school-based participative management theory into two important dimensions: (1) the extent to which schools are granted autonomy over decisions – an attempt at improving the relationship between those who oversee service provision and those who deliver it; and (2) the extent to which parents are actively encouraged to participate in the decision making – an attempt at improving the *voice* parents have in the delivery of educational services.

Another important role, which school-based participative management model can play in promoting school effectiveness, is further underpinned by research. Research (Bruns, Filmer and Patrinos, 2011; Clemens, Kenny and Moss, 2007; Hanushek, 2006; Hanushek and Woessmann, 2007, 2010; World Bank, 2010) indicates that the educational service delivery failure that plagues the developing world could be

alleviated by the deployment of school-based management theoretical strategies. This claim is endorsed by several studies which presented evidence to sustain the argument that school-based participative management style had a positive impact on reducing repetition rates, failure rates, and, to a lesser degree, dropout rates (Bruns, Filmer and Patrinos, 2011; Di Gropello and Marshall, 2005; Gertler, Patrinos and Rodríguez, 2012; Murnane, Willet and Cardenas, 2006; Shapiro and Moreno, 2006).

The above studies have suggested that the main thrust behind the application of school-based participative management theory is that it encourages demand, ensures that schools reflect local priorities and values, and allows close monitoring of the performance of educational service providers. In other words, school-based participative management shortens the long route of accountability. By giving a voice and decision-making power to local stakeholders, who know more about local needs than central policy makers do, it is argued, school-based participative management practices can improve education outcomes and increase client satisfaction (Gertler, Patrinos and Rubio-Codina, 2006; Skoufias and Shapiro, 2006).

In their study entitled "What We Already Know about Successful School Leadership", Leithwood and Riehl (2005) observe that participative management decision-making processes constitute the major preoccupation in school-based participative management theory. School-based participative management theory is characterized by a management style in which the school governance adopts a decision-making mechanism aimed at ensuring that all school stakeholders share in the decision-making (Cheng, 2008). A participative school leader confers with all school stakeholders and integrates their suggestions, ideas and opinions into the decision-making process (Northouse, 2013). The literature reviewed on the SASA/SGB-SMT implementation constraints, which negated all attempts to successfully translate SASA objectives into reality, has suggested that the greatest weakness of the SASA framework appears to be conveyed above by Northouse (2013). Some of the potential benefits of practical application of participative management theory regarding its positive impact on stakeholder participants' motivation/satisfaction, its

ability to get the job done, and its likelihood to not only increase quality decision-making but also to enhance policy implementation outcomes (Ogbeide, Grove and Cho, 2008; Rathnakar, 2012).

The views outlined above suggest that in the school-based participative management theory, the SGB chairpersons and the school principals are expected to work together as team in sharing in management decision-making – an inclusive school-based management style which is associated with better school-based governance, better teacher instructional outcomes and better learner academic performance. De Villiers (2010) underpins the above thematic formulation. He reports that a new paradigm in school-based management approach, which entails shared participative management stance involving parents, learners, teachers and school principals. According to De Villiers (2010), this participative management theoretical style is grounded in school-based participative partnership theory, which provides a platform for school-wide capacity building where more and more people recognise the potential of other team members, promote it and thus give stimulus for significant school change.

David Hargreaves (2010) also describes how the positive outcome of school-based participative management theory, which is embedded in the SASA/SGB-SMT framework, has come to be defined in terms of the process of intervention in school systems that underperform, and the majority of South African schools that are currently underperforming. Research evidence identifies school-based participative management theory or school-based collaborative approach as the key to improving schools and schooling systems (Fullan, 2011). Fullan's (2011) postulation on positive effect of school-based participative management theory or school-based collaboration on school improvement outcomes appears to be re-affirmed by a number of studies conducted by Fullan, Cutress and Kilcher (2009), Fullan (2011, 2014), Hargreaves and Shirley (2009, 2011), and Sergiovanni (2007). These researchers have re-underscored the positive effect of school-based participative management theory on school effectiveness objectives. They have concluded that school improvements are evident not only in the collaborative attitude of

stakeholders but also in teacher competencies, retention of beginning teachers, training of student teachers and student learning outcomes. These school-based positive results are achieved through the provision of mutual learning opportunities and support structures which sustain school-based governance and school-based participative management outcomes through policy implementation change processes.

Sergiovanni (1992) adds weight to the above claim by suggesting that the ideal school-based collaborative participative management environment would not enable only school stakeholders to work together as a team but would also induce educators to work together in performing a number of school-based chores. The school-based collaborative participative management has the potential to perform the following crucial school management tasks: debating, planning and solving school management problems together, observing one another's lessons, sharing successes as well as reviewing policy implementation challenges together. Research studies (Fullan, 2008; Rosenholtz, 1991; Marzano, Waters and McNulty, 2005) on school-based participative management theory have marshalled evidence that supports the view that school-based stakeholders tend to outperform themselves when they work collaboratively. Furthermore, the authors cited above have suggested that in school-based participative management theory, collaborative school stakeholders tend to outperform selfish individualistic school stakeholders, who are unwilling to share school management decision-making. Conversely, school-based participative management theory indicates that a limiting factor in schooling improvement management is the lack of participative management collaboration (Elmore 2004; Levin and Fullan, 2009). According to some practitioners of participative management theory (Fullan, Cutress and Kilcher, 2009; Fullan, 2011, 2014; Hargreaves and Shirley, 2009, 2011; Sergiovanni, 2007), school-based stakeholder collaboration in school governance and school management has the potential to significantly improve not only school governing bodies and school management teams' collaboration as a team to achieve school goals but also how teachers work together as a team in order to promote the desirable goals of school effectiveness programmes.

The relevant literature (Botha, 2006; Evars and Katyal, 2007; Hattie, 2006a, 2006b, 2012; Houle and Cobb, 2011; Scott, 2005; Swanepoel, 2008; Swanepoel and Booyse, 2006) contends that in the rapidly changing and uncertain school environment of today no one person has all the answers to school-based participative management challenges. However, the global phenomena suggest that no effective learner outcomes are possible without the full involvement of parents, educators, school principals and school communities in inclusive school-based participative management decision-making processes.

The impact of school stakeholder participative management style, which ensures the inclusion of all school stakeholders in the decision-making, on school performance is discussed by Senge, Lau, Schley and Smith (2006). These authors argued that the traditional view of school participative management theory was based on the assumption that school stakeholders were basically powerless; they lacked personal vision and did not have the capacity to master the required focus for change, and only a few great school management leaders could remedy these deficits. By contrast, Senge et al. (2006) asserted that the school-based stakeholder participative management decision-makers' new work for the future is building effective teaching and learning schools – a fundamental school improvement goal most SGB-SMT rural school stakeholders have failed to achieve due to lack of skills competence and adequate education level.

Karam, Vernez and Marshall (2013) have stated that school-based participative management theory is a form of educational governance that grants responsibilities and authority over school operations to principals, teachers, parents, students and other local community-based members. The three authors have further pointed out that school-based participative management theory is based on a belief that local and often shared decision-making will lead to more efficient and effective decisions aligned with local priorities. Research (Burns, Filmer and Patrinos, 2011; De Grauwe, 2005; Karam, Vernez and Marshall, 2013; Vernez, Karam and Marshall, 2012; World Bank, 2007) has indicated that school-based participative management theory, which is alternatively referred to as site-based management decision-making

strategy or other similar terms, is a central feature of Wave Two education theoretical restructuring efforts (McGinty, 2009). According to Karam, Vernez and Marshall (2013), the idea behind school-based decision-making is that devolving decision-making authority to those closest to students will result in a more harmonious and productive environment in schools.

According to research studies by Bush and his colleagues (Bush 2005, 2007, 2011; Bush and Heystek, 2006; Bush and Bisschoff et al., 2006; Bush et al., 2009; Bush et al., 2011), school-based participative management theory relates to values and implementation or technical issues in school-based management. The studies conducted by Bush and his colleagues cited above have argued that school-based participative management theory is essential to school-based organisational efficiency and needs to be given equal prominence if schools are to operate effectively and achieve their objectives.

The challenge of modern organisations (schools) requires the objective perspective of the school manager as well as the flashes of vision and commitment wise participative management theoretical orientation provides (Bolman and Deal, 2008). A new conceptualization of school-based participative management stance is suggested by Senge, Lau, Schley and Smith (2006). In terms of this new school-based participative management conceptualisation, school stakeholder participation management is seen as the collective capacity to do useful things aimed at promoting inclusive school-based participation. That is not all. School-based participative management responsibility, which is perceived to be widely shared beyond the principal, appears to indicate the participative management and school-based management decision-making model as being sufficiently responsive to the complexity of contemporary school stakeholder collaboration required for transforming the South African school environment (Senge et al., 2006).

Distinguishing between boss-centred and subordinate-centred school-based participative management style, the scholars Robert Tannenbaum and Warren Schmidt (2009, 2013) reported that delegating authority and engaging employees in

identifying solutions to school-based participative management challenges is very important. The above view underpins the importance of school-based participative management theory or school-based team management strategy in school effectiveness programme policy implementation. What the review of the studies on school-based participative management theory has suggested is that if SASA/SGB-SMT stakeholders were informed by school-based participative management theory outlined above the stated goals of the SASA/SGB-SMT framework would have achieved its intended objectives.

The extant literature suggests that top-down school-based participative management approach is globally acknowledged as being irrelevant in the 21st century. Harris and Spillane (2008) have re-affirmed the above view when they observe that there is a growing recognition that the old organisational structures of schooling simply do not fit the requirements of learning in the twenty-first century. Transformation of schools from traditionally non-democratic structures to modern democratic institutions presents a serious challenge to schools (Halverson, 2006) as evidenced in the results of the literature reviewed in Chapter 2. School-based participative management theory requires parents, learners, school-community stakeholders, principals and teachers to be empowered by increasing their decision-making powers at school level (Schoorman and Bogotch, 2010), instead of being autocratically managed and administered by the central education authority. The worldwide call to transform schools has culminated in the decentralisation of decision-making powers from national, provincial, district to school site level (Grant, 2006).

In the South African context, the call to democratise and the decentralise school-based governance and school management in order to create an inclusive participative management environment for schools to thrive culminated in the passing of the South African Schools Act , 84 of 1996 hereafter referred as the SASA (Republic of South Africa 1996).

The SASA replaced the pre-1994 authoritarian school management styles that enabled principals to manage school as solo autocratic managers, who avoided using participative management decision-making or school-based partnership management styles (Caldwell and Spinks, 2013; Halverson, 2006; Harris and Spillane, 2008). The post-1994 education-related laws were passed to create a dispersed or distributed (Halverson, 2006; Spillane 2005a, 2005b) school-based participative management environment which can enhance SASA/SGB-SMT envisaged participative partnership aimed at achieving school effectiveness objectives and fostering a transformative (Caldwell 2008; Chen 2010; Mourshed, Chijioke and Barber 2010; Hargreaves and Shirley 2011) new education system in South Africa.

The SASA's devolution of decision-making that mandated School Governing Bodies (SGBs) and School Management Teams (SMTs) to take over the school-based governance and management, which used to be controlled solely by the Department of Education, has legally transferred this power to parents, learners, teachers and school principals (Botha, 2006; Mncube and Naicker, 2011; Ketter and Stoffel, 2008). Research (Bolden, Petrov and Gosling, 2007; Harris et al., 2007; Harris and Spillane, 2008; Hatcher, 2005; Leithwood and Riehl, 2005) suggests that a school-based participative management theory recognises that there are multiple school stakeholders and that participative management styles, which nned to widely shared within and between organisations/schools (Harris, 2007). The above participative management theory studies have indicated that a participative management model focuses more upon the interactions than on the actions of those in formal and informal leadership roles. It is primarily concerned with school-based participative management theory and how school-based participative management style influences school-based organisational and classroom instructional improvement (Spillane, 2006). Within the school-based participative management theoretical context, a participative perspective on school-based management styles acknowledges the participation of all individual members of the school community, who contribute to school management practice, whether or not they are formally designated or defined as school stakeholders. Participative management theory is also central to school-based system reconfiguration and organisational redesign

which necessitates lateral, flatter school decision-making processes (Hargreaves, 2007).

Research studies (Harris, 2007, 2008a, 2008b; Hulpia and Devos, 2011; Mascall, Leithwood, Straus and Sacks, 2008; Spillane, 2005a, 2005b), which focussed on school-based participative management theoretical-orientated implementation of large educational reforms across the globe, have marshalled convincing evidence to suggest that there is a correlation between school-based participative management theory and educational outcomes. Practical research studies (Bolden, Petrov and Gosling, 2007; Liethwood et al., 2007a, 2007b; MacBeath, 2005; Mayrowetz, Murphy, Louis and Smylie, 2007; Robinson, 2008; Scribner, Sawyer, Watson and Myers, 2007; Sherer, 2008; Timperley, 2005, 2011), which applied participative management theories to actual practical research projects, have positively confirmed associations between collective and participative management styles with better learner academic outcomes, better concerted collective staff commitment towards knowledge production and large-scale educational reform success.

According to Botha (2007), for more than three decades, policy-makers, educators, and academics, have considered school-based participative management theory as the key ingredient in school improvement and reform efforts. Consequently, there has been a major shift towards greater self-management and self-governance in educational institutions throughout the world (Botha, 2006). South African schools have also become part of this trend (Van Niekerk and Van Niekerk, 2006). The importance of school-based participative management in implementing the SASA/SGB-SMT school improvement policy objectives is further highlighted by Mncube (2005), who states that authors writing about the SGB-SMT-envisaged stakeholder participative management agree unanimously that shared decision-making and the encouragement of participation by all stakeholders in the school context lead to more effective schools and consequently to the democratisation of schools. According to Botha (2012, p. 264), democratic school-based participative management theory "emphasises that decisions in a school should be based on consultation and collaboration. All the stakeholders in the SGB should participate in

the decision-making process". Based upon the views expressed above, Botha (2012, p. 265) defines democratic school-based management theory as "decentralised school management involving power sharing to ensure that school policies are developed democratically, through rational discourse and deliberations, by the principal and all the democratically elected representatives of the SGB (parents, learners, educators and other stakeholders)".

The decentralisation embarked upon by the South African school transformation stakeholders through the SASA legislative framework has been grounded in school-based participative management theory. The notion of decentralization of school-based participative management decision-making powers is apparently based on the assumption that a non-compromising inclusive participative management model, which encourages all stakeholders to be actively involved in school governance and school management, can play a major role in achieving the SASA school effectiveness objectives and transform the South African school system (Singh and Lokotsch, 2005). Research (Hatcher, 2005; MacNiel and MacClanaham, 2005; Botha, 2006, 2012; Hoadley, 2007; Caldwell, 2008; Khumalo and Grant, 2008; Hoadley and Ward, 2009; Hargreaves, 2010; Bush, 2011; Bush et al. 2011; Caldwell and Spinks, 2013) has suggested that the significant changes and reforms capable of transforming self-managing schools into self-transforming schools can only be attained through participative management theoretical platform. The participative management theory based platform should involve devolution of school-based power through shared decision-making strategies, which encourage school governing body chairpersons, school principals, educators and learners to transcend their individual and group interests in order to address the country's educational problems.

According to Mokoena (2011), school-based participative management theory and the attendant participative management decision-making have been globally acknowledged as an effective school-based participative management model for the operation of schools, particularly those in the public education systems. A critical element of this model is devolving enhanced levels of decision-making from the

centre (head office) to schools: the participative management model incorporated into the SASA/SGB-SMT framework.

In accordance with the SASA framework, school principals, educators, parents, learners, and non-teaching staff are expected to actively participate in the governance and management of schools, with a view to providing a better teaching and learning environment for quality education to flourish (Mokoena, 2011) – an official SASA goal enshrined in school-based participative management theory. Re-affirming the importance of participative management theory incorporated into the SASA/SGB-SMT framework, Swanepoel (2009) asserts that the pivotal role to be played by the school principal in a school-based participative management dispensation as envisaged by SASA is obvious.

The school-based participative management theoretical hub, which anchored the SASA/SGB-SMT framework, has been the focus of recent innovative practical studies championed by Caldwell and Spinks, Hanushek, Woessmann and others. The school-based participative management theory advocated by Brian Caldwell and Jim Spinks in their work *The Self-Transforming School* (1988/2013) has focussed on evidence-based innovative school-based participative management approaches that are grounded in two conceptual stages of coming into being of the school effectiveness management transformation: the self-managing school and the self-transforming school. Studies by Caldwell (2005, 2012, 2013), Caldwell and Spinks (2013a, 2013b), and Spinks (2006) have marshalled evidence-based data to support the thesis that it is possible to achieve successful school transformation outcomes by using school-based participative management theoretical strategies. To Caldwell and Spinks (2013a, 2013b), this school-based participative management decision-making transformational process *has to occur in two stages.*

According to Caldwell (2005, 2012, 2013) and Caldwell and Spinks (2013a, 2013b), the first stage of school-based participative management theoretical process – the self-managing school – is one to which there has been decentralised a significant amount of authority and responsibility to make decisions on the allocation of

resources within a centrally determined framework of goals, policies, curriculum, standards and accountabilities. The definition of the first stage of the school-based participative management theoretical process appears to echo the SASA-envisaged school improvement policy framework, which members of SGBs and SMTs have been struggling to implement successfully.

The participative management theoretical question that needs to be interrogated is: Why have the South African public schools run by SGBs and SMTs failed to achieve the SASA envisaged school transformational objectives? The school-based participative management transformation from the self-managing school to the self-transforming school will occur only if a school has the skills capacity, the selfless commitment to serve the interests of the wellbeing of the school and the community coupled with the stakeholders' determination to achieve the SASA stated objectives. The above success key indicator of transformed self-managing school has underscored the success determinant – namely, no amount of externally designed re-structuring, re-staffing, or stakeholders' verbal declarations of serving the common welfare of the school will be sufficient (Caldwell, 2012). The overall thrust of the school-based participative management theory outlined above has re-affirmed the textual and documentary findings presented in Chapter 2: Literature Review.

The second type of the school-based participative management theoretical process – the self-transforming school – has a high level of self-management but not complete autonomy, given the centrally-determined framework, as characterised by the SGB-HoD-SMT conflicts resolved by the courts (Beckmann, 2009; Beckmann and Prinsloo, 2009; Serfontein,, 2010; Rossouw 2013; Bagarette, 2014). There is a strong body of evidence that suggests that non-compromising school-based inclusive participative management strategies devoid of conflicts, a balanced autonomy, accountability and cooperative teamwork can contribute to high levels of achievement provided the target schools have the skills competence capacity to become self-managing – skills capabilities SGBs and SMTs lack.

The essential skills capacity for school self-management, which has been chiefly concerned with process, school self-transformation (the stage envisaged by the SASA framework) and is re-invoked by school-based participative management theory, is crucial for shifting the focus on implementation outcomes (Caldwell and Spinks, 2013). This viewpoint is re-highlighted by Caldwell (2014, p. 1), when he asserts that: "A self-transforming school achieves or is well on its way to achieving significant, systematic and sustained change that secures success for all of its students regardless of the setting".

The most innovative school-based participative management feature incorporated into school-based management theory by Caldwell and Spinks (1988/2013) entails globalising the traditional locally-bound-context of school-based participative management theory landscape. That is, according to Caldwell (2005, 2008, 2013a, 2013b) and Caldwell and Spinks (1988/2013), schools will no longer operate alone or be restricted to their local contexts. Instead, most schools will become members of networks, and these networks will be more global than local. Most of the successful self-managed schools will be part of a system of schools and will draw on international network system for support in some matters (Caldwell, 2012; Caldwell and Harris, 2008).

School-based transformation generated by participative management theoretical orientated practices is considered to be significant, systematic and sustained change that secures success for all learners in all school settings. To Caldwell and Spinks (1988/2013), participative management theory based self-managing schools cannot achieve self-transforming school status unless principals and educators adopt dramatically different approaches capable of ensuring authentic school-based participative management transformation. It is asserted that the reproduction of the status quo or the modest achievement of school improvement framed within participative management theory does not confer self-transforming status upon schools engaged in school improvement intervention policy implementation (Seddon, 2010). Similarly, within the participative management theoretical framework, the underperforming self-managing school status, which the majority of South African

public schools run by SGBs and SMTs have achieved, are deemed failed schools by the South African public.

According to Bolman and Deal (2008), school-based participative management stakeholders need to understand that there are two basic realities about school participation management and decision-making. First, school-based participative management, like all other organisational styles, is a three-way relationship among school stakeholder partners, function-allocated subgroups, cultural or social constituents, and ideological views about how to govern and manage schools. Although individual school stakeholders can make a difference, cultural subgroups (previously disadvantaged rural school governing body members and affluent middle class SGB members from former Model C schools) are very powerful forces that often favour the norm. Second, participative management style is not a top-down influence for those in high positions. It is a process of reciprocal influence centred on questions of purpose, values, and strategies (Bolman and Deal, 2008).

Why the literature reviewed projects participative management theory and decision-making style as a better approach than the traditional top-down autocratic or solo-leader school-based management style is further re-asserted by an innovative new body of school-based participative management theory studies conducted across OECD countries by school-based participative management theory researchers such as Eric Hanushek, Ludger Woessmann and others. These OECD school-based participative management theoretical approaches correlate successful school outcomes with economic growth. These recent studies, which focus on OECD countries (Hanushek and Lindseth, 2009; Hanushek and Raymond, 2005; Hanushek and Rivkin, 2006, 2010; Hanushek and Woessmann, 2008, 2009, 2010; OECD 2009a, 2009b; Rivkin, Hanushek and Kain, 2005; Woessmann, 2005a, 2005b, 2010a, 2010b), have integrated effective principal-teacher participation in school-based management theoretical and decision-making processes with better school outcomes and national economic growth.

The school transformation framework created by the SASA/SGB-SMT framework is a collaborative strategy, which is driven by school-based participative management theoretical practices expected to be operated by SGB and STM partners. However, the decision-making mechanism aimed at forging a participative partnership driven by participative management theory based platform to be run by SBG chairpersons, school principals, teachers and learners, does not appear to be working. The failure of the SASA-envisaged stakeholder partnership, according to the results of the literature reviewed, can be attributed to the SGB-SMT boundary spanning conflicts triggered by the SGB-SMT power struggles over the control of school financial resources and other unintended policy implementation consequences. The chapter now turns its attention to the school-based servant leadership theory.

3.6 SCHOOL-BASED SERVANT LEADERSHIP THEORY

In order to establish a relationship between the theory of servant leadership and the outcomes of the SASA effective school partnership policy framework implementation, the researcher analysed a few USA doctoral dissertations focused on school-based servant-leadership theory studies (Laub, 1999; Witter, 2007; Hannigan, 2008; Herman, 2008; Chu, 2008; Metzcar, 2008; Svoboda, 2008) conducted during the period 1999-2008. The major findings of these doctoral studies need to be indicated here. Firstly the findings have re-affirmed unanimously the theoretical positioning advanced by Robert K. Greenleaf's (1977/2002) original seminal study – *Servant Leadership: A Journey into the Nature of Legitimate Power and Greatness.* The doctoral studies on school-based servant leadership theory have also re-underscored Greenleaf's conceptualisation and theorisation of the notion of servant leadership in his original seminal study and other studies. Secondly, the doctoral researchers cited above have also strongly indicated that there is definite correlation between effective learner performance outcomes and the servant-leader-oriented school improvement programmes. Thirdly, the findings also suggest that servant leadership theory's caring and selfless attributes tend to minimise workplace conflicts and self-centred individualistic behaviour trends that create subgroup conflicts that undermine organisational performance – a crucial conflict minimising indicator SGB-SMT stakeholders lacked.

Lisa Krekeler's (2010) "The Relationship between Servant Leadership Behaviour and Individual Personality Style" examines the relationship between *Servant Leadership* behaviour and the *Big Five Personality Traits* (extraversion, agreeableness, openness to experience, conscientiousness, and neuroticism). Krekeler's study on servant leadership theory is not only relevant to boundary spanning conflicts triggered by the SGB-SMT struggles over the control of school financial resources and school financial management but also re-affirms the researcher's argument about Greenleaf's servant leadership theory being crucial to the conceptualisation and theorisation of the study. Krekeler's (2010) research findings revealed a strong positive relationship between servant leadership and the absence of SGB-SMT stakeholders' conscientiousness and agreeableness.

According to Polleys (2002), servant leadership theory formulated by Greenleaf (1970) did not only emphasise the affinity between effective school-based improvement interventions and servant leadership theory but also did underscore the importance of a "servant" leader's motivation to serve and to strive to ensure that his/her country or community achieve its cherished educational objectives. Greenleaf (1977/2002, p. 27) described the theory of servant leadership as follows:

> The servant-leader is servant first …. It begins with the natural feeling that one wants to serve. Then conscious choice brings one to aspire to lead. The best test is: do those served grow as persons: do they, while being served, become healthier, wiser, freer, more autonomous, more likely themselves to become servants? And, what is the effect on the least privileged in society; will they benefit, or, at least, not be further deprived?

Greenleaf's (1977/2002) theoretical positioning, which argues that the true leader sees himself or herself as a servant, has been the pivot around which all the USA doctoral dissertations cited were structured – a school-based servant leadership theoretical platform supported by the literature. Based upon the above on going analysis on the efficacy and the relevance of school-based servant leadership theory, it could be speculated that if SGB-SMT stakeholders had adopted the servant-leader-stance instead of the selfish individual posturing, the school-based chronic conflicts ravaging the school landscape could have abated.

According to Black (2010, p. 437), "Servant leadership, a philosophy introduced in 1970 by Greenleaf's work entitled *The Servant as Leader,* emphasized the importance of a leader's motivation to serve or to lead as the fundamental defining attribute of servant leadership theory. Servant leaders put serving others before themselves, assuming a non-focal position within teams, providing resources and support without an expectation of acknowledgment".

The first analysed doctoral study, James Alan Laub's (1999, p. 23) "Assessing the Servant Organization", which focuses solely on the theory of servant-oriented organisational practices, defines "servant leadership theory" as an understanding and practice of leadership that places the good of those led over the self-interest of the leader. Servant leadership, according to Laub (1999), promotes the valuing and developing of people, the building of community, the practice of authenticity, the provision of leadership for the good of those led, and the sharing of power and status for the common good of each individual, the total organisation, and those served by the organisation.

Spears (2010) observed that the world is experiencing a rapid shift in many school-based participation management issues. The rapid shift in school-based participative management matters tends to move away from the more traditional autocratic and hierarchical models of school-based leadership towards servant leadership in order to enhance school-based participative management relationships with other school-based stakeholders. School-based servant leadership theory seeks to involve all school-based stakeholders in decision making and is strongly based in ethical and caring behaviour. The attributes of servant oriented management theory are listed by Spears (2010) as follows: (1) listening, (2) empathy, (3) healing, (4) awareness, (5) persuasion, (6) conceptualization, (7) foresight, (8) stewardship, (9) commitment to the growth of people, and (10) building community.

The symbiotic relationship between servant leadership theory and conscientiousness and financial conscientiousness within which the study was framed as articulated in Section 3.2 (Defining Conscientiousness and Financial Conscientiousness) was further deepened by locating the SGB-SMT boundary spanning investigation within Greenleaf's servant leadership theory. The interconnection between the

conscientiousness and servant leadership theory emanates from the fact that both concepts are nourished by the personality character traits discussed in Section 3.2 – a conceptual and theoretical mix reinforced by servant leadership theory originally formulated by Greenleaf (1970, 1977/2002). Hence, Spears (2010) and Black (2010) have argued that servant leader theory is driven by mankind's fundamental understanding of character, which has much to do with the essential traits exhibited by a person: the root cause of the endless misunderstandings among SGB-SMT stakeholders. But in Warren Bennis's (1989, p. 140) *On Becoming a Leader*, the servant leadership theory's character trait list has been shortened into: (1) "vision", (2) "inspiration", (3) "empathy" and (4) "trustworthiness" as the key characteristics of effective leaders. Can the stakeholders of the SASA school effectiveness framework perform their SASA envisaged functions by emulating the character traits highlighted by servant leadership theoretical model proposed by Robert K. Greenleaf's (1970, 1977/2002) and elaborated upon by contemporary creative thinkers and advocates of servant leadership theory?

Lisa Spears (2010) observes that the words *servant* and *leader* are usually thought of as being words denoting opposite meanings. However, Spears (2010) points out that by deliberately bringing these words together in a meaningful way, Robert Greenleaf gave birth to the paradoxical term servant leadership in 1970. According to Spears (2010), since the 1970s many of today's most creative thinkers are writing and speaking about servant leadership theory as an emerging leadership paradigm for the 21st century. In her seminal book on quantum sciences and leadership, *Rewiring the Corporate Brain*, Danah Zohar (1997, p. 146) goes so far as to assert that "Servant-leadership is the essence of quantum thinking and quantum leadership". The studies reviewed above on school-based servant-leader-theory have overwhelmingly sustained the argument that servant leadership theory has the capacity to minimise school-based conflicts and enhance successful achievement of school improvement intervention programmes. Having dealt with servant leader-oriented participative management theory, the researcher's next task is to analyse teamwork theory.

3.7 TEAMWORK THEORY

The researcher regards teamwork as an essential prerequisite for the effective management of school finances by school governing bodies and school management teams in section 21 high schools: hence, the need to discuss it here. The teamwork concept is associated with a sense of shared purposes and collective responsibility among team members. Lussier and Achua (2001, p. 249) perceive teamwork theory as the "understanding and commitment of group goals on the part of all team members". Hayes (2002, p. 113) states that team leadership is characterised by the principles of "keeping goals clear, building confidence, commitment and skills, managing external relationships, creating opportunities for team members and doing real work". Hence, shared understanding and close interaction toward a shared commitment are the major qualities which characterise teams as distinct social clusters from other groups of people. In the process of interaction team members learn from each other and combine skills needed to accomplish teamwork tasks. Therefore, teams are not only considered to be highly "specialised groups" characterised by "equality" that is uncompromisingly hinged to shared responsibility, but also are linked to "individual accountability" (Lussier and Achua, 2001, p. 249).

In the organisational structure of the school, there are committees that support schools' financial operation and can be referred to as teams, namely (See Figure 3.1): school governing bodies and school management teams (Procurement Committees and Finance Committees).

Team managers such as school principals and SGB chairpersons belong to these teams and operate from within them and are therefore entrusted with responsibilities to give teamwork related direction and vision to ensure the successful implementation teamwork objectives. Therefore, as team managers, the SGB parent chairpersons and school principals, are expected to play a significant role in team building, team managing and team empowering, especially in school finance matters.

In team building, team managers need to "encourage cohesion between team members and establish a sense of professionalism or working competence through training" (Hayes, 2003, p. 113). This teamwork management strategy may enable team members to identify with their team and feel proud of belonging to it. The other aspect of team building emphasised by Bloisi, Cook and Hunsaker (2003, p. 406) is the role of team managers to "clarify personal and team goals, and to harmonise them to shared common vision, purpose and goals" which will point out where the team is heading. Bloisi et al. (2003) further argue that in clarifying goals, team managers direct and teach their teams how "decision making, participation, team improvement, and conflict resolution, can be undertaken" (*ibid.*).

Adapting the ideas of Bloisi et al. (2003), team managers in the section 21 high schools (principals and SGB chairpersons) can mobilise teams (SGBs and SMTs) to analyse the existing situations of their schools on school finances, share their goals and create common school visions. Besides the views expressed above, Hayes (2003, p. 113) argues that organisations emphasise teamwork, the roles of team managers aimed at ensuring that "overall organisational targets and timeframes are established and negotiated upon both with the team and with other sections of the organisation". Hayes (2003) also emphasises that team managing is about ensuring that the teams have the "access to the resources they need, and an effective monitoring mechanism to see how teams progress" (*ibid.*). This may enhance school empowerment – a successful educational outcome which is regarded as an important concept in teamwork. Hayes (2003) explains that the philosophy of empowerment in management assumes that the "day-to-day decisions about work are best undertaken by those who are doing the work" (*ibid.*), that is team members. The South African Schools Act framework provides empowerment opportunities to both SGB and SMT members by bringing them together in collaborative teams where they share responsibility and authority. According to Dittmar et al. (2002, p. 13) the "delegation of authority to schools empowers principals through circuit management to make decisions". When SGB members are given authority and their contributions are recognised, they are likely to be motivated to do their work well and increase the interaction among themselves.

To ensure effective teamwork in organisations Hayes (2002, p. 114) and Lussier and Achua (2001, p. 275) recommend a number of managerial and leadership roles for team managers. The managerial and leadership roles for team managers recommended by the authors for effective team administration and team management included the following: (1) breaking the overall teamwork goal down into a number of smaller manageable targets; (2) working towards developing a set of sub-goals which can be used to identify training needs within the team; (3) encouraging team members' commitment to the effective implementation of the overall goal; (4) emphasising the team rather than the individual recognition and rewards but recognising individual and team needs, and attending to the above issues in a timely fashion; (5) creating opportunities through which individual team members can build up self-confidence, which in turn contributes to a professional and committed approach; (6) identifying and building on the team's strength by developing the team's capabilities to anticipate and deal with change effectively; (7) empowering teams to accomplish their work with minimal interference by encouraging and supporting team decisions; (8) inspiring and motivating teams toward high levels of performance by providing teams with challenging and motivating work; (9) developing trust and teamwork norms among team members; (10) streamlining obstructive organisational processes which cause delays in the transmission of information or the implementation of reforms.

Hayes (2003, p. 13) further argues that a school can go much further in the process of team management, by "building self-managed teams and transforming them into self-leading teams". Self-managed teams can be distinguished from ordinary teams in the sense that they are involved in team learning. According to Heller (1998), self-managed teams are characterised by the "culture of sharing leadership roles, a high rate of autonomy, open discussion leading to democratic decision-making, control over team activities, and total self-accountability based on individual and team results" (Heller, 1998, p. 28). Besides speeding up decision-making and innovation, self-managed teams inspire organisation members to connect with the organisational vision in a very special way: they see the organisation as the means by which they can effect key issues and develop their leadership skills. Lussier and Achua (2001,

pp. 251-252) argue that, at their best, self-managed teams succeed because most people are "goal-directed social beings who gain a feeling of satisfaction from achieving goals with others". Against this background, it can be argued that the notion of self-managed teams can be of benefit to the SGBs and SMTs because their practices should create a work environment that stimulates people to become self-motivated.

According to Lussier and Achua (2001), the advantages of teamwork include the "achievement of synergy which involves creative co-operation; mutual support and peer evaluation to help teams make better decisions" (Lussier and Achua, 2001, p. 253). These authors further argue that self-managed teams make valuable contributions to the continuous improvement and innovations and enhance work satisfaction and job security, by instilling self-esteem and self-fulfilment among team members (*ibid.*). The self-managed teams' practice of team learning through team sessions has the potential to enhance school team managers' effectiveness in educational interventionist programmes in schools as well as improving the outcomes of Departmental officials' organisation of training and workshops for newly appointed members. Other key learning targets for self-managed teams emphasised by Lussier and Achua (2001) are dialogue sessions, post-activity reviews and team meetings where feedback is shared and used as a tool for improvement (*ibid.*).

The development of teams into self-managed teams allows empowerment and builds meaningful capacities of school structures in managing transformation, especially on section 21 school finance matters.

3.8 CONCLUSION

The Conceptual and Theoretical Chapter has dealt with the definition of the key concepts used to conceptually frame the study – conscientiousness and financial conscientiousness. The two core concepts – conscientiousness and financial conscientiousness – used to ground the SASA/SGB-SMT study's conceptual framework – are semantically and terminologically linked to the Freirean Consciousness raising concept. This three-focal symbiotic linkage between (a)

conscientiousness, (b) *financial conscientiousness*, and (c) C*onsciousness raising concept* derived not only from their deeper meanings but also from the fact that the three conceptual pillars were ground upon the key word, *consciousness.*

The conceptualisation of the terms conscientiousness and financial conscientiousness was followed by framing the study within the relevant and six related school-based management theories: (1) Paulo Freire's Consciousness Raising Concept; (2) School-Based Management Theory; (3) School-Based Participative Partnership Theory; (4) School-Based Participative Management Theory; (5) School-Based Servant Leadership Theory, and (6) Teamwork Theory.

By integrating the conceptual framework and the theoretical framework framed by six closely related school-based management theories, the researcher strived to create an inclusive methodological platform which could aid in investigating the complex SGB-SMT-induced boundary phenomenon and in achieving the overall purpose of the study. The success of financial conscientiousness and the level of partnership among SGBs and SMTs on school finance management processes can be influenced by the introduction of **School Finance Management Awareness Model** (SFMAM), which the researcher had proposed and which is visually illustrated in Figure 3.1 below. This model will further be discussed in chapter 6 of the study.

FIGURE 3.1: SCHOOL FINANCE MANAGEMENT AWARENESS MODEL (SFMAM)

Circuit Manager	→	SGBs (chairpersons) and SMTs (principals)

Finance committee ← School finance management partnership

Procurement committee → Payment

+

Accountability ← Reporting

Monthly expenditure reports per cost centre

+

119
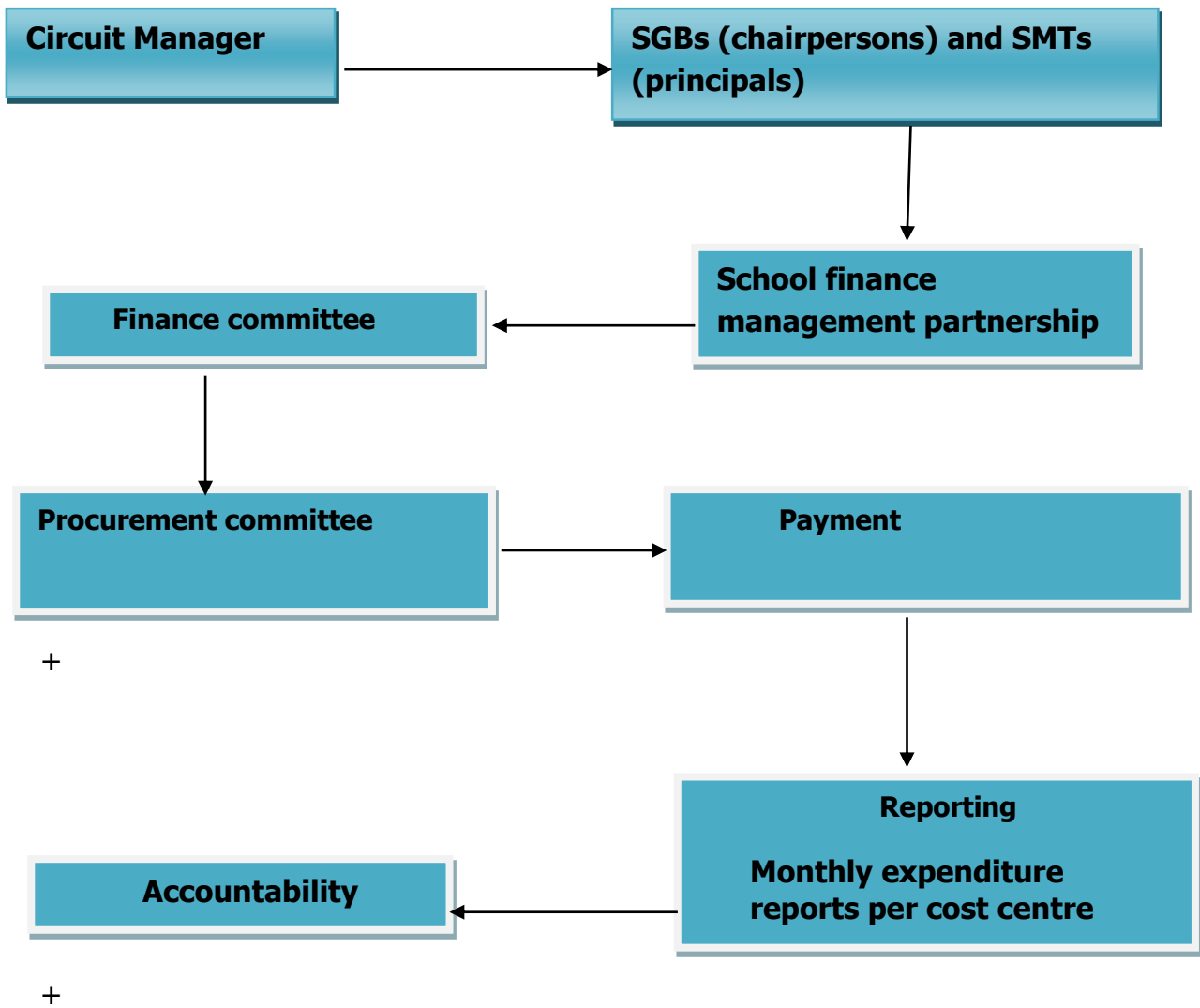
CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1 INTRODUCTION

In this chapter, the process of methodology within which the study is anchored is discussed. All the relevant processes, how the research process has been crafted in the study, the research design, the research paradigm, the target population and sampling strategy, the data collection and the data analysis are all presented in this chapter. The introductory section also deals with the research quality requirements, which cover issues of qualitative and quantitative research criteria for assessing the trustworthiness of research data collection, data analysis and data interpretation.

The next focus of attention is devoted to analysing the philosophical issues of research paradigms. That is, to determine the appropriate research paradigm for a study, which used both positivist (quantitative) and qualitative research methods and could not be described either quantitative or qualitative research. The next section of the methodological chapter focuses on the philosophical worldviews and selected paradigms.

4.2 THE PHILOSOPHICAL WORLDVIEWS AND PARADIGMS

The analysis of the social sciences research paradigms cannot be deemed complete without an explanation of the relationship between two fundamental philosophical dimensions, *ontology* and *epistemology* (Laughlin, 1995; Kalof, Dan and Dietz, 2008; Saunders, Lewis and Thornhill 2012) and the five selected research paradigms – (1) positivism, (2) postpositivism, (3) interpretivism, (4) constructivism and its related Piagetian constructivism or psychological constructivism, and (5) pragmatism. Hence, the study needs to conceptualise the philosophical dimensions of social sciences research.

Research (Wahyuni, 2012; Saunders, Lewis and Thornhill 2012) suggests that *ontology* (the position on the nature of reality) and *epistemology* (the view on what constitutes acceptable knowledge) are the two fundamental philosophical dimensions crucial for framing research paradigms in social sciences research.

Research has recommended that, when a researcher undertakes research of this nature, it is important to consider different research paradigms and matters of ontology and epistemology (Flowers, 2009). The way the research is carried out from the research design through to conclusions can be influenced by different research paradigms and matters of ontology and epistemology. Since these parameters describe perceptions, beliefs, assumptions and the nature of reality and truth (knowledge of that reality), they can influence the way in which the research is undertaken, from design through to conclusions. It is therefore important to understand and discuss these aspects in order that approaches congruent to the nature and the aims of the particular inquiry are adopted. The researcher attended to these matters of ontology and epistemology and research paradigms to ensure that researcher biases are understood, exposed, and minimised (Fetters, Curry and Creswell, 2013).

Whilst James and Vinnicombe (2002) caution that all researchers have inherent preferences that are likely to shape their research designs Blaikie (2004) describes the different research paradigms and matters of ontology and epistemology as part of a series of choices that the researcher must consider. If this is not achieved, the authors argued, methods incompatible with the researcher's stance may be adopted, with the result that the final work will be undermined through lack of coherence.

The study adopted realist or pragmatic mixed methods approach that necessitated defining and describing five research paradigms and matters of ontology and epistemology, which shaped and informed the research. In this section, the methodological question that confronted the researcher was: What type of social science philosophical assumptions and research paradigm could empower the poor voiceless, marginalised SGB members within the SASA/SGB-SMT framework in schools, where school principals, who are addicted to the traditional top-down approach to school governance and school management practices of the pre-1994 era, have continued to relegate parent governors to the periphery? Research methodological studies (Sarantakos, 2005; Wahyuni, 2012; Fetters, Curry and Creswell, 2013; Creswell, 2013b, 2013B, 2014), whose positioning on research

paradigms has clearly answered the paradigmatic question posed above, have suggested that all practical-orientated research designs and methodologies must be initiated with the appropriate choice of research philosophical assumptions and the research paradigms.

Based upon the ongoing above discussion in this chapter and the study's adoption of pragmatic (realist) mixed methods research design and methodology, the research study was framed within a pragmatic mixed methods paradigm capable of combining both quantitative and qualitative paradigms or positivist and interpretivist/narrative paradigms. The literature reviewed suggested that only the realist or pragmatic mixed methods paradigmatic approach could provide the relevant critical mixed methods research platform for emancipating the marginalised and voiceless SGB parent governors in rural schools. The above social-oriented purpose, which re-enacted the overall purpose of SASA/SGB-SMT legal framework, could be achieved by transforming the disadvantaged school governing body members' constricting social, political, and cultural contexts that prevented them from perfuming the SASA functions (Mertens, 2005, 2007, 2009, 2010; Mertens, Holmes and Harris, 2008; Mertens et al., 2010).

The pro-poor pragmatic paradigm adopted by the study is explicated by Carspecken (2008) and Crotty (2003), who have argued that social-realist-oriented researchers can use the realist or pragmatic paradigm approach to facilitate a school-based transformational change that shapes the social institutions and power structures leading to social equality and social justice within the educational landscape. The pragmatists challenge the existing social order and cultural practices in favour of the underprivileged, and they often take an activist stance bordering on transformation tethered to action as a goal of research (Habermas, 1984) – a pro-poor realist research paradigm, which can be both confrontational and interventionist.

The Chapter argued that combining positivism paradigm (quantitative paradigm) and interpretivism or constructivism paradigm (qualitative paradigm), mixed methods paradigm, was motivated by the researcher's intention to address social inequalities, which were targeted by the SASA policy decision-makers and also highlighted by the literature (Habermas 1984, Crotty 2003; Dash, 2005; Guba and Lincoln, 2011).

Blaikie (2007) argues that these multiple-voiced paradigmatic aspects are highly relevant to Social Science since the humanistic element introduces a component of 'free will' that adds a complexity beyond the static reality projected in the natural sciences. Besides the positioning advocated by Blaikie (2007) above, Hatch and Cunliffe (2006) draw attention to the fact that different paradigms encourage researchers to study phenomena in different ways. The two authors further go on to describe a number of organisational phenomena from five different perspectives, thus highlighting how different kinds of knowledge may be derived through observing the same phenomena from different philosophical perspectives – an insight that appears to emphasise the researcher's justification for using a realist/pragmatic mixed methods approach. The first subsection to be discussed under Section 4.2 is ontology.

4.2.1. Ontology

Initiating their definition of the concept ontology, Cohen, Manion and Morrison (2011), have stated that the ontological assumptions constitute the first set of assumptions which concern the very nature or essence of the social phenomena being investigated. Blaikie (2007) describes the root definition of ontology as *the science or study of being* and develops this description for the social sciences to encompass *claims about what exists, what it looks like, what units make it up and how these units interact with each other*. In short, ontology describes people's view (whether claims or assumptions) on the nature of reality.

According to Saunders, Lewis and Thornhill (2012, p. 110), ontology concerns responding to the question – "What assumptions do we make about the way in which the world works?" Ontology is the view of how one perceives a reality. In social research, ontology denotes the perception that the existence of reality is external and independent of social actors and their interpretations of it – an ontological position termed objectivist (Saunders, Lewis and Thornhill, 2012) or realist (Neuman, 2011). On the other hand, subjectivist or nominalist adopter theory believes that reality is dependent on social actors and assumes that individuals contribute to social phenomena (Wahyumi, 2012). What the above views have

highlighted is the two aspects of ontology: (1) objectivism (positivism) and (2) subjectivism (interpretivism).

The first aspect of ontology, objectivism portrays the position that social entities exist in reality external to social actors concerned with their existence. "The second aspect, subjectivism, states that social phenomena are created from the perceptions and consequent actions of those social actors concerned with their existence" (Saunders, Lewis and Thornhill 2012, p. 110).

The ongoing views on ontology have argued that the world's ontological view is specifically concerned with determining whether an objective reality really exists or whether what is deemed to be an objective reality is only a subjective reality created in our minds (Flowers, 2009). Hatch and Cunliffe (2006) use both an everyday example and a social science example to illustrate the point. For the everyday example, they use the example of a workplace report – asking one to question whether it describes what is really going on or only what the author thinks is going on. Furthermore, Hatch and Cunliffe (2006) highlight the complexity that is introduced when researchers investigate phenomena such as culture, power or control and strive to establish whether social realities really exist or are simply illusions. The social sciences authors further extend the discussion to how individuals (andgroups) determine these realities. The search for answers to triggers the following question: Does the reality exist only through experience of it (subjectivism), or does it exist independently of those who live it (objectivism).

As a result of the competing views on what constitutes and objective reality, all human beings have a number of deeply embedded ontological assumptions which affect their views on what is real, and whether people attribute existence to one set of things over another. If these underlying assumptions are not identified and considered, the researcher may be blinded to certain aspects of the inquiry or certain phenomena, since they are implicitly assumed, taken for granted and are, therefore, not opened to question, consideration or discussion (Dash, 2005; Neuman, 2011; Wahyumi, 2012).

When a researcher considers whether these different views exist, and what constitutes reality he or she must also consider another question: namely how that reality must be measured and what constitutes knowledge of that reality. This questioning on what constitutes reality leads naturally to questions about what is `epistemology'.

4.2.2 Epistemology

The purpose of epistemology, which is closely coupled with ontology and its consideration of what constitutes reality, is to consider views about the most appropriate ways of enquiring into the nature of the world (Easterly-Smith, Thorpe and Jackson, 2008) and what is knowledge as well as what are the sources and limits of knowledge (Eriksson and Kovalainen, 2008). Research (White, 2002; Mackenzi and Knipe 2006; Johnson, Onwuegbuzie and Turner, 2007; Denscombe, 2008; McGregor and Murnane, 2010) describes epistemology as the beliefs in the way to generate, understand and use the knowledge, which are deemed to be acceptable and valid.

According to Creswell and Plano Clark (2007) and Guba and Lincoln (2011), ontology, epistemology, methodology, and methods characterise any research paradigm. In this context, while ontology is "the starting point of all research" (Grix, 2010, p. 59), "epistemology should inform methodology, which in turn, informs methods" (Henn, Weinstein and Foard, 2006, p. 18). Generally, there are various philosophical assumptions that undergird any decision to adopt a given research paradigm and to conduct research accordingly (Grix, 2010; Guba, 1990; Mackenzie and Knipe, 2006; White, 2005).

Acceding to Grix (2010) and Mackenzie and Knipe (2006), questions of epistemology begin by considering the research method. Eriksson and Kovalainen (2008), epistemology defines how knowledge can be produced and argued for. Blaikie (2007) describes epistemology as *the theory or science of the method or grounds of knowledge* and expands this definition into a set of claims or assumptions about the ways in which it is possible to gain knowledge of reality. The epistemology-related assumptions listed by Blaikie (2007) includes the following: (1) how what exists may

be known, (2) what can be known, and (3) what criteria must be satisfied in order to be described as knowledge.

Chia (2002), on the other hand, describes epistemology as *how and what it is possible to know* and the need to reflect on methods and standards through which reliable and verifiable knowledge is produced. Hence, Hatch and Cunliffe (2006) summarise epistemology as *knowing how you can know* and expand this by posing list-oriented question: How knowledge is generated, what criteria discriminate good knowledge from bad knowledge, and how should reality be represented or described? They go on to highlight the inter-dependent relationship between epistemology and ontology, and how both inform and depend upon the other.

Hence, in considering the relationship between research paradigms and ontological and epistemological assumptions, the need to understand the position of the researcher becomes more obvious. If the researcher holds certain ontological positions or assumptions, these may influence the epistemological choices or conclusions drawn. It must be emphasised that as with ontology, both objective and subjective epistemological views exist.

Eriksson and Kovalainen (2008) describe an objective epistemology as presuming that a world exists that is external and theory neutral, whereas within a subjective epistemological view no access to the external world beyond our own observations and interpretations is possible. Saunders, Lewis and Thornhill (2012) discuss this further, highlighting that certain researchers therefore argue that data collected from objects that exist separate to the researcher (an external reality) is less open to bias and therefore more objective, and that if social phenomena are studied, these must be presented in a statistical, rather than narrative, form in order to hold any authority, a position of course that many researchers would challenge and Blaikie (1993) contends that since social research involves so many choices, the opportunity for researchers values and preferences to influence the process makes it difficult to ultimately achieve true objectivity.

These discussions lead us to the next area for consideration, which Blaikie (2000) describes as the 'research paradigm' and by others (Saunders, Lewis and Thornhill,

2012) as the 'research philosophy'. These philosophies are formed from basic ontological and (the related) epistemological positions, and have developed in both classical and contemporary forms to effectively classify different research approaches. Denzin and Lincoln (2003) describe a research paradigm as 'an interpretive framework' and in borrowing from Guba, as a 'basic set of beliefs that guides action'. The next chapter considers three key paradigms – those of positivist (classical), interpretivist / constructivist (classical) and realist (contemporary).

4.2.3 RESEARCH PARADIGMS

This subsection on research paradigms was initiated by defining the research paradigm concept and followed by analysis of the five key research paradigms that were used by the study. These are: (1) positivism paradigm, (2) postpositivism paradigm, (3) interpretivism paradigm, (4) constructivism paradigm (Piagetian constructivism paradigm or psychological constructivism paradigm), and (5) pragmatism paradigm. These paradigms were chosen because they are relevant for the research that was investigated.

4.2.3.1 Defining Research Paradigms

What were specific paradigms that were fused into the pragmatic mixed methods paradigm that was used by the study, and how were these paradigms conceptualised in the literature? The five core paradigms that form the foundation for philosophical assumptions that are normally used in framing scientific research are: (1) positivism paradigm, (2) postpositivism paradigm, (3) interpretivism paradigm, (4) constructivism paradigm and its related Piagetian constructivism or psychological constructivism, and (5) pragmatism paradigm. To define and to describe these paradigms or the philosophical worldviews in this section, a visual tabular representation of the fundamental beliefs in social sciences research paradigms adapted from the studies by Saunders, Lewis and Thornhill (2012), Guba and Lincoln (2011) and Hallebone and Priest (2009) is provided below.

TABLE 4.1: FUNDAMENTAL BELIEFS OF RESEARCH PARADIGMS IN SOCIAL SCIENCES

Research Paradigms				
Fundamental Beliefs	*Positivism* *(Naïve realism)*	*Post-positivism* *(Critical Realism)*	*Interpretivism* *(Constructivism/Piagetian Constructivism)*	*Pragmatism*
Ontology: *The* *position on the nature of reality*	External, objective and independent of social actors	Objective. Exist independently of human thoughts and beliefs or knowledge of their existence, but is interpreted through social conditioning (critical realist)	Socially constructed, subjective, may change, multiple	External, multiple, view chosen to best achieve an answer to the research question
Epistemology: *The view on what* *constitutes acceptable knowledge*	Only observable phenomena can provide credible Data, facts. Focus on	Only observable phenomena can provide credible data, facts. Focus on explaining within a context or	Subjective meanings and social phenomena. Focus upon the details of situation, the	Either or both observable phenomena and subjective meanings can

	causality and law-like generalisations, reducing phenomena to simplest elements	contexts	reality behind these details, subjective meanings and motivating actions	provide acceptable knowledge dependent upon the research question. Focus on practical applied research, integrating different perspectives to help interpret the data
Axiology: The role of values in research and the researcher's stance	Value-free and etic Research is undertaken in a value-free way, the researcher is	Value-laden and etic Research is value laden; the researcher is biased by world views, cultural experiences	Value-bond and Emic Research is value bond, the researcher is part of what is being researched, cannot be separated and so	Value-bond and etic-emic Values play a large role in interpreting the results, the researcher adopting

			will be subjective	both objective and subjective points of view
Research *Methodology* *:* *The model* *behind the* *research* *process*	Quantitative	Quantitative or Qualitative	Qualitative	Quantitativ e and qualitative (mixed or multi-method design)
Based on Saunders, Lewis and Thornhill (2012, p. 119); Guba and Lincoln (2011); Hallebone and Priest (2009).				

Bryman and Bell (2011), and Saunders, Lewis and Thornhill (2012) have stated that research paradigms address the philosophical dimensions of social sciences. The first focus of attention at this stage is to conceptualise the concept of research paradigm.

Research paradigm has been defined by Jonker and Pennink (2010) as a set of fundamental assumptions and beliefs as to how the world is perceived or as a set of core assumptions and beliefs, which serve as a thinking framework that guides the behaviour of the researcher. According to Dills and Romiszowski (1997, p. 11), however:

> Paradigms define how the world works, how knowledge is extracted from this world, and how one is to think, write, and talk about this knowledge. Paradigms define the types of questions to be asked and the methodologies to be used in answering them. Paradigms decide what is published and what

is not published. Paradigms structure the world of the academic worker and provide its meaning and its significance.

The above definition by Dills and Romiszowski (1997) does not only underpin the purpose of research paradigm in the philosophical dimensions of the research process, but also highlights how the research paradigm structure relates to the research methodology used. Another definition of research paradigm is offered by Neumann's (2011, p. 41) study, which defines a research paradigm as an "integrated set of assumptions, beliefs, models of doing good research and techniques for gathering and analysing data".

To provide a clear conceptualisation of the pragmatic mixed methods paradigm (a mixture of both quantitative and qualitative paradigms) used, the study had to briefly define the five major types of research paradigms as well as providing justifying why they were used. The five major paradigms used by the study were: (1) positivism paradigm, (2) postpositivism paradigm, (3) interpretivism paradigm, (4) constructivism paradigm and its related Piagetian constructivism or psychological constructivism, and (5) pragmatism paradigm. These paradigms were used in framing the research because they were specifically relevant to the mixed methods research design and methodology used. The next focus of attention in this section concerns analysing the positivistivism paradigm and framing the research methodology within this research paradigm.

4.2.3.2 Positivism Paradigm

The positivism paradigm is sometimes referred to as *scientific method or science research*, which is "based on the rationalistic, empiricist philosophy that originated with Aristotle, Francis Bacon, John Locke, August Comte, and Emmanuel Kant" (Mertens, 2005, p. 8) and "reflects a deterministic philosophy in which causes probably determine effects or outcomes" (Creswell, 2013a, p. 7). The positivism paradigm may be applied to the social world on the assumption that "the social world can be studied in the same way as the natural world; that there is a method for studying the social world that is value free, and that explanations of a causal nature can be provided" (*ibid*). Positivism paradigm is aimed at testing a theory or

describing an experience "through observation and measurement in order to predict and control forces that surround us" (O'Leary, 2011, p. 5).

Positivism is described as working in the tradition of the natural scientist. Remenyi et al. (1998) affirm this by stating that if the research study reflects the philosophy of positivism then the researcher will probably adopt the philosophical stance of the natural scientist. In others words, the researcher will prefer "working with an observable social reality and that the end product of such research can be law-like generalisations similar to those produced by the physical and natural scientists" (Remenyi et al., 1998, p. 32).

According to Flowers (2009), however, the positivism or objectivism paradigm refers to how social entities exist independent of social actors: that is, the positioning that social entities exist in reality external to social actors. The literature re-affirms that positivism paradigm is derived from that of natural science, and is characterised by the testing of hypothesis developed from existing theory (hence deductive or theory testing) through the measurement of observable social realities (Guba, 1990; Henn, Weinstein and Foard, 2006; Morgan, 2007; Flowers, 2009; Feilizer, 2010).

The review of the paradigm literature has also suggested that there is a consensus among researchers that the positivism/objectivism paradigm presumes that the social world exists objectively and externally. Within the context of this postulation, many research studies have argued that knowledge is valid only if it is based on observations of this external reality, and that universal or general laws exist, or that theoretical models can be developed from this objective external reality, which are generalizable, and can explain cause and effect relationships that lend themselves to predictive outcomes (Blaikie, 2004, 2007; 2010; Hatch and Cunliffe, 2006; Eriksson and Kovalainen 2008; Easterly-Smith, Thorpe and Jackson 2008; Creswell 2009; Neuman 2011; Saunders, Lewis and Thornhill, 2012; Creswell 2013, 2014). The positivism paradigm according to the above authors, is based upon values of reason, truth and validity, and focuses purely on quantifiable facts/data, gathered through direct observation and experience, and measured empirically using quantitative methods (surveys and experiments), and interpreted statistically. How does the

literature differentiate between the positivism paradigm and the postpositivism paradigm?

4.2.3.3 Postpositivism Paradigm

The researcher initiated the framing of the study within the postpositivism paradigm by conceptualising it and stating the relationship between the positivism paradigm and the postpositivism paradigm. The inherent symbiotic relationship between positivism and postpoisitivism derived from the fact that both paradigms apply the lens of natural science in social science research studies (Creswell, 2013, 2014). Ontologically, the positivism paradigm (quantitative research paradigm) and postpositivism paradigm (the use of thee mixture of quantitative and qualitative paradigms or mixed methods paradigm) share a common view. The paradigmatic common view, which is shared by positivism paradigm and postpositivism paradigm, argues that social reality is not only objective and grounded upon quantifiable data, but it also narrative. Hence, postpositivism paradigm also uses interpretive or qualitative methods that involve the description and textual analysis of non-numeric data focused on solely on understanding human feelings and social phenomena that cannot be measured. Axiologically, the positivism paradigm and the postpositivism paradigm insist upon the separation of the researcher from the researched by taking the stance of the etic approach or the outsider perspective (Flowers, 2009).

Epistemologically, however, exponents of the positivism paradigm and the postpositivism paradigm advocate the use of a scientific approach by developing numeric measures to generate acceptable knowledge (Morgan, 2007; Wahyuni, 2012). The positivism paradigm and the postpositivism paradigm commence with the testing of theory in the form of hypotheses, a research process that entails statistical testing. However, the positivism and postpositivism paradigms use different philosophical assumptions (Saunders, Lewis and Thornhill, 2012).

The postpositivism paradigm challenges the belief of external absolute truth, especially in relation to studying human behaviour in social sciences – studies focused on understanding human feelings and perceptions (Mackenzie and Knipe,

2006; Creswell, 2013a, 2014). Research indicates that the advocates of the postpositivism paradigm also believe in generalisation, but admit that knowledge is a result of social conditioning (Saunders, Lewis and Thornhill, 2012). This recognition of both objective reality that can be statistically interpreted, and the non-quantifiable social reality, which cannot be statistically measured and interpreted, is called the critical realist stance. This non-quantifiable attribute of the postpositivism paradigm demonstrates that the postpositivism paradigm allows the use of both quantitative and qualitative forms of research data in a single research investigation (Schuh and Barab, 2007; Flowers, 2009; Saunders, Lewis and Thornhill, 2012). The next research paradigm to be conceptualised is the interpretivism paradigm.

According to Mertens, Bledsoe, Sullivan and Wilson (2010), the best way differentiate between the positivism paradigm (quantitative paradigm) and interpretivism/constructivism paradigm (qualitative/narrative paradigm) is to determine whether the study used numeric data (numbers) or qualitative data/non-numeric data (words). Quantitative is predominantly used as a synonym for any data collection technique (such as a questionnaire) or data analysis procedure (such as graphs or statistics) that generates or uses numerical data (Saunders, Lewis and Thornhill, 2012). In contrast, qualitative is used predominantly as a synonym for any data collection technique (such as an interview) or data analysis procedure (such as categorising data and making sense of interviews data), which generates or uses non-numerical data (Yoshikawa, Weisner, Kalil and Way, 2008). Qualitative, therefore, can also refer to data other than words, such as pictures and video clips (Sammons, 2010; Creswell, 2013a).

Saunders, Lewis and Thornhill (2012, p. 110) have stated that the interpretivism paradigm as well as the related constructivism or narrative paradigm (subjectivism) refers to "understanding the meanings that individuals attach to social phenomena". The literature has suggested that practitioners of the interpretivism and constructivism paradigms believe that social phenomena are created from the perceptions and consequent actions of social actors (Krathwohl, 2004; Guba and Lincoln, 2011; Brannen, 2005; Denzin and Lincoln, 2011; Bergman, 2008; Bazeley, 2010, 2015a, 2015b, 2015c; Bazeley and Jackson, 2013; Clark et al., 2008; Creswell,

2009, 2010, 2013a, 2013b). Remenyi et al. (1998, p.35) also have observed that it is crucial to study "the details of the situations" that shape and inform the actions of social actors involved the research problem "in order to understand the reality or perhaps a reality working behind them".

The importance of probing underneath the social surface actions of actors is to expose the concealed contextual constraints and hidden meanings that motivated research participants' social actions is further underscored by the literature. The extant literature (Earley, 2007; Denzin, 2008; Greene, 2006, 2007, 2008; Dickinson, 2010; Greene and Hall, 2010; Creswell, 2013b) has indicated that advocates of interpretivism paradigm have argued that it is necessary for the researcher to understand differences between the competing human participants in their role as social actors. The next research paradigm to be conceptualised and analysed is the interpretivism paradigm.

4.2.3.4 Interpretivism Paradigm

One way to distinguish between the positivism paradigm (quantitative paradigm) and interpretivism paradigm (qualitative paradigm) is to find out whether the research investigation used numeric (numbers) or non-numeric (words) data (Mertens, Bledsoe, Sullivan and Wilson, 2010). Quantitative is predominantly used as a synonym for any numeric data collection technique (such as a questionnaire) or data analysis procedure (such as graphs or statistics) that generates or uses numerical data (Saunders, Lewis and Thornhill, 2012). In contrast qualitative is mostly used as a synonym for any data collection technique (such as an interview) or data analysis procedure (such as categorising data), which generates or uses non-numerical data (Yoshikawa, Weisner, Kalil and Way, 2008). Qualitative (interpretivism) paradigm, therefore, can refer to data other than words, such as pictures and video clips (Sammons, 2010; Creswell, 2013a).

Saunders, Lewis and Thornhill (2012, p. 110) state that interpretivism (constructivism) or subjectivism refer to "understanding the meanings that individuals attach to social phenomena". The literature has revealed that the interpretivist or subjectivist exponents believe that social phenomena are created

from the perceptions and consequent actions of social actors (Krathwohl, 2004; Guba and Lincoln, 2011; Brannen, 2005; Denzin and Lincoln, 2011; Bergman, 2008; Bazeley, 2009, 2010; Plano Clark and Creswell, 2008; Creswell, 2009, 2010, 2013a, 2013b). Remenyi et al. (1998, p. 35) stress the necessity to study "the details of the situation in order to understand the reality or perhaps a reality working behind them". This follows from the interpretivism paradigm's view that it is necessary to explore the subjective meanings motivating the actions of social actors in order for the researcher to be able to understand these actions (Eriksson and Kovalainen, 2008; Saunders, Lewis and Thornhill, 2012).

The need to go beyond the social surface actions of actors in order to unveil hidden meanings motivating those social actions is further illuminated by research. The interpretivism paradigm literature (Earley, 2007; Denzin, 2008; Greene, 2006, 2007, 2008; Dickinson, 2010; Greene and Hall, 2010; Creswell, 2013b) has indicated that interpretivism advocates have argued that it is necessary for the researcher to understand differences between humans in their roles as social actor participants. The above argument emphasises the difference between conducting research among people rather than research on objects such as trucks and computers.

According to Saundesrs, Lewis and Thornhill (2012, p. 116):

> The term "social actors" is quite significant here. The metaphor of the theatre suggests that as humans we play a part on the stage of human life. In theatrical productions, actors play a part which they interpret in a particular way (which may be their own or that of the director) and act out their part in accordance with this interpretation. In the same way we interpret our everyday social roles in accordance with the meaning we give to these roles. In addition, we interpret the social roles of others in accordance with our own set of meanings.

The above quotation does confirm the fundamental tenets of interpretivism advocated by the research studies that have been reviewed in this section.

Research (Jang et al., 2008; Teddlie and Jackson, 2009a, 2008b, 2009c; Teddlie, Tashakkori and Johnson, 2008; Fielding and Cisneros-Puebla, 2009; Christ, 2009,

2010) has reported that interpretivism paradigm, which is at the far extreme of postpositivism paradigm, subscribes to another component of interpretivism or qualitative paradigm labelled `constructivism'. Like the earlier views of advocates of interpretivism paradigm or narrative paradigm, the authors cited above have affirmed that interpretivists believe that reality is constructed by social actors and people's perceptions of reality. The literature (Lincoln, 2010; Maxwell and Mittapalli, 2010; Morse, 2010; Morse and Niehaus, 2010) states that exponents of the interpretivism paradigm recognise that individuals together with their own varied backgrounds, assumptions and experiences contribute to the ongoing construction of reality that exists within the broader social context created through social interactions (Saunders, Lewis and Thornhill, 2012). Because these human perspectives and experiences are subjective, social reality may change and can have multiple perspectives (Hennink, Hutter and Bailey, 2011).

Based upon the above interpretivist arguments and methodological positioning advocates of the interpretivism paradigm reject objectivism and its belief in a single truth as proposed by the positivist component of the post-positivism paradigm. To understand the social world from the experiences and subjective meanings that people attach to it, interpretivist researchers favour interacting and having a dialogue with the studied participants (Johnson and Gray, 2010; Leech and Onwuegbuzie, 2010). Advocates of the interpretivism paradigm also prefer to work with qualitative data which provides rich descriptions of social constructs as opposed to generalisations based only on numeric data (Niglas, 2004, 2007, 2010; Onwuegbuzie and Combs, 2010; Saunders, Lewis and Thornhill, 2012). Interpretivists use a narrative form of data analysis procedure to describe specifics and highly detailed accounts of a particular social reality being studied, which is termed the idiographic data analysis approach (Neuman, 2011). The next paradigm (see Table 4.1) to be discussed is constructivism paradigm.

4.2.3.5 Constructivism Paradigm

According to Sigel's (1978, pp. 333-338) earlier work entitled "Constructivism and Teacher Education",

Constructivism refers to that process of constructing, in effect, creating a concept which serves as a guideline against which objects or people can be gauged. During the course of interactions with objects, people, or events the individual constructs a reality of them…This mental construction then guides subsequent actions with the object or events (Sigel, 1978, p. 334).

The constructivism paradigm is shared by different tendencies of the psychological and educative research. Among these different tendencies of the psychological and educative research are the theories of Piaget (1952/1953), Vygotsky (1978), Ausubel (1963, 1968) and Bruner (1960). It must be emphasised that despite the fact Piaget, Vygotsky, Ausubel and Bruner were never classified as constructivists, their ideas and proposals illustrate the ideas of the current notions of the constructivism paradigm (Carreño, 2014).

The different concepts of the psychological and educational research, which influence the constructivism paradigm, include the theories of Piaget (1952/1952), Vygotsky (1978), Ausubel (1963), Bruner (1960) and other leading advocates of the constructivism paradigm. It must be emphasised that despite the fact that Piaget, Vygotsky, Ausubel and Bruner were never classified constructivists, their ideas and proposals illustrate the ideas of the current notions of the constructivism paradigm (Alwan, 2007; Carreño, 2014).

A study by Powell and Kalina (2009) entitled "Cognitive and Social Constructivism: Developing Tools for Any Effective Classroom" provides a lucid analysis for classroom based constructivism. Firstly, the two authors state that the constructivism is an epistemology. This means it is a theory that tries to explain the nature of the human knowledge. Secondly, the constructivism paradigm assumes that nothing comes from nothing. That is to say that prior knowledge gives rise to new knowledge.

Thirdly, Powell and Kalina (2009) have revealed that the constructivism paradigm affirms that learning is essentially active. This idea suggests that individuals, who learn something new, incorporate their new knowledge into their previous experiences and their own mental structures. That is each new information is assimilated and deposited in a knowledge and experiences network that exist

previously in the person, as result it can be argued that learning is neither passive nor objective. Learning can, therefore, be defined as a subjective process that each person is constantly changing in the light of their experiences (Powell and Kalina, 2009). This is the new role of the student, an essential role for his own training, a role that is impossible to give up and that provided researchers with an infinite number of significant tools which were tested by teachers and learners in the course of their educational journeys. A related component of constructivism paradigm to be analysed in the next sub-subsection is the Piagetian constructivism paradigm.

4.2.3.5.1 Piagetian constructivism paradigm

From the perspective of the psychological constructivism paradigm, which was modelled by Piaget (1972, 1990), learning is essentially projected as a personal education process. The Piagetian constructivism paradigm is centred on the individual with his/her quasi-omnipotent brain that is preoccupied with endless mental knowledge construction processes. These include (1) generating hypotheses, (2) using inductive and deductive processes to understand the world, (3) putting to test these hypotheses, and (4) the hypotheses generating results whose constructions are filtered through the individuals' real-world personal experiences (Board, 2013).

According to research (Carreño, 2014; Flowers, 2009; Piaget, 1972, 1990), the motor of this activity is the cognitive conflict. The cognitive conflict is described as mysterious strength described as 'desire to know', which irritates human beings and pushes them to find explanations for the world around them. This means that every constructivist activity induces a circumstance that makes individuals shake their previous structures of knowledge, a mental-knowledge-formation-process that triggers a realignment of the old knowledge, leading to the assimilation of the new knowledge. Thus, the individuals learn to change their knowledge and beliefs of the world to use the new discovered realities to build their knowledge (O'loughlin, 1992). Typically, achievements of academic learning should occur though discovery, experimentation and manipulation of concrete realities, critical thinking, dialogue and continuous questioning (Delamont, 2004). Behind these activities lies the assumption

that every individual in every learning/teaching situation should be able to build their knowledge through such activities.

The Piagetian constructivism tends to pose learner-centred questions that underpin what constitutes learning and the different roles of the social actors that inhabit the school landscape. The constructivism's probing questioning examples include: What does it mean to come to know, and what role does the individual have to play in the construction of understanding? Although the advocates of the psychological constructivism paradigm, who include early forerunners like Piaget and Vygotsky and contemporary theoretical leading writers like Donaldson (1963, 1978, 1986), Donaldson and Duckworth (1958), Duckworth (1987), Fosnot (1989), Sigel (1978), Sigel and Cocking (1976a, 1977b) have all embraced the Piagetian constructivism paradigm, they have made various modifications to some of core elements of the Piagetian constructivism paradigm.

Piaget's views on his constructivism paradigm projected the child as scientist busily engaged in the construction of abstract representations of the world through a conscious process of interrogating reality and comparing it with current understanding. The Piagetian constructivism paradigm advocates perceive coming to know as embodied in a progressive decentration. In this process the individual successively detaches from his or her own subjective perceptions so that an abstract representation of reality may be constructed. But some of the advocates of the Piagetian constructivism paradigm accept the blending of positivism and interpretivism paradigms by arguing that realist knowledge can only be socially constructed through the data focused on understanding human feelings and perceptions, which cannot be measured statistically as advocated by Piaget (1972, 1990).

The Piagetian notion of construction of social reality, therefore, refers to the process of constructing abstract, decentred representations within the mind. The telos of development, as embodied in formal operations, consists of the construction of ahistorical, content-free, representations that are universal enough to be modelled by mathematical formalisms (Board, 2013; Donaldson, 1978; Flowers, 2009; Piaget, 1972, 1990).

Some writers (Donaldson, 1963, 1978, 1986; 1958; Duckworth, 1987; Fosnot, 1989; Sigel, 1978; Sigel and Cocking, 1976a, 1977b) have identified a link between the Piagetian constructivism paradigm and constructivist applications to pedagogy. Two of the leading advocates of the application of constructivism to teaching and teacher education, who have applied the Piagetian constructivism in promoting school improvement intervention programmes, are Fosnot (1989) and Sigel (1978). In her classroom instructional practices Fosnot (1989, p. 3) … "defined constructivist teaching as a model that emphasizes that learners need to be actively involved, to reflect on their learning and make inferences, and to experience cognitive conflict". The Piagetian influence on Fosnot's (1989) thinking is also clearly evident in the four foundational principles of constructivism paradigm that she has listed in her book entitled *Enquiring Teachers, Enquiring Learners: A Constructivist Approach for Teaching*.

The first constructivism principle is that "knowledge consists of past constructions" (Fosnot, 1989, p. 19). Fosnot states that human beings construct their experience of the objective world by viewing it through a "logical framework" that "transforms, organizes and interprets our experiences". Fosnot then adds that these logical structures evolve through a process of self-regulation analogous to the process of biological development underscored by the Piagetian constructivism paradigm. Fosnot's second principle of the constructivism paradigm states that "constructions come about through assimilation and accommodation" (*ibid*). Fosnot highlights the argument that human beings use assimilation as a logical framework within which to interpret new information, a new informationinterpretation process that exploits constructed accommodation to resolve contradictions embedded in the larger self-regulative process.

Fosnot's third constructivism principle, which resonates the heart of the constructivist process, refers to learning as "an organic process of invention, rather than a mechanical process of accumulation" (1989, p. 20). In her discussion of the constructivism paradigm, Fosnot contrasts active learning with traditional passive learning in order to make the case for a learner-centred pedagogy. Fosnot (1989) further underscores the fact that active learning, and indeed constructivism

paradigm, is equated with the kind of rational scientific reasoning processes, which re-enact the Piagetian constructivism theory. Fosnot (1989, p. 20) conveyed this theoretical positioning as follows:

> A constructivist takes the position that the learner must have experience with hypothesizing and predicting, manipulating objects, posing questions, researching answers, imagining, investigating, and inventing, in order for new constructions to be developed. From this perspective, the teacher cannot insure that learners acquire knowledge just by having the teacher dispense it; a learner-centred, active instructional model is mandated. The learner must construct the knowledge; the teacher serves as creative mediator of the process.

Fosnot's fourth principle refers to the mechanism by which cognitive growth occurs: "Meaningful learning occurs through reflection and resolution of cognitive conflict and thus serves to negate earlier, incomplete levels of understanding" (*ibid*). Fosnot has asserted that cognitive conflict occurs only when the learner notes a discrepancy between two contradictory schemes. The author also points out that although a teacher can help to "mediate this process," the change can only occur at the learner's initiative.

Fosnot (2005) also draws upon Piaget's (1973) notion that understanding occurs through invention rather than through mere discovery of preordained answers. She observes that children need to construct answers rather than be led to solutions. Although this sounds like the essence of constructivism, Fosnot does not address the changes in communication and power relations between teacher and students that are involved in this process. In fact, her distinction between this constructive process of invention and the activity of reading the teacher's mind to discover known answers is quite problematic, as this quote from one of the students in her math-for-teachers workshop indicates:

> I'm sure that you probably did plan for us to solve the problem with a place-value system, but it didn't feel that way. It really felt like shared discovery, that there was no answer in particular that you were looking for. In fact, I want to change the word "discover" to the word "invent," because discovery is the uncovering of what someone else wants you to find. Invention is more

powerful and connotes ownership. I felt like I owned the solution. (Fosnot, 1989, p. 86)

Fosnot argues that this kind of active learning leads to student empowerment:

> These processes all mandate far more active learners, as well as a different model of education than the one subscribed to at present by most institutions. Rather than being powerless and dependent on the institution, learners need to be empowered to think and to learn for themselves. Thus, learning needs to be conceived of as something a learner does, not as something that is done to a learner. (Fosnot, 1989, p. 5)

With respect to teaching, Fosnot's belief is that teachers should become developmental psychologists who can engage in the kind of clinical inquiry pioneered by Piaget: "Rather than being told what developmental psychologists have found, they would become psychologists themselves. Rather than being told how to teach they would construct their own pedagogy" (Fosnot, 1989, p. 137).

In her book (pp. 37-40) *Enquiring Teachers, Enquiring Learners: A Constructivist Approach for Teaching* Fosnot (1989) makes it clear that her goal is that teachers learn the clinical interviewing and assessment skills to enable them to engage students in Piagetian style cognitive activities and to enable them to assess their developmental progress in terms of the kinds of developmental indicators associated with classic Piagetian tasks.

In his work Sigel reports that he is "guided by a constructivist approach similar, but not identical, to that of Piaget" (1987, p. 250). The outcome in Sigel's case is the development of a specific inquiry approach to pedagogy designed to promote cognitive advancement in students. For Sigel, constructivism is embodied in the mental interpretation of external experience: "to the constructivist the individual's behaviour is a function of how he organizes experiences and how he places his own imprint on these experiences" (1978, p. 334).

Sigel uses a synthesis of Piaget's (1952/1953) work and Kelly's (1958) personal constructivist theory to argue for the necessity of considering each individual as a scientist, constantly engaged in dialectical interaction with reality, and constantly evaluating information for its congruence with current representations of reality. For

Sigel the key issue is the development of mental representations of reality. Sigel (1981, 1984, 1987) argues that to develop abstract representations we need to detach ourselves from our own reality, and to increase the accuracy and complexity of our representations we need to be confronted with contradictions and discrepancies that induce cognitive conflict and thus force us to re-evaluate our existing interpretations in light of the discrepant information.

Distancing is accomplished by means of a set of inquiry and questioning strategies that are designed to cause a "cognitive separation between the individual and the immediate present" and which demand "active engagement" (Sigel, 1978, p. 212). Cognitive conflict is induced by the introduction of discrepancies that are designed to cause the student to rethink her or his assumptions. Sigel has studied and promoted the use of distancing education in elementary and early childhood education (e.g., Sigel, 1981, 1984, 1987) and in parent-child interaction (Sigel and McGillicuddy-Delisi, 1984). Sigel and Fosnot share a common epistemological perspective that is quite faithful to the universalist assumptions underlying Piaget's theory, and both apparently view the goal of pedagogy as facilitating the kind of intellectual growth that leads to scientific reasoning, abstract thought, and formal operations as delineated by Piaget.

A related component of the Piagetian constructivism paradigm, which was not discussed, is *the constructivism of Vygotsky or social constructivism paradigm* (Vygotsky, 1929, 1962). In this theory, also called situated constructivism paradigm, learning has a bold interpretation: namely, that significant learning is achieved only in a social context. The final research paradigm to be next focus of attention is pragmatism paradigm (see Table 4.1).

4.2.3.6 Pragmatism Paradigm

The pragmatism paradigm practitioner (Campbell, 2011; Given, 2008; Juuti and Lavonen, 2006) has indicated that the realist paradigm or the pragmatic mixed methods approach was triggered by the over-deterministic and constricted nature of positivism paradigm offer very little methodological choices to researchers. Since the positivism paradigm's over-deterministic stance offers very little room for choice due

to its sole focus on the causal nature of universal laws, and constructivism is totally relativist (highly social-cum-contextual-oriented), frustrated researchers turn to realism (pragmatism paradigm), which embraces aspects of both positivism paradigm and interpretivism paradigm (Juuti and Lavonen, 2006).

According to Campbell (2011), pragmatism holds that real structures exist independently of human consciousness, but that knowledge is socially created. In the context of the above positioning, Saunders, Lewis and Thornhill (2012) contend that our knowledge of reality is a result of social conditioning. To Blaikie (2007), whilst realism is concerned with what kinds of things there are, and how these things behave, pragmatism accepts that reality may exist in spite of science or observation. Based upon the above postulation it can be concluded that there is validity in recognising realities that are simply claimed to exist or act, whether proven or not. In common with positioning embraced by the interpretivism paradigm, realism (pragmatism paradigm) recognises that natural and social sciences are different, and that social reality is pre-interpreted. However, realists or advocates of the pragmatism paradigm in total agreement with the positivism positioning also hold that science must be empirically-based, rational and objective. Advocates of pragmatism paradigm, therefore, argue that social objects may be studied 'scientifically' as social objects, not simply through language and discourse (Campbell, 2011; Saunders, Lewis and Thornhill, 2012).

Exponents of the positivism paradigm hold that direct causal relationships exist, that these relationships apply universally (leading to prediction) and that the underlying mechanisms of the relationships can be understood through observation (Given, 2006; Mouton, 2001). Contrary to the above view, realists or advocates of the pragmatism paradigm contend that the underlying mechanisms are simply the powers or tendencies that things have to act in a certain way and that other factors may moderate these tendencies depending upon circumstances. This pragmatism positioning, therefore, insists on focusing more on understanding and explanation than on prediction.

Although Blaikie (2007, 2010) describes realism (pragmatism paradigm) as an ultimate search for generative mechanisms, he points out that realists or

pragmatism paradigm promoters recognise that the underlying mechanisms can act apparently independently or `out of phase' with the observable events, and that events can occur independently without them being experienced. The out-of-character occurrence of events described above Blaikie is described by Hatch and Cunliffe (2006) as a 'stratified' form of reality whereby surface events are shaped by underlying structures and mechanisms. The deeper insight that the analysis is straining to convey here is that human beings are aware of or see only a part of reality: namely, that what we see is only part of the bigger picture.

From an organisational perspective, Hatch and Cunliffe (2006) describe the realist (pragmatic) researcher as an investigator, who enquires into multiple-related social phenomena loaded with social issues. The social issues that the realist researcher tends to investigate include (1) the mechanisms and structures that underlie institutional forms and practices, (2) how these emerge over time, (3) how they might empower and constrain social actors, (4) and how such forms may be critiqued and changed. Realists or pragmatic researchers believe that researching from different angles and at multiple levels will all contribute to better understanding since reality can exist on multiple levels (Chia, 2002); hence pragmatists project realism as inductive or theory building.

It must be reiterated here that the main paradigm used by the study was the pragmatic research paradigm, which combined both qualitative and qualitative research paradigms. The pragmatism paradigm used by the study, "was first introduced through the works of Charles Sanders Peirce (1839–1914), and then further developed by William James (1842–1910) and John Dewey (1859–1952)" (Given, 2008, pp. 671-672). The pragmatism paradigm was first formulated by the above philosophers "in order to provide an answer to the mind-body-problem: how our immaterial mind can acquire knowledge of a material world" (Juuti and Lavonen 2006, p. 57). Thus, pragmatists believe that "truth is found in 'what works best' and that truth is relative to the current situation" (Given, 2008, p. 672). According to Mouton (2001, p. 8), the term pragmatism "is derived from the Greek words 'pragmein' and 'pragma' (thing and fact), which literally mean 'to do'. The emphasis is on what is done: that is, the focus is on outcomes rather than ideas or ideals".

The majority of writers on research methodologies agree that pragmatism is an appropriate paradigm for underpinning mixed methods research design (Creswell, Tashakkori, Jensen and Shapley, 2010; Williams, 2007; Morgan, 2007; Bergman, 2008; Sangasubana, 2009; Heyvaert, Maes and Onghena, 2011; Leedy and Ormrod 2013; Creswell, 2014).

Patricia Turrisi's (1987, p. 250) *Pragmatism as a Principle and Method of Right Thinking: The 1903 Harvard Lectures on Pragmatism* defines the pragmatism paradigm as a practical approach whose worth is determined by its "cash-value," a term, which was coined by William James (1909) and discussed in his *Pragmatism and The Meaning of Truth*. The pragmatism paradigm holds that practicality precedes dogma, even though pragmatism is itself a dogma (Campbell, 2011). Webster's Dictionary (1973) describes pragmatism as the proposition, which posits that: "the meaning of conceptions is to be sought in their practical bearings, that the function of thought is to guide action, and that truth is pre-eminently to be tested by the practical consequences of belief" (Cited in Campbell, 2011, p. 5).

According to Dewey (1925, p. 40), realist or pragmatic approach's view on the measurable world relates more closely to an "existential reality", a reference to an experiential world with different elements or layers, some objective, some subjective [interpretive], and some a mixture of the two: namely the acceptance of both quantifiable reality and non-quantifiable reality (Dewey, 1925, p. 47).

According to Rorty (1999, p. ixx), advocates of the pragmatism paradigm are "anti-dualists" who challenge the artificial dichotomy between the positivist paradigm and interpretivist/narrative/constructivist paradigms and call for a convergence of quantitative and qualitative methods. These pro-narrative paradigm advocates argued that the quantitative paradigm (positivism) and qualitative paradigm (interpretivism/constructivism) are not different at the epistemological or ontological level, and that they share many commonalities in their approaches to research inquiry (Hanson, 2008; Johnson and Onwuegbuzie, 2004).

The chapter's next attention is to justify its use of the pragmatic paradigm research approach (mixed methods research approach). The first reason that motivated the

choice of the pragmatic paradigm was that it resonated with the phenomenon under investigation and the overall thrust of the study. The study focused on the conflicts between SGBs and SMTs, which were underpinned by power dynamics and power politics fuelled by social inequalities. The reviewed literature has confirmed that the realist (the pragmatic) or the mixed methods research approach is the most effective research paradigm to address the voiceless rural parent governors' struggle for equal participation in the SASA school-based financial governance and management interventionist programmes: an argument supported by the synthesis of the literature reviewed below.

Mertens' (2007, pp. 212-223) "Transformative Paradigm Mixed Methods and Social Justice" highlights the symbiotic relationship between mixed methods (combing quantitative and qualitative data sources in the same study) when it describes pragmatic paradigm, which is synonymous with mixed methods research (see Table 1), as "transformative paradigm". According to Mertens (2007), the transformative paradigm/pragmatic paradigm with its associated philosophical assumptions provides a framework for addressing social inequality and injustice in society using culturally competent, mixed methods strategies. The recognition that realities are constructed and shaped by social, political, cultural, economic, and racial/ethnic values has suggested that power and privilege are the important determinants of the chronic conflicts that shaped and informed the actions of the SASA/SGB-SMT stakeholders.

The second reason that warranted the use of the pragmatism paradigm is the fact that the pragmatic paradigm is deemed by the literature to be the most appropriate paradigm for the mixed methods design and methodology used by the study. Many researchers (Barab and Squire, 2004; Brannen, 2005; Creswell, 2010, 2013a, 2014; Juuti and Lavonen, 2006; Brewer and Hunter, 2006; Bergman, 2008; Bryman, 2006b, 2008; Bazeley, 2009; Fielding and Cisneros-Puebla, 2009; Biesta, 2010; Johnson and Gray, 2010; Creswell 2010, 2013a, 2014) have suggested that the pragmatic research paradigm is the appropriate paradigm orientation for framing mixed methods research approach.

The third rationale for using the pragmatic paradigm emanated from the fact that it provided a methodological framework that enabled the researcher to use both

quantitative data collection instrument (closed-ended survey questionnaires) and qualitative data collection instrument (open-ended face-to-face semi-structured interviews) to collect both numeric data and narrative data, which were analysed and interpreted quantitatively and qualitatively. Creswell (2010, p. 11) confirms the above assertion when he argues that advocates of the pragmatic paradigm are not committed to any one system of philosophy or reality, and that pragmatists embrace the use of quantitative paradigm and qualitative paradigm in a single research investigation.

Finally, the researcher chose to use a pragmatic mixed methods research approach (postpositivist paradigm), which enabled him to combine quantitative and qualitative data collection techniques, data analysis and data interpretation procedures (Sandelowski, Voils and Knafl, 2009; Tashakkori and Teddlie, 2010). The next focus of attention entails providing a detailed definition and description of the mixed methods research methodology used by the study.

4.3 RESEARCH METHODOLOGY

The study adopted a pragmatic mixed methods research design and methodology, which combined the use of quantitative and qualitative data collection, data analysis and data interpretation techniques. Studies (Cooper and Schindler, 2008; Hussey and Hussey, 2009; Robson, 2011) have indicated that some of the major research methodological problems which researchers have to resolve in order to achieve the research purpose and to answer the research questions. These research methodology and research method issues include explaining the ontological and epistemological assumptions and the research paradigms used, describing the research design and methodology used, describing the research participants (the population and sampling), describing how data was collected, and explaining data analysis and data interpretation methods used.

Research methodology is described as the choices researchers make about the phenomenon to study. These choices include deciding on what methods to use for data gathering, the appropriate forms of data analysis and data interpretation to be used and how to apply theses methodological strategies in order to achieve the research purpose (Gill and Johnson, 2010; Bryman, 2012). Research (Fisher,

2010; Bryman and Bell, 2011) also describes research methodology as the study, the description, the explanation, and the justification of methods, and not the methods themselves. The distinction between research methodologies and research methods is also highlighted by the literature.

Somekh and Lewin (2005, p. 346) define methodology as both "the collection of methods or rules by which a particular piece of research is undertaken" and the "principles, theories and values that underpin a particular approach to research" while Walter (2006, p. 35) asserts that methodology is the frame of reference for the research and which is influenced by the "paradigm in which our theoretical perspectives are placed or developed". The most common methodology definitions suggest that methodology is the overall approach to research. The most common definitions of research methodology are linked to the research paradigm or the theoretical framework while research methods refer to systematic modes, procedures or tools used for data collection and analysis of data (Mackenzie and Knipe, 2006).

Research (Leech and Onwuegbuzie, 2009, 2010; Kalof, Dan and Dietz, 2008; Denzin and Lincoln, 2011; Heyvaert, Maes and Onghena, 2011; Wahyumi, 2012) has noted that research methodology and research method are two distinctive concepts. Using an analogy to highlight the distinction between research methodology and research method Jonker and Pennink (2010) have pointed out that while a research methodology is a domain or a map, a research method refers to a set of steps to be travelled between two places on the map. A methodology is also perceived as a model for conducting a research within the context of a particular paradigm and comprises the underlying sets of philosophical beliefs that guide a researcher to choose one set of research methods over another (Wahyuni, 2012).

From the above analysis, it can be concluded that a research method is a practical application of doing research whereas a methodology is the theoretical and ideological foundation of the research method (Sarantakos, 2005; Wahyuni, 2012; Fetters, Curry and Creswell, 2013). The next subsection deals with the pragmatic method or the realist approach (the mixed methods research procedure) used by the study.

4.3.1 Mixed Methods Research Procedure

The study adopted a pragmatic mixed methods design, which combined the use of quantitative and qualitative data collection, data analysis and data interpretation techniques. Studies (Cooper and Schindler, 2008; Hussey and Hussey, 2009; Robson, 2011) have indicated that some of the major research methodological problems which researchers have to resolve in order to achieve the research purpose and to answer the research questions. These issues of research methodology and research methods include explaining the ontological and epistemological assumptions and the research paradigm(s) used, describing the research design used, describing the research participants (the population and sampling), describing how data was collected, explaining data analysis methods used and the data interpretation techniques exploited by the study.

Research methodology is described as the choices researchers make about the phenomenon to study – choices that include deciding on what methods to use for data gathering, the appropriate forms of data analysis to be used and how to apply theses methodological strategies in order to achieve the research purpose (Gill and Johnson, 2010; Bryman, 2012). Research (Fisher, 2010; Bryman and Bell, 2011) also describes research methodology as the study, the description, the explanation, and the justification of methods, and not the methods themselves. The distinction between research methodologies and research methods is also highlighted by the literature.

Although a research method consists of a set of specific procedures, tools and techniques to gather and analyse data it is a-theoretical; that is it is not dependent on methodologies and paradigms (Sarantakos, 2005). Therefore, a research method, for example, an interview, can be used in different research methodologies. The chapter's next focus of attention is the mixed methods research design used by the study.

4.3.2 Mixed Methods Research Design

According to Saunders, Tornhill and Lewis (2012, p. 43), research design is expected to provide "an overall view of the method chosen and the reason for that choice". Bless, Higson-Smith and Kagee (2006) describe research design as the plan of how

to proceed in determining the nature of the relationship between research variables. Research design is also defined as a plan or blueprint of how researchers conduct research studies (Babbie, Mouton, Voster and Prozesky, 2006; Cooper and Schindler, 2006, 2008). The above conceptualisation of the concept of research design is re-affirmed by Babbie and Mouton (1998), McMillan and Schumacher (2006) and Wiersma and Jurs (2009) when they state that research design addresses the planning of scientific enquiry.

The methodological literature (Kuh and McCarthy, 1980; Saunders, Lewis and Thornhill, 2012; Silverman, 2010) suggested that research design is determined by the research question(s). This methodological insight shaped and informed the study's careful selection of the appropriate mixed methods research design, which proved to have the methodological potentials for the effective investigation of the research question: *What ideas of consciousness raising strategies could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of the section 21 high schools?* Mouton (1996, p. 107) states that the main function of a research design is to enable the researcher to anticipate what the appropriate research decisions should be so as to maximise the validity of the eventual results.

The study investigated or evaluated the relationship between SGBs' and SMTs' financial conscientiousness, the SGB-SMT boundary spanning leadership feuds created by struggles over the control of school finances and the impacts of these SGB-SMT multiple conflicts on the educational outcomes of 49 Eastern Cape Section 21 high schools. Creswell (2012) defines the mixed methods research design as a procedure for collecting, analysing, and mixing both qualitative and quantitative research and methods in a single study in order to understand the research problem under investigation. Creswell (2012) also describes the mixed methods research as a convergent or concurrent design or a twin-data-sources approach that was used to simultaneously to collect, merge or used both qualitative and quantitative data. Creswell expands his description of mixed methods design by further providing numerous attributes of the mixed methods research approach. He reports that the mixed methods orientation requires

constructing the following: (1) creating an explanatory sequential design which is used to first gather quantitative data and later to gather qualitative data to enhance on the quantitative findings; (2) creating an exploratory sequential design in which qualitative data is collected first to investigate the phenomenon and later to gather quantitative data to explain qualitative findings; (3) constructing transformative design that is deployed to create either convergent, explanatory, exploratory or embedded design types while including design types within an evolving context; and (4) finally, to create a multiphase aimed at examining a subject or issue through a number of studies. The researcher also used convergent parallel or concurrent design because it is the most appropriate blueprint for achieving the overall goal of the study.

Figure 4.1   : The Convergent Parallel Design (Creswell, 2012, p. 541)

Qualitative data collection

Text data

Quantitative data collection

Numerical data

Qualitative analysis

Thematic analysis

Quantitative analysis

Statistical analysis

Merging of the two sets of results

Qualitative and quantitative data

Interpretation of the merged results
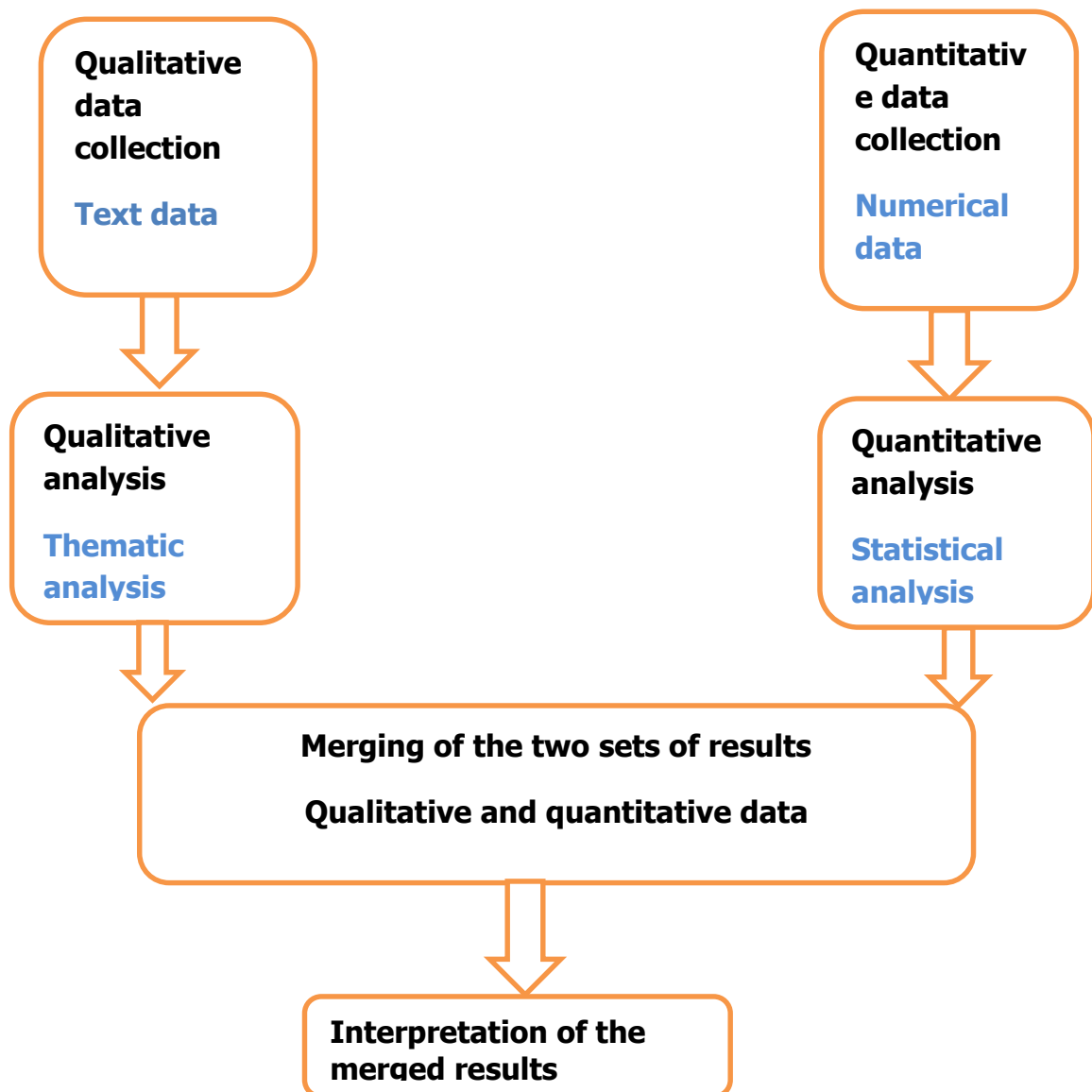
The above figure refers to the four steps involved in the convergent mixed method design the researcher employed in this study. The method started with collecting both qualitative (text) and quantitative (numerical) data concurrently. The two sets of data were then analysed separately, using qualitative and quantitative analytical methods. After obtaining the results in each data set, the results were merged together into one. This occurred during interpretation where the results were directly compared to determine to what extent and in what ways the results converged, diverged or combined to create a better understanding of the research problem. This form of comparison has been referred to as confirmation, disconfirmation, cross-validation or corroboration (Creswell and Plano Clark, 2011, p. 78).

This design is characterised by collecting both qualitative and quantitative data concurrently and then mixing the results during the overall interpretation (Creswell and Plano Clark, 2011, pp. 70-71). The purpose for using convergent design in this study was to obtain an understanding from two databases and to corroborate results from different methods. A different but complementary data was obtained on the same issue, enabling a better understanding of the research problem. The researcher's intention in using two different datasets, which complemented each other, was to use the strength of one method to eliminate the weaknesses inherent within the other. According to Creswell and Plano Clark (2011), this approach is also used to synthesise complementary qualitative and quantitative results in order to develop a more complete understanding about the topic.

Another component of the mixed methods research methodology that was used by the study is the narrative research method.

4.3.3 Narrative Approach

A narrative approach is qualitative method of research. The idea behind the use of narratives is to help reveal or uncover the untold stories about the boundary spanning between the SGBs and the SMTs in Section 21 high schools and to enable competing SGB-SMT stakeholders to retell their own versions of the stories that expose the hidden factors that constrain the successful implementation of participative partnership and participative management objectives enshrined in the SASA/SGB-SMT framework. The narrative method allows for the telling of and listening to the stories. Young (2000) posits that storytelling is often an important means by which members of the collectives identify one another, and identify the basis of their affinity. Young (2000) believes that narrative exchanges give a reflective voice to situated experiences and help affinity groupings give accounts of their own individual identities in relation to their social positioning and their affinities with others. Young (2000) further asserts that people often use narratives as a means of politicising their situation. They achieve their desirable narrative objectives by reflecting on the extent to which they experience similar problems, and by determining what political remedy they may propose for themselves. According to her, examples of such local public's emerging reflective stories include the processes of "consciousness-raising" where problems are not yet recognised.

Research (Connelly and Clandelin, 1990; Clandinin and Connelly, 2000; Kohler-Riessman, 2000, 2002, 2003; Mishler, 1995; Roberts, 2001) also describes the narrative approach as the account of a connected sequence of actions, events and circumstances. Such accounts may contain varying amounts of description, analysis and explanation as explained by Roberts (2001). Clandinin and Connelly (2000) posit that narrative inquiry can be of two types: descriptive and explanatory. By and large, these two forms of enquiry use the same kind of narratives. According to Clandinin and Connelly (2000), in descriptive narrative accounts, individuals or groups use narrative to create a real-life sequence of events in order to make their lives or organisations meaningful. However, in an explanatory narrative, the narrative research practitioner is only interested in accounting for the connection between

events in a causal sense and providing the necessary narrative accounts that supply the connections.

This study used qualitative data generated by in-depth open-ended interviews to construct narrative descriptions, detailed narrations of people, incidents, and processes. The entire descriptive narration was completed after data collection because of the discovery orientation of the research. To inductively generate a descriptive narration, certain kinds of data were required in the completed notes distilled from transcripts. Descriptive narrations, sometimes called "'rich' or 'thick' description told in 'loving detail' contain at least four elements: people, incidents, participants' language and participants' meaning" (Young, 2000, p. 73). Participants are described as individuals who have different personal histories, and display different physical, emotional, and intellectual characteristics in various situations. Incidents formed narratives of the social scenes, which were similar to telling stories. Descriptions emphasised the participants' language not that of the researcher or social science pre-determined statements. Participants' names for incidents, locations, objects, special events and processes were noted.

Language refers to any form of communication such as verbal and non-verbal expressions, drawings, cartoons, symbols and the like. Descriptions emphasise participant "meanings". Participants' meanings are peoples' views of reality or how they perceive their world. Participants' meanings were conveyed when a person states "why" or "because" an event happened. Research postulates that that storytelling is often an important means by which members of collectives not only identify one another but also establish the basis of their affinity (Young, 2000).

In this inquiry, stories were solicited from the District Director, Education Development Officer, District National Norms and Standards for school funding coordinator, School Principals of schools, School Governing Bodies and through the use of semi-structured interviews with open ended questions, which were interpreted using themes. The word 'narrative' is generally associated with terms such as 'tale', or 'story' – especially a story told in the first person. Every person has his or her own story, and some research projects are designed to collect and analyse

the stories of participants. These are different kinds of narrative research studies ranging from personal experience to historical narratives. Consequently, narrative analysis refers to a variety of procedures for the interpretation (making meaning) of the narratives generated in research (Cladinin and Connelly, 2000; Cortazzi, 1993; Ellis and Bochner, 2000; Riessman, 2002, 2003).

Narrative analysis also includes a formal and structural means of analysis (e.g. examining how a story is organized, how it is developed, where it begins and ends), or a functional analysis that looks at what the story (narrative) is "doing" or what is being told in the story (e.g. whether it is a moral tale or a success story). In using narrative analysis techniques, the researcher tracked sequences, chronology, stories or processes in the data, keeping in mind that most narratives have a backward and forward nature that needs to be unravelled in the analysis. Secondly, in most narratives meaning is conveyed at different levels (e.g. informational content level that is suitable for content analysis; textual level that is suitable for hermeneutic or discourse analysis; or interpersonal level that could be subjected to conversation analysis). That narrative analysis also has its own methodology must be noted. Here, the research data formed narrative strings (presenting commonalities running through and across texts), narrative threads (major emerging themes) and temporal/spatial themes (past, present and future contexts) (Mishler, 1995; Maree, 2007; Riessman, 2003).

Narrative analysis approach may be seen as a specialized form of discourse analysis strategy because it searches for the way participants make sense of their lives by representing them in story form. They do so because the form of the story appeals to them for some reason, or it is compelling. Narratives or stories have structure, also known as the story grammar or storyline, and it is this natural form of expression and representation that intrigues the narrative analyst in social science. A story grammar or storyline consists of sets of rules that govern the language action in narration. Henning (2004) likens the mechanical structure of the narrative to that of discourse: both are characterised by specific types of language action that reflect social life and human conditions in structures.

Riessman (2002, p. 16), who is known for her writing of narrative analysis, says: "personal narratives are at core of meaning-making units of discourse. They are of interest precisely because narrators interpret the past in stories rather than reproduce the past as it was". In analysing data that is partially or wholly narrated information, the analyst applies characteristics of narratives used by the participant to try to once again find a pattern of language action that may be of significance.

To start with, a set of data (that has narrative potential) will be selected. The data does not have to be from a narrative interview only, but may consist of excerpts from data in which a story or part of a story is evident. Riessman (2002) suggests that the narrative should be analysed as performance, meaning that the data not only represent, but also present and acts. The story itself is the object of study and not the element of content within the story. In language, performance is known as 'speech acts' (Riessman, 2002, p. 701). By this she means that a personal narrative needs to be edited and adjusted to reflect a performed, preferred self in which the speaker narrates with a purpose. That is, to tell the story (of herself or others) with a purpose, and that is what the analyst wishes to capture.

In trying to see the pattern of the narrative and its implications for understanding social action the phenomena and, ultimately, the human condition played out in the story of a school, the analyst needs to remain particularly close to the data. Extracting the indicators and grouping them into categories (or networks) of shared meaning should culminate in a pattern. Like all data patterns, it should show regularity, rhythm and cohesion. It is the main template for meaning making in the story, and as a template, it may also be used to filter non–narrative data (Henning 2000).

Young (2000), who believes in narrative research, is among those researchers who argue for making a case for narratives. By arguing for narratives, Young (2000) aims to integrate persons with different voices, since this approach recognizes that all persons have voices and are different, and that they have a right to participate in public life. The author, further, argues that persons with different voices have a right to participate in public life. For Young (2000), the importance of dialogue lies in the

fact that it creates an enabling environment to resolve issues in an amicable manner. Furthermore, it helps construct an account of the web of social relations between people (Roederer and Moellendorf, 2004). The web of social relations, according to these authors is what Hannah Arendt (1968) calls *the web of human relations*, which both relates and separates people as well as revealing the connected implications and effects of multiple narratives and critical questioning (Arendt, 1998; Kristeva, 1989). Narratives are qualitative in nature. The target population and sampling process is the chapter's next focus of attention.

4.3.4 Target Population and Sampling Process

This section deals with the conceptualisation of the research target population, the sampling strategy and the sample size.

4.3.4.1 Target population

The study targeted the Butterworth Education District, which has 49 Section 21 high schools. The target population, therefore, was 49 Section 21 high schools in the Eastern Cape Province. A target research population refers to the entire group of cases that meet the specified set of criteria (Bryman, 2012). The target population is a set of entities that contain all elements or individuals of interest to the researcher. It is the total number of units from which primary data may potentially be collected because they meet the criteria for inclusion in the study (Bailey, 2007; Burns and Grove, 2009).

4.3.4.2 Sampling strategy

The study used a non-probability sampling strategy, a purposive sampling technique, to select samples for the pilot study and the main study. Sampling strategy can be described as the process of selecting individuals / elements, groups, behaviours or events to be studied (Gill and Johnson, 2010). The term sample refers to the subset of the population to be studied. A sample is "a part of a whole, or a subset of a large set" (Brink, Van der Walt and Van Rensburg, 2012, p. 124) or a portion of the

population selected by the researcher to participate in the research (Burns and Grove, 2009).

The study purposively sampled participants from the population of 49 Section 21 high schools from the Eastern Cape Province – the target population with the characteristics that have a potential to have a range of rich information relevant to the SGB-SMT boundary spanning leadership study. Purposive sampling is a type of non-probability sampling in which the units to be observed are selected on the basis of the researcher's judgement about which ones will be most useful or representative (Babbie, 2011).

Purposive sampling is also perceived by some researchers as judgemental sampling (Grix, 2010; Rubin and Babbie, 2008). This type of sample is based entirely on the judgement of the researcher. The judgemental characteristic of the purposive sample is composed of elements that contain the most characteristic, representative or typical attributes of the population that serve the purpose of the study best (Hussey and Hussey, 2009; Monette, Sullivan and DeJong, 2005). In purposive sampling a particular case is chosen because it illustrates some feature or process that is of interest to a particular study (Creswell, 2011). Denzin and Lincoln (2011) refer to this kind of sampling as typical case sampling in qualitative research where typical cases are sought and selected for the study.

Creswell (2007) further observed that this form of sampling is used in qualitative research. The participants and sites for purposive sampling are selected because they are deemed to have the potentials capable of purposefully enhancing the understanding of the research problem under investigation. According to Hoover and Donovan (2011), in purposive sampling, the researcher selects the participants according to the needs of the study. The needs of the study entailed collecting information-rich perceptions about SGB-SMT boundary spanning leadership conflicts and their multiple effects on the 49 section 21 high schools. The school principals, SGB chairpersons and school finance officers located in 49 Section 21 high schools and Departmental Officials in the Eastern Cape Province were selected for the study.

4.3.4.3 Sample size

The research sample size, therefore, was 147 participants (n=147). The sample consisted of the following participant sub-groups: (a) 138 questionnaires participants (46 school principals, 46 SGB chairpersons and 46 school finance officers) sampled from 46 high schools, and (b) 9 face-to-face interviews participants (3 school principals, 3 SGB chairpersons and) purposively sampled from 3 different Section 21 high schools located in three sites (rural, semi-urban and urban areas) of the Butterworth District as well as 3 Departmental Officials (The District Director, Education Development Officer and the District National Norms and Standards for School Funding Coordinator).

4.3.5 Data Collection Techniques

The study used both face-to-face semi-structured interviews and closed-ended questionnaires to collect data from the sampled participants. The face-to-face semi-structured interviews, were used to collect data from 9 participants and closed-ended questionnaires, were used to collect data from 138 participants. In other words, the two primary data instruments (face-to-face semi-structured interviews and closed-ended questionnaire) were used to collect data from 147 participants purposively selected from 49 Eastern Cape Section 21 high schools.

4.3.5.1 Qualitative semi-structured interviews

Semi-structured interviews and open-ended questions were used for collecting interviews data. Cantrell (1993, p. 91) posits that instruments are tied to the purpose of the study and the structure of the research design. She further asserts that the primary instrument for qualitative methods is the inquirer himself or herself. For Lincoln and Guba (1985), the human instrument is the instrument of choice, regardless of any imperfection, because its adaptability best meets the research requirements tied to the interpretivism paradigm. However, the human instrument may use other instruments to collect data such as a list of interview questions, observational check lists or a traditional paper-pencil instrument and many others (Cantrell, 1993).

For the purposes of this research, face-to-face interviews, which used semi-structured interview schedules, were employed to gather information from the District Director, Education Development Officer, Norms and Standards for School Funding coordinator, the school governing body chairpersons and the school principals (SMTs). The face-to-face interviews, which were based upon a mixture of closed-ended and open-ended questions, were employed because this instrument was the most relevant and appropriate for the mixed methods research design and the methodology used by the study. These research tools enabled the researcher to collect rich information that was used in the financial conscientiousness and boundary spanning phenomenon being experienced in Section 21 high schools in the Eastern Cape Province. The researcher believed that interviews were the most appropriate data collection method capable of capturing the hidden insights that motivated the social actor participants of the SASA/SGB-SMT conflict-ravaged Eastern Cape Section 21 high school landscape.

The in-depth semi-structured interviews were generally regarded as appropriate tools with which to gain entry into the participants' lived world, and to make meaning of that world through dialogue (Seidman, 1991). The researcher used semi-structured interviews in order to enable participants to retell and to elaborate upon their stories freely while being guided through probing questions towards revealing their deep insights on SGB-SMT boundary spanning conflicts: interviewing techniques expected to induce them to willingly open up about their experiences and feelings. Brink, Van der Walt and Van Rensburg (2012) endorse this interviewing approach because of its usefulness in encouraging open communication as well as producing concrete and authentic rich information filtered through the participants' real-world experiences.

The semi-structured interviews are commonly used in research projects in order to corroborate different datasets emerging from mixed methods multiple data sources. Interviewing seldom spans over a long time period and usually requires that the research participants answer a set of predetermined questions. It also allows for probing and clarification of answers. Semi-structured interview schedules basically define the line of inquiry. As a researcher, one must be attentive to the responses of

his/her participants so that he/she can identify new emerging lines of inquiry that are directly related to the phenomenon being studied and explored in order to probe these. At the same time, it is easy to get side-tracked by trivial aspects that are not related to the study. If this happens, one needs to guide his/her participants back to the focus of the interview (Maree, 2012).

McMillan and Schumacher (2010) believe that researchers use semi-structured interviews to gain a detailed picture of the participants' beliefs about, or perceptions or accounts of, a particular topic. The semi-structured interview method used gave the researcher and participants much more flexibility. The researcher was able to follow up particularly interesting avenues that emerged during the interviewing process, and the participants were able to give fuller pictures of their real-world SGB-SMT boundary spanning conflicts. However, semi-structured interviews are especially suitable where one is particularly interested in unravelling an intricate social phenomenon or a complex social sciences process or where a controversial or personal research issue is being investigated.

The deployment of semi-structured interviews entailed the researcher having to use an interview schedule grounded upon a set of predetermined questions. Despite the interview schedule's predetermined questions, the interviewing of the participants was be guided rather than dictated to by the interview schedule. Participants tend to share more closely in the direction the interview takes and can introduce the relevant issues and expose deep insights the researcher had not thought of. Within the participant-researcher relationship, the participant is perceived as an expert on the subject, and should therefore be allowed maximum opportunity to tell his/her story. Interview questions are nearly always open-ended (Smith et al, 1995, p. 9-26 cited in McMillan and Schumacher, 2010).

The interview schedule used was also characterized by open-ended questions which created an ideal conversational environment that enabled the researcher to explore certain views, ideas, beliefs and attitudes about certain events or phenomenon under investigation. Open-ended interviews are normally spread out over a period of time and consist of a series of interviews. Although the participant generated

responses intimated solutions to the research question or provided insights into events, the research focus was primarily on the participants' own perceptions of the events or the phenomenon being studied (Maree, 2012).

The research by means of open-ended research interviews was conducted in an informal, non-directive manner so as to allow the flow of conversation as the researcher strived to influence the research participants as little as possible. Naturally, where the researcher failed to understand a particular point made by any participant being interviewed, the researcher sought a greater clarity from the respondents. This type of interviewing allowed the respondents freedom to elaborate on responses in the manner in which they wished. As Markison and Gognalos-Caillard (cited in Kruger, 1988) point out, the advantage of semi-structured or non-directive interviews was their flexibility, which allowed the researcher to grasp more fully the participants' lived experiences than would be possible through the use and the application of a more rigid methodological technique. Open-ended questions were used because they allowed a free flowing conversation limited only by the overall focus of the research (Brink, Van der Walt and Van Rensburg, 2012).

The use of the open-ended interviews strategy allowed respondents to express their feelings, real-life experiences and to unpack their narratives and ideas (White, 2005). The probing questions that were asked during the interviewing process might not necessarily be the same for all respondents because the follow-up- questions directed at individual participants were generated by different individual responses to the interview schedule's open-ended interview questions. The questions were asked in the language preferred by the respondents and later translated into English. These participants were purposefully selected with the belief that they have actually experienced the SGB-SMT boundary spanning phenomenon under investigation. The open-ended interviews were used to collect data from the key expert informants because it was believed that the interviews instrument would generate rich information filtered through real-life experiences of the SGB-SMT participants. The key expert informants' rich informative narratives derived from the SGB-SMT boundary spanning conflicts were expected to communicate the respondents'

feelings, thoughts and perceptions in relation to the recruitment, selection and transfer of educators.

Qualitative techniques, particularly one-on-one interviews, enabled the researcher to tie together clusters of behaviour that related to a given action or situation (Mwanje, 2001). McMillan and Schumacher (2010) believe that interviews can be used with many different problems and types of persons, such as those who are illiterate or too young to read and write. That is not all. These responses can be probed, followed up, clarified, and elaborated upon in order to achieve specific accurate responses. Non-verbal as well as verbal behaviour patterns can be noted in face-to-face interviews, and the interviewer has an opportunity to motivate the respondent. Face-face interviews produce a higher response rate, especially for topics that concern personal qualities or negative feelings than other research instruments (McMillan and Schumacher, 2010).

McMillan and Schumacher (2010) have the primary disadvantages of using interviews. The perceived advantages of interviewing listed are the following: the potential for subjectivity and bias, its higher costs, its time consuming nature and the lack of anonymity. The other negative attributes of the interviews instrument are, (1) depending on the training and expertise of the interviewer the respondents may be uncomfortable during the interviewing process and unwilling to report their true feelings; (2) the interviewer may ask leading questions to support a particular point of view thus reducing the authenticity of responses; (3) or the interviewer's perceptions of what was said may be inaccurate. Another constraint of the interviews technique emanates from the fact that interviewing is not only labour-intensive, but it is costly and time consuming (with the possible exception of telephone interviews). This negative characteristic usually translates into sampling fewer subjects than could be obtained with a questionnaire. Since interviews involve one person talking with another, anonymity is not possible. Confidentiality can be stressed, but there is always the potential for faking or for being less honest than forthright and candid, because the subjects may believe that sharing some information would not be in their best interest.

The study's interviewing sessions were captured using a tape recorder. The interviews were recorded because they constituted researcher-participant conversations and interactions that laid the methodological foundations for establishing the quality and the validity of the research findings. It was possible, of course, to imagine a reconstruction of field notes or daily events because it could be difficult to capture interpersonal exchange dynamics. In addition to this, the tape recorder freed the researcher to participate in the conversation. But the skill of asking the right kinds of questions was one which grew with experience and experimentation.

Kruger (1998) maintains that rapport should exist between the researcher and the subjects. It is probably best to put questions to the subjects in tape-recorded interview sessions. Many researchers assert that the spoken interview allows the subjects to be as near as possible to their lived experience. However, the notion of participant observation or the concept of researcher immersion in the participants' lived experiences does neither preclude the possibility of dialogue during this phase of research nor does it prevent the inhibiting effect of the process of spontaneous and expressive writing (Kruger,1998)

Babbie (2011) asserts that an interview is an interaction between the interviewer and the respondent in which the interviewer has a general plan of questioning but not a specific set of questions that must be asked with particular words and in a particular order. Babbie (2011) further explains that a qualitative interview is essentially a conversation in which the interviewer establishes a general direction for the conversation where the respondent does most of the talking whilst the interviewer pursues specific topics raised by the respondent.

The researcher used a general interview guide or protocol that did not contain a set of specific questions worded exactly the same for every interviewee. The interviewees shaped the content of the interview by focusing on the topic of importance or interest. The researcher encouraged the participants to talk, in detail, about their areas of interest. The aim was always be able to obtain rich descriptive

data that would help the researcher not only to answer the research questions but also to understand the participants' construction of knowledge and social reality.

Maree (2012) indicates that the success of using interviews as a data gathering technique depends on the number of factors. These factors include finding people, who are best qualified in terms of the researcher's research questions, to provide the researcher with the required information. This must be resolved through the use of the appropriate sampling strategy.

It was made clear to the respondents what the aim of the interview was and the information the researcher wanted to gather from them. It was essential to verify whether they were willing to be interviewed or not. It was also important to understand that it was good practice to go back to the participants to verify whether the researcher's interpretation and understanding of the data the respondents had provided tallied with the participants' intended meanings of their responses. The aim of the interviews process was to collect rich and descriptive data related to the phenomenon being studied and to saturate the data. The use of an interim data analysis helped to determine if this had been achieved.

The questioning strategy was vitally important. It was important to avoid questions which required "Yes" or "No" answer, and to make sure that all the questions were clear and neutral. The researcher did neither ask leading questions nor subjected interviewees to a long interviewing process. Although the number of questions was kept to a minimum, probing and clarification were used to gain a clear understanding of the participants' perceptions and understanding.

Maree (2012) indicates that the type of question used is as important as the way one asks it. It is important to include a variety of questions. Hence, the questions asked ranged from the following: (1) from experience to behaviour related questions (e.g. tell me about your first teaching assignment?) to opinion and value questions (e.g. what do you think about the welfare policy of the state?); (2) feeling questions (e.g. how do you feel about child abuse?); (3) knowledge questions (e.g. what do

you think about the amendments to the education law?); and (4) sensory or value-based questions (e.g. what is your view on the morale among teachers?).

Good interviewers are good listeners who do not dominate the interview process and who understand that they are there to listen. It is important not to take shortcuts by only hearing what you want to hear. Since the interviewer is not expected to be judgmental nor criticise, he/she is expected to focus on understanding the participants' reactions to the interview questions not to judge the way they react to the questions. Never play psychologist or counsellor, and never argue or disagree with the respondent. It is her or his perception that you want to hear. Observe the respondents' non-verbal communication and check your own non-verbal cues, such as maintaining eye contact and keeping an upright posture.

4.3.5.2 Data transcription

The collected data was transcribed from a tape recorder and reduced to natural meaning units. The information was categorized according to themes that emerged from the data. The participants' experiences and perceptions regarding the issue of boundary spanning conflicts between the SGBs and SMTs on financial matters of Section 21 high schools were categorized to convey meaning. The researcher completed and typed the hand written records, or transcribed the interviews data from the tapes. The typed drafts were edited to eliminate transcriber/typist errors. The final edited recorded response data contained accurate verbatim data and the interviewer's notation of non-verbal communication with initial insights and comments to enhance the search for meaning (McMillan and Schumacher, 2010).

McMillan and Schumacher (2010) posit that the primary data of qualitative interviews are verbatim accounts of what transpires in the interview session. Tape recording the interview ensures the completeness of the verbal interaction and provides material for reliability checks. These advantages are offset by possible respondent distrust and mechanical failure. McMillan and Schumacher (2010) further explain that the use of the tape recorder does not eliminate the need for taking notes to help reformulate questions and probing in addition to recording non-verbal

communication, which facilitates data analysis. In many situations, handwritten notes may be the best method of recording. Interviewer-recording, which forces the interviewer to be attentive, can help pace the interview, and legitimizes the writing of the research insights (beginning data analysis) during the interview. Neither note-taking nor tape recording, however, should interfere with the researcher's full attention on the person being interviewed.

4.3.5.3 Questionnaires

The questionnaires were distributed among 138 participants (46 school principals, 46 SGB chairpersons and 46 school finance officers) sampled from 46 high schools of the Butterworth Education District. The questionnaire was designed in such a way that each major section corresponded with the research questions and objectives. The principals, the SGB chairpersons and the finance officers were given the questionnaires to respond to. According to Babbie (2011), in asking questions researchers have two options: they must ask either open-ended question, which require the respondent to provide his or her own answer to the question or ask the closed-ended questions, which require the respondent to select an answer from a list provided by the researcher. Closed ended-questions are very popular in survey research because they provide a greater uniformity of responses, and are more easily processed.

Babbie (2010) argues that open-ended responses must be coded before they can be processed for computer analysis. The coding process, wich often requires the researcher to interpret the meaning of responses, opens the possibility of misunderstanding and researcher bias. There is also a danger that some respondents might provide answers that are essentially irrelevant to the researcher's content. Closed-ended responses, on the other hand, can often be transferred directly into the electronic format. The researcher must construct questions that are clear and unambiguous, whilst avoiding double barrelled questions. The respondents must be competent and willing to answer the questions, which should be relevant and short, and researcher must avoid negative and biased items and terms (Babbie, 2011).

4.3.5.4 Mixed methods data analysis

The study's use of qualitative and quantitative forms of data, which necessitated the adoption of mixed methods research approach outlined above, required the corresponding use of mixed methods data analysis. Onwuegbuzie and Combs (2011, p. 1) have stated that a mixed methods data analysis or "a mixed analysis involves using qualitative and quantitative data analysis techniques within the same study". The study adopted the mixed methods data analysis procedure outlined in a meta-synthesis study by Benge, Onwuegbuzie, Burgess and Mallette (2010) entitled "Perceptions of Barriers to Reading Empirical Literature: A Mixed Analysis".

The adoption of the above mixed methods data analysis strategy entailed manipulating and combining the minor qualitative dataset (9 interview participants) and the dominant quantitative dataset (138 questionnaire participants). In this mixed-methods data analysis framework, the qualitative dataset generated by the 9 interview participants was given methodological dominance or higher priority over the quantitave dataset generated by 138 survey questionnaire participants. Consequently, it could be reported that the mixed methods research, which was used by the study, was grounded upon a dominant qualitative or narrative data analysis platform, which was complemented by a minor quantitative dataset in order to create a realist mixed methods data analysis procedure capable of increasing the reader's deeper understanding of the underlying hidden factors that created the boundary spanning conflicts phenomenon. To put it differently, the minor quantitative mixed methods data analysis component was incorporated into the major qualitative mixed methods data analysis component in order to increase not only the reader's deeper understanding phenomenon investigated but also to achieve the overall purpose of the study.

Exposing the deeper insights of the phenomenon under investigation entailed unveiling the multiple effects of the SGB-SMT financial-function-related conflicts and the resultant boundary spanning leadership conflicts on financial matters of section 21 high schools. The qualitative data was presented and analysed through narratives

using natural meaning units as explained by Heath (2000) and the quantitative data was presented and analysed through SPSS version 20.

4.3.5.5 Data analysis from interviews

Qualitative data analysis involves organising, accounting for and explaining the data. That is, making sense of data in terms of participants' definition of the situation, and identifying and noting patterns, themes, categories and regularities. The data analysis from interviews did not only involve the intricate identification of similar themes but also entailed unravelling the participants' complex and hidden insider views they would like to conceal from scrutiny and making sense of their multiple-voiced oriented competing narratives (Cohen, Manion and Morrison, 2011). The data presentation was devoted to the issue of boundary spanning on Section 21 high schools and the level of finance management awareness. The researcher collected the relevant data through his interactions with a District Director, Education Development Officer, National Norms and Standards for School Funding coordinator, school principals as well as school governing bodies in their work places. The data descriptions were derived from the Natural Meaning Units (NMUs). The participant responses were recorded, transcribed as verbatim statements and presented as interview protocols, which were later reduced to Natural Meaning Units (NMUs). Natural meaning units are the major themes that form the basis for general and situated descriptions of the participant experiences of the phenomenon. These naturally occurring units called Natural Meaning Units (NMUs) "represent specific thoughts, feelings, or perceptions, as expressed by the participant" (Heath, 2000, p. 55). Research states that the NMUs constitute the central thematic concerns, which form the basis of general and situated descriptions of each respondent's experience of the phenomenon (Heath 2000). According to Heath (2000), the NMUs are experiential statements, which the participants express in their own words during the interview sessions. It must be highlighted that the researcher did not interfere with the data either by altering or rephrasing the interviewees' statements.

4.3.5.6 Data analysis from closed-ended questionnaires

The researcher analysed the quantitative dataset using Statistical Package for Social Sciences (SPSS) version 20 software. To conduct a quantitative analysis, the researcher engaged in the coding process after the data was collected. This was done with the help of a statistician. Before the analysis of data started, the checking of the data set for mistakes and errors was done to avoid the distortion of the statistical analysis results. Maree (2012) argues that the success of research depends on this process. The descriptive statistics, including tallying of frequencies in the calculations of percentages, and central tendency summaries were used for data analysis.

4.4 VALIDITY

Validity in this study is the degree to which the explanation of phenomena matches with the realities of the world. This was the congruence between the explanations of the phenomena and the realities of the world. Validity of the instrument refers to the extent to which the instrument used to collect data actually measures the aspects that it is intended to measure (McMillan and Schumacher, 2010).

Validation depends on good craftsmanship in an investigation, which includes continually checking, questioning and theoretically interpreting the findings (Kvale, 2002). To validate is to check (for bias, neglect, lack of precision and so forth), to question (all procedures and decision critically), to theorise (look for and address theoretical questions that arise throughout the process – not just towards an end). In addition, discussing and sharing research actions with peers was critical in interviewing process (Maree, 2012).

Validity in this study was the degree to which the interpretations and concepts had mutual meanings between the researcher and the participants. The researcher agreed with the participants on the description and composition of events, especially the meanings of these events. This view suggested that validity was what about truthfulness and believability of the information received. It was of great importance to use "member-checking" as a strategy to enhance validity, where the researcher

established a field residence and frequently confirmed observations and meanings with individuals concerned through casual conversation in informal situations.

Member-checking was done with an interviewee. The member-checking involved reviewing how topics were phrased and probed in order to obtain more complete and subtle meanings. The researcher scrutinised the explanations and verbatim accounts in order to determine the reasons for the culture of boundary spanning leadership in schools, and to establish the extent to which the reasons given match the stated views of the participants. An audio-tape recorder was used to record the interview responses and to allow inferences of data validated. This validity ensured the generalisation of the research findings to similar situations.

In qualitative research, data may be addressed through honesty, depth, richness and scope of data achieved through disinterestedness or objectivity of the researcher (Saziwa, 2009). In data analysis, research validity could be enhanced through actively searching for evidence that contradicts as well as confirming the explanations being developed (Clarke, 1999). Training external researchers to verify the units of relevant meaning contributes to the validity of the data. Attempts were made to ensure that the meaning of what each interviewee has to say was interpreted correctly. After the transcription of interview responses, the transcripts were checked and compared to the recordings.

In qualitative data validity might be improved through the use of appropriate instrumentation and appropriate statistical treatment of data. In this study all the questionnaires were compared in order to provide some evidence of validity (Fraenkel and Wallen, 2006).

4.5 RELIABILITY

When we speak of the reliability of an instrument, we refer to the facts that if the same instrument is used at different times or administered to different subjects from the same population, the findings would be the same. In other words, reliability is the extent to which a measuring instrument is repeatable and consistent. The researcher prepared standard questions to provide guidelines in order to minimise chances of introducing discrepancies that could erode reliability. A pilot study was

conducted in which the questionnaires and interview guides were pre-tested (Cohen, Manion and Morrison, 2011).

According to Babbie and Mouton (2001), reliability is a matter of whether a particular technique applied repeatedly to the same object would yield the same results. Reliability also refers to the extent to which any particular method of data collection is replicable. It concerns the extent to which a particular technique produces the same kinds of results however, whenever, and by whoever carries it out. Reliability involves asking questions about the extent to which different observers of an event produce the same observations. According to Ferreira and Le Roux (2007), reliability is viewed as a fit between the recorded data and what actually occurred in the setting. In order to ensure reliability of the data the sample needed to be represented by the target group (SMTs and SGBs and some Departmental Officials).

Prior to conducting the actual research, an initial pilot test was conducted. The pilot study was conducted in locations or schools in which the Education stakeholders did not participate in the actual study. The analysis of the data generated by the pilot study provided information for fine tuning the research procedures. In other words, after analysing data from these stakeholders who took part in the pilot study some questions were changed and refined in order to eliminate any weaknesses in the instrument. Reliability was also improved by addressing possible interviewer bias. This was achieved by ensuring that the research questions did not favour any particular bias and by recording the interviews on audiotape and ensuring that the information was not processed or filtered by the researcher.

4.6 LIMITATIONS AND DELIMITATIONS

As with any research, there were certain limitations and delimitations, and this study was no exception. Marshall and Rossman (2011, p. 76) defined delimitations as a reminder to readers: "of what the study is and is not—its boundaries and how its results can and cannot contribute to understanding". Limitations are considered those influences that cannot be controlled. Delimitations were purposefully used by the researcher to establish boundaries of the study.

A significant delimitation of this study was that it took place in the Butterworth Education District located in the Eastern Cape Province. The participants were school principals, SGB chairpersons, school finance officers and District Officials. The researcher was employed as a school principal in the Butterworth Education District during the period the research was conducted. The current research study has been ongoing since 2012. Firstly, the trustworthy relationship between Butterworth Education District's 147 participants might have biased the participants' responses. In other words, participants might have responded to the questions by what they perceived to be *correct answers.* Secondly, the fact that a non-random sample was used for both the pilot study and the main study might have made it impossible to replicate the results of the study to the rest of the country.

Perhaps, it would have been the most beneficial to conduct 50% face-to-face semi-structured interviews and 50% quantitative surveys generated by closed-ended questionnaires. The required timeframe and geographic locations and the conditions of the tracks/roads leading to majority of these schools rendered this plan unrealisable. It was determined by the researcher that logistics would not allow face-to-face semi-structured interviews to take place in 23 Section 21 high schools.

4.7 ETHICAL CONSIDERATIONS

McMillan and Schumacher (2010) define research ethics as issues, which are considered to deal with beliefs about what is right or wrong, proper or improper, good or bad. Research participants have the right to privacy, sharing or withholding information about their behaviour, attitudes or opinions. Leedy and Ormrod (2010) observe that most ethical issues in research fall into one of four categories namely: protection from harm, informed consent, right to privacy and honesty with professional colleagues. In this study, the following ethical issues were adhered to:

4.7.1 Permission: Letters requesting permission to conduct research were written and sent to the relevant authorities.

4.7.2 Consent: Consent involves the procedure by which an individual may choose whether or not to participate in study (Best and Kahn, 2006). The researcher ensured that participants had a complete understanding of the purpose and methods

to be used in the study. The participants were made to understand that anyone of them had the right to withdraw from the study at any time if and when they felt threatened. The researcher formally requested from participants their consent to participate in the study.

4.7.3 Anonymity: The participants were also ensured that their identities would not be disclosed to anyone. To comply with anonymity ethical principle, instead of using the participants' names/identities used their responses to questions, these traceable identifies were categorized as participants 1, 2, 3 or participants a, b, c, (use of pseudonyms). This procedure was also used during the data analysis stage.

4.7.4 Confidentiality: All the participants were informed that all their responses would be treated with confidentiality and privacy. The researcher also informed the participants that no one would have access to their responses or access any information concerning their responses for any purposes. The participants were further ensured that all their personal identities would be kept confidentially by eliminating all individual features that might lead to the direct identification of their personal identifies (Gillham, 2005).

4.7.5 Protection From Harm: The researcher also ensured that (Drew, Hardman and Hosp, 2008; Gillham, 2005; McMillan and Schumacher, 2010) the participants were not exposed to any undue physical or psychological harm. The participants were never subjected to any unusual stress, embarrassment or loss of self-esteem. Every participant's right to privacy was respected. The ethical principle of protection from harm was adhered to ensuring that no participants suffered any harm.

4.7.6 Honesty With Professional Colleagues: The researcher reported his findings in a complete and honest fashion, without misrepresenting what participants had done or intentionally misleading others about the nature of the findings.

4.7.7 Voluntary Participation: All the participants signed consent forms acknowledging their agreement to participate voluntarily in the study. In addition to signing consent forms confirming their agreement to participate voluntarily in the research investigation, the participants were made to understand that they could withdraw from participating in the research at any time they wanted to do so.

4.8 CONCLUSION

This chapter focused on the ontological and epistemological assumptions, the research paradigms, and the mixed methods research procedure adopted by the study. The process of methodology within which the study was anchored was discussed. All the processes, how the research process was handled in the study, the research design, research paradigm, target population and sampling, data collection and data analysis were all presented in this chapter. The chapter also dealt with the research quality that covered issues of qualitative and quantitative research criteria for assessing the trustworthiness of research data, data analysis and data interpretation.

CHAPTER 5

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

5.1 INTRODUCTION

This chapter reflects on the conditions of the SGB-SMT boundary spanning conflicts, which is an ongoing phenomenon that characterises the management of school finances of the Eastern Cape Province's Section 21 high schools. The study aimed to unveil their participants' experiences and perceptions concerning the issue of boundary crossing on financial management in schools. This chapter was structured into two sections. The first section dealt with a qualitative dataset provided by interviewing 9 key expert informants, and the second section dealt with quantitative dataset provided by a survey questionnaire focused on 138 participants.

Hence, the two sections of this chapter involved presenting a qualitative data analysis and quantitative data analysis. The qualitative data analysis presented narrative data generated by semi-structured interviews with the following 9 key informants: (a) 3 school principals, (b) 3 SGB chairpersons, and (c) 3 Departmental Officials (the District Director, the Education Development Officer, and the District National Norms and Standards for School Funding Coordinator). The quantitative data analysis, on the other hand, presented quantitative data collected from 138 questionnaires participants (46 school principals, 46 SGB chairpersons and 46 school finance officers). Besides presenting the qualitative data analysis and the quantitative data analysis, the chapter also involved data transcribing and coding, analysing participant transcripts using Natural Meaning Units (NMUs), and summarising themes extracted from interviews and the interview schedule. The quantitative data analysis entailed presenting data through frequencies analysis and pie charts, and combining the summary of the findings.

It must be stressed that the data presentation, data analysis and data interpretation chapter was initiated by presenting the nine-participant dominant qualitative narrative dataset generated by the face-to-face semi-structured interviews and presented in their natural meaning form. This was followed by the quantitative

dataset generated by the closed-ended questionnaires focused on 138 participants, which was presented by using SPSS version 20 as indicated in the previous chapter.

5.2 NATURAL MEANING UNITS

The research data was presented in the form situated in general descriptions of the respondents' experiential statements. The data presentation was devoted to boundary spanning that is currently constraining financial management of Section 21 high schools. These respondent data descriptions were derived from the Natural Meaning Units (NMUs).

The data was presented in its natural meaning form. Natural Meaning Units, according to Heath (2000, p. 55), are the central themes which form the basis of general and situated descriptions of the respondents' experiences of the phenomenon under investigated. These natural occurring units called (NMUs) "represent specific thoughts, feelings or perceptions as expressed by the participant." Heath (2000) has further pointed out that narrative protocols are the experiential statements in the participant's own words and expressed by the respondent during the interview session. Van der Mescht's (2004: 4) assertion, which has re-affirmed Heath's view on protocols, has stated that one should "allow a phenomenon to speak for itself."

The narrative approach used by the study is described as an account of a connected sequence of actions, events and circumstances. Such accounts may contain varying amounts of descriptions, analysis and explanations, according to Robert (2001, p. 436). The purpose of using these narratives was to help reveal or discover the untold stories about the hidden underlying contextual and historical factors that shaped and informed SGB-SMT conflict-oriented boundary crossing on financial matters in Section 21 high schools. The secondary purpose of the study emanated from the researcher's interest in exposing the causes of the ongoing boundary spanning phenomenon in Eastern Cape Province's Section 21 high schools.

The interview responses were presented in their Natural Meaning Units (NMUs), and their explanations were distilled from the from participants' thoughts, feelings and perceptions about their experiences as conceptualised and synthesised within the

context of the SGB-SMT boundary crossing phenomenon. Each NMU category was followed by a thematic explication of theme. This data analysis and data presentation strategy was adopted in order to reveal the respondents' thoughts, feelings and experiences about the crossing of boundaries by SMTs and SGBs during the process of school financial management. It was also hoped that the description and explanation of each theme would provide a clear understanding of the actual practices of the boundary crossing which impacted negatively on school finance management, school finance governance and the successful achievement of the SASA envisaged objectives.

5.3 CONTEXTUAL DESCRIPTION

The context into which these narratives fit is that of the boundary spanning between the SGBs and the SMTs within the sampled Section 21 high schools of the Eastern Cape Province. In this context, the study's purpose, significance and the research question as highlighted in Chapter 1 were structurally methodologically integrated with Chapter 5, which addressed the analysis, presentation and the interpretation of the participant response datasets. The final narrative or text being analysed and presented here contains participants' responses in verbatim form. The text subjected to scrutiny and presentation also uncovered participants' thoughts, feelings, perceptions and experiences with regard to the boundary spanning phenomenon that is happening between the two structures (SGBs and SMTs) when school finances of the section 21 high schools are managed.

Perhaps, it must be mentioned here that the researcher decided not to use the surnames, first names, middle names, religious names, telephone numbers, and e-mail addresses of the participants in order to adhere to the ethical principle of confidentiality. This research ethical compliance was achieved by giving each research participant a code name that enhanced data analysis, data interpretation and data presentation as can be seen in the table below.

Table 5.1: Characteristics Of The Interviewees

The sample (n=9) consisted of:

Participants	Code Names	Sex	Designation	Experience in the position
1	DD	Male	District Director	17 years
1	EDO	Male	Education Development officer	15 years
1	NNSSFCO	Female	National Norms and Standards for School Funding Coordinator	18 years
2	HSP	Males	High School Principals	15 years and 21 years
1	HSP	Female	High School Principal	23 years
2	SGBC	Males	School Governing Body Chairpersons	07 years and 4 years
1	SGBC	Female	School Governing Body Chairperson	06 years
09				

The table 5.1 above shows the code names of the participants and their numbers that facilitated data analysis and presentation.

5.4 ANALYSIS OF INTERVIEWS

The study used narrative data analysis and data interpretation strategies which entailed not only literal data analysis and in-depth data interpretation but also descriptive transmutation of the SGB-SMT interviewees' raw verbatim narrative responses in order to unveil their hidden insights. The overall purpose of this interviews data analysis and data interpretation was to ensure the respondents' concealed insights distilled from the raw interviews data must be filtered through the 9 key informant participants' own boundary spanning real-life experiences at the Eastern Cape Province's section 21 high schools.

To achieve its overall purpose the study did not critically analyse and scrutinise the interviewees' competing narratives or stories but also unpacked their hidden insights. Furthermore, the study strived to achieve its data analysis and data interpretation goal by integrating and linking the interpreted pieces to core methodological parts of the study and locating them within their historical and socioeconomic contexts. The integrated data analysis and data interpretation platform that finally emerged required integrating the different core elements of the data analysis and interpretation process in order to create a cohesive framework for this chapter. These core data analysis and data interpretation elements unified to provide a coherent structuring beam for this chapter are: (a) the interpreted narrative pieces distilled from raw narrative data provided by interviewing 9 key informant participants, (b) the mixed methods research platform crafted and discussed in Chapter 4, and (c) the findings extracted from the multiple-oriented literatures reviewed in Chapter 2.

It must be reiterated that the interview participants' competing versions of the nature of boundary spanning phenomenon they experienced do need to be subjected to an intense and critical data analysis and data interpretation. Furthermore, the intense critical data analysis and interpretation process must be located within the underlying contextual factors, which have continued to intensify boundary crossing phenomenon at Eastern Cape's section 21 high schools. The three closely-related overall aims of this study can be formulated as follows: (a) to find out the extent of the SGB-SMT boundary spanning leadership problems and to critically assess its impact on selected section 21 high schools in the Eastern Cape; (b) to explore the relationship between SGBs' and SMTs' financial conscientiousness and the SGB-SMT boundary spanning leadership conflicts, and (c) to create finance consciousness raising strategies that could help reduce the boundary crossing activities between SGBs and SMTs of the section 21 high schools of the Eastern Cape Province. Butterworth Education District was selected as the focal point of the study.

The sample for the face-to-face semi-structured in-depth interviews consisted of 6 males and 3 females. Since all the 9 interviewees were Xhosa speaking, their isiXhosa verbatim accounts were translated into English. Their verbatim responses

were included to indicate to the reader what their original opinions and experiences were with regard to boundary spanning on financial matters in section 21 high schools. The conceptualisation of NMUs shaped and informed the structuring of the interviews data presented in this subsection section. Thus, the interviews datasets were presented in such a way as to avoid changing the actual words spoken by the respondents and to allow the phenomenon to speak for itself. The presentation of the qualitative analysis showing how the NMUs revealed the themes is the next focus of this chapter. The following interview data items were the direct quotations or actual words of the respondents.

5.4.1 The Ideas Of Consciousness Raising Strategies That Could Help Alleviate The Crossing Over Of Boundaries Between SGBs And SMTs On Financial Matters Of The Section 21 High Schools.

The above verbatim participant response statement underscored the fact that the research sought to create finance consciousness raising strategies that could help reduce the boundary crossing activities between SGBs and SMTs at the section 21 high schools.The objective of the researcher was also to find out the SGB-SMT participants' concealed intentions that tend influence their school governance and school management decisions. The researcher's deep understanding of the hidden motives of the SGB-SMT participants could provide guidelines on how to eliminate the crossing of bounds between SGBs and SMTs on financial matters at the Section 21 high schools. It had also emerged from the data obtained from the respondents that the SGBs and SMTs in schools located within the Butterworth Education District do not adhere to the prescripts of the Acts. The participants felt that SGBs should attempt to know the legislative measures which provide legal guidelines and instructions on how their school financial roles should be performed.

The interview respondents cited the Public Finance Management Act (PFMA) and the South African Schools Act (SASA) as the two relevant basic guideline documents that provide relevant information on SGB-SMT conflicts. They also suggested that SGBs and SMTs must use school Finance and Procurement Policies as a guideline for managing school financial activities or projects. The interview respondents pointed out that the SASA/SGB-SMT related policies are expected to be executed by the Finance Committee and Procurement Committee, which are SGB sub-committees.

The interviewees suggested that the members of the SGB should be trained collectively as one entity, especially on their financial roles. They also suggested that SMTs should be trained together to avoid confusion and to eradicate misrepresentation of information, which characterises the SASA/SGB-SMT framework. The respondents' self-reported views also suggested that the SGB-SMT training should be conducted by the Department of Basic Education annually.

The interviewees also stated that to minimise tempting corrupt situations, all activities dealing with school finances should be characterised by non-compromising transparency, honesty and trust from all parties. These values, according to the respondents, could be achieved when there was either a monthly or a quarterly system of reporting. They also suggested that there should be a proper recording of minutes of scheduled meetings and recording of finances to avoid mistrust between SGB-SMT partners.

Concerns were also raised regarding financial decisions. These concerns affected, especially, whether or not financial decisions on expenditure should be a product of the finance committee (FINCOM). They also raised issues of compliance with the Department of Basic Education policy, which had been characterised by parents' annual generally meetings mandated to approve budgets and annual financial reports. According to the self-reported views of the interview participants, the annual financial reports should in turn be submitted to the Department of Basic Education as the policy required for schools. One striking point raised by respondents was that an attempt should not only be made to adhere to the school budgets, but also SMTs and SGBs should work together as a team or collaboratively in order to achieve the stated objectives of SASA/SGB-SMT school intervention programmes.

The financial conscientiousness conceptual framework which drives the conceptual methodological underpinnings of study appears to be re-invoked by the first raw narrative extract (DD, NUM 19(A) isolated for data analytical scrutiny in this section was taken from the District Director (DD) respondent:

> DD, NUM 19(A):"No, these matters are expressed in the simplest way. That is, you should not spend whenever you want. Why…because financial management is based strictly on the terms of PFMA. Namely, that financial management should be the responsibility of the principal. So, I'm saying you should not extend it either by implying and indirectly because doing that gets everybody confused."

The DD respondent declared that the legal regulations on how the financial resources, which were allocated to schools, should be spent are "*expressed in the simplest way*" in PFMA. These legal requirements on managing school finances, the DD participant further stated were based strictly on "*the terms of PFMA*".

The DD participant's argument on how funds allocated to schools must be disbursed in accordance with the legal procedures laid out by government, especially regulations governing "*procurement matters*" which are specified by PFMA, are re-affirmed by the NNSSFCO participant. NNSSFCO (the District National Norms and Standards School Funding Coordinator respondent) re-confirmed the respondents' general view, which was channelled through DD's observation, as follows:

> *NNSSFCO, NMU 4(A): "Now in section 21 schools, I must make sure that they follow the procedure of government especially on procurement matters so that when they spend, they spend according to the prescripts of the PFMA."*

The central aim of subjecting the respondents' raw narrative extracts to critical scrutiny in this section (5.4.1) was to use the financial consciousness raising strategies to unveil the hidden insights embedded in participants' responses to the interview research question. Perhaps, it must be reiterated that the collective purpose of the interviewees in this aspect of the study was juxtapose the perceptions of the respondents with the ideas of consciousness raising strategies that could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of section 21 high schools – conscientiousness raising ideas used to conceptualise study. The collective comment summarised under section 5.4.1 was also aimed at extracting the correct interpretation and the correct of implementation of the Public Finance Management Act from the interview responses. The above data analysis and data interpretation argument was further highlighted by the participants' views filtered through HSP 2. The principal participant 2 conveyed his/he view on the matter as follows:

> *HSP 2, NMU 11(A)): "It is by discussion in the FINCOM meetings and also by having access to guiding documents. What does your PFMA tell you? What*

does your South African Schools Act tell you? What do your finance and procurement policies tell you? It's supposed to be like that so that if we disagree on an issue, I don't use common sense; I refer to a document that is accessible to all of us. It's supposed to be like that."

A critical analysis of the raw narrative taken from *HSP 2, NMU 11(A))* revealed a number of literal and in-depth insights.

At the surface level the raw narrative extract suggested that SASA stakeholders acquire their practical school financial management knowledge by attending and taking part in the "*discussion in the FINCOM meetings".* The second way to deepen the practical financial management skills knowledge necessary for successful performance of financial functions allocated by SASA to SGB-SMT members, according to the HSP2 respondent, to read and to understand the official tender procurement guideline documents made accessible to all SASA stakeholders. At a deeper level, however, this raw narrative extract criticised school stakeholders particularly SGB parent governors, who, for various inhibiting factors, could not do any of the prescribed financial management procedures listed by the respondent. That the criticism was levelled at poorly-educated SGB members was unveiled by a string of questions: "*What does your PFMA tell you? What does your South African Schools Act tell you? What do your finance and procurement policies tell you?"* The obvious SASA stakeholders, who are more likely to lack the intellectual and educational capacities necessary for responding successfully to the above questions, are non-literate SGB parent governors without financial skills competences.

The previous narrative extract (HSP2) strived to advocate that the systemic lack of SGB parent governors' literacy and financial skills competences has rendered them unfit to serve as parent governors. However, the narrative extract taken from the principal participant 3 (HSP 3) conveyed a rather ambiguous view on the same issue. What does the suggestion that SGB-SMT members *"should be made aware of their key roles and responsibilities instead of some of the laws pertaining to their roles"* mean?

The general perspective on this issue that the official objectives of SASA/SGB-SMT would be achieved if SGB parent governors' current poor understanding of their financial roles were addressed through skills capacity training workshops and they were able to interpret correctly the Act's and PFMA's regulations on how their roles should be performed. The viewpoint advanced by the raw narrative extract cited above appeared to intimate that it is more beneficial for the SASA/SGB-SMT programme's intended beneficiaries if SGB-SMT implementers concentrated only on "*their key roles and responsibilities*" and ignored "[*some of] the laws pertaining to their roles*".

At the literal level, what this unusual response intimated that SASA/SGB-SMT policy implementers must ignore the legal guidelines documents and the other related tender procurement documents that explain the laws on how SGB and SMT members should perform their financial functions in accordance with the prescribed legal regulations. In other words, adherence to prescribed legal regulations that govern the performance of financial management roles was no longer important. What was crucial was the `*important official image attached to these roles* allocated by SASA to SGB-SMT members. This perception ran counter to the collective respondents' views on this matter – views supported by the countless relevant literatures reviewed.

The respondent HSP 3's, NMU 6(B)'s, raw narrative response invoked two competing narrative voices, whose contradictory perceptions are conveyed below:

> HSP 3, NMU 6(B): *"People should be made aware of their key roles and responsibilities instead of some of the laws pertaining to their roles. What is expected of us in as far as Public Finance Management Act? What is expected of us in as far as the South African Schools Act as per that particular aspect?"*

As already discussed above, the ambiguous argument advanced above centred on the sentence "*People should be made aware of their key roles and responsibilities instead of some of the laws pertaining to their roles*". This sentence conveyed a contradictory viewpoint. This interpretation was supported by two key questions – *What is expected of us in as far as Public Finance Management Act? A*nd w*hat is*

expected of us in as far as the South African Schools Act as per that particular aspect?" The insight projected by these two sentences appeared to negate the respondents" repeated collective view on the SGB-SMT boundary spanning phenomenon: relevant financial skills competence and technical understanding of the financial roles and the legal regulations prescribed by SASA and PFMA.

This core respondent collective view contended that the successful outcomes of the SASA implementation could only be achieved when the SGB-SMT implementers had acquired the essential critical and practical knowledge skills. The acquisition of the essential skills knowledge was deemed to be essential for extracting school financial skills and competence knowledge from the relevant official and tender procurement documents crucial for the effective implementation of the SASA/SGB-SMT school reform programme. This fundamental thematic postulation, which runs through the whole study and is repeatedly re-affirmed by the literatures reviewed, had been challenged by this double-voiced response from the school principal participant, (HSP 3, NMU 6(B).

The respondents' debate concentrated on SGB-SMT members' levels of practical school financial management skills and lack of education, and how these inabilities impacted on the SGB-SMT members' performance of their school financial roles. The above theme received further commentary from the participant (SGB chairperson participant 1) SGBC 1, NMU 10(A). However, the SGB chairperson respondent 1's perception on the issue centred on the poor performance of the Department of Education / Circuit Managers in delivering skills training workshops. The SGB chairperson participant 1 argued that skills training workshoppings were expected to convert SGBs and SMTs into effective implementers of the SASA/SGB-SMT school programmes. This view was conveyed below:

> SGBC 1, NMU 10(A): "The Department of Education is supposed to train the SGBs. I mean the Department of Education in the person of the Circuit Manager. Even if he is working with other Circuit Managers and runs workshops for SGBs and SMTs so that everybody knows his/her boundary. That…this is where I stop. Both SGBs and SMTs need to be capacitated. And also the Department used to come here explaining the roles but both SGB

and SMT would never follow that and ended up crossing into each other's financial domains."

The insight generated by the above narrative extract is the view that the official school stakeholders, Department of Education/ Circuit Managers, mandated to provide skills training capacity for SGB-SMT members were bound to fail because SGBs and SMTs, the ultimate recipients of the skills capacity building workshops, deliberately avoided using any of the skills transmitted through workshopping.

The above SGB chairperson respondent's, SGBC 1, NMU 10(A)'s cynical view on this issue seemed to be rejected by the viewpoint projected by a principal participant. The interpretation on this theme by HSP 2, NMU 7(B) did not only re-affirm the participants' collective view. Namely, that if SGBs and SMTs were successfully trained through skills capacitating workshops and were able to use the school-based financial skills acquired effectively, they would be able to achieve SASA/SGB-SMT's stated objectives. In other words, if circuit managers do their mandated duties successfully, SGBs and SMTs would be effectively skills-capacitated. The principal respondent 2 (HSP 2) conveyed his/her perception as follows:

> *HSP 2, NMU 7(B): "My sense is that skills training objectives are not achievable unless you have circuit managers doing that kind of training probably twice a year at the beginning and towards the end of the year at the beginning and towards the end of the year training SGBs and SMTs."*

The respondents" collective view expressed through the lens of HSP 2, NMU 7(B), the principal participant 2, re-affirmed the viewpoint already expressed by the SGB chairperson participant 1 (SGBC 1). This viewpoint underpinned the SGB-SMT conflicts on school financial management generated by the boundary spanning phenomenon. An aspect of the above thematic focus was reconsolidated by the EDO respondent. Namely, that one of the concealed negative contextual underlying factors was that those mandated to level the playing field so that all SASA stakeholders could discharge their financial management duties efficiently have failed to fulfil their roles. The EDO participant conveyed his view below as follows:

> *EDO, NMU 16(A): "The Department of Education is expected to manage this boundary crossing though workshops, through running the workshops, the Department of Education through the EDOs are custodians of the policies."*

The view expressed above by the Education Development Officer respondent suggested that EDOs are the custodians of South Africa's education management policies. Hence, the failure of the SASA/SGB-SMT education improvement programme must not only be attributed to the incompetence of the Education Department but also to the ineffectiveness of the EDOS, "*the custodians of the policies*".

The following self-reported sentiments of the high school principal participant 1 (HSP 1) did not only underscore the fundamental importance of skills capacity acquisition but also highlighted the political supervisory role "*the Member of the Executive Committee (MEC)*" was mandated to play. The narrative extract taken from the HSP 1, NMU 15(B), is cited below:

> *HSP 1, NMU 15(B): "And then if you go to SASA, I believe, it is Section 19... talks about the skills capacity. This has got to be acquired on a yearly basis by school governing bodies...had not been developed successfully in the governing bodies. The effective capacity training of SGB members is the responsibility of the Member of the Executive Committee (MEC). So...so...so in one way or the other, one would say...MEC has that responsibility or the Department of Education. In general ... has that responsibility of setting some funds aside for one purpose, that of developing a school."*

According to principal respondent 1, Section 19 of SASA "*talks about the skills capacity*" SGB and SMT members were expected to acquire through workshop training. The respondents' collective viewpoint embedded within the narrative extract cited above focused on the South African Schools Act's prescription, which highlighted the crucial role of skills capacity training via workshopping. This narrative response stated that the financial skills competence training was to be provided yearly to school governing bodies and SMT members. However, the respondent

strained to make the reader become aware of the fact that the skills training programme failed.

The failure of the capacity skills training workshops outlined above is further reinforced by a view offered by the principal respondent 2. The school principal respondent 2, HSP 2 further explicated the need to provide financial skills capacity training for both SGBs and SMTs. This explication is conveyed above:

> HSP 2, NMU 7(C): "I will tell you why, you organise a workshop for SMTs on financial management and the SGB parent component is not there. You see, there may be misrepresentation of information from one side when relevant stakeholders report to the other side on workshop held for solely for that stakeholder. Hence, when you organise a workshop for the parent component without the SMT members in attendance leads to misrepresentation of facts. But if you put them together in one sitting twice a year clarifies the misrepresentation of facts that occurs when separate financial skills workshops are organised for each party though they are expected to work as a team. This is what is expected of them twice a year: workshops to be attended together by both partners at the beginning of the year and towards the end of the year."

The HSP 2, NMU 7(C)'s perspective on this issue highlighted the systemic lack of cooperation between the major partners, SGBs and SMTs. This thematic positioning argued that the lack of cooperation between the two major partners constituted the fundamental stumbling block that negates all attempts to skills-capacitate SGBs and SMTs. The verbatim narrative extract cited above also unveiled the hidden factors responsible for this chronic problem.

Firstly, the reader is made aware of the fact that when "a workshop for SMTs on financial management" is organised "the SGB parent component" deliberately avoids attending such skills capacity training workshops. The resultant negative outcome of this lack of collaboration was the fact that both structures were perceived to be trapped in an endless cycles of "misrepresentation of information". This situation is believed to have created two negative results. Firstly, it renders all school financial

management decision-makings at meetings attended by both SGB and SMT members unsuccessful. Secondly, it also created SGB-SMT conflicts, which are characterised by fierce personal competing interests.

The narrative data analysed suggested a solution to this unproductive academic conflict-orientated environment. It was recommended that combined SGB-SMT workshops should be organised twice a year for the members of the two major SASA partners. It was, also, contended that the SGB-SMT combined skills capacity training workshop schedule would eliminate the misrepresentation of information created by providing separate workshops for SGBs and SMTs. This interpretation is supported by the verbatim narrative extract taken from HSP 2, NMU 7(C) as follows:

> *"Hence, when you organise a workshop for the parent component without the SMT members in attendance leads to misrepresentation of facts. But if you put them together in one sitting twice a year clarifies the misrepresentation of facts that occurs when separate financial skills workshops are organised for each party though they are expected to work as a team."*

The issues of poor SGB-SMT implementation outcomes reviewed in the ongoing discussion of data analysis and data interpretation was blamed upon a failed skills capacity training workshopping. However, it must be emphasised that this negative factor is only one of the countless contextual factor that responsible for the failure of the SASA/SGB-SMT school reform agenda. Hence, one must not forget the fact that the literature reviewed has attributed the failure of the SASA/SGB-SMT school reform to a number of contextual constraints. These constraints included the lack of financial management skills, poor levels of formal education, lack of essential practical school governance finance knowledge among parent governors and a general lack of school financial management competences. The negative attributes of the SGB and SMT members listed above were expected to be remedied through the skills capacity training workshopping.

The theme analysed above was underscored and conveyed by the respondent, SGBC 2 below. According to the SGB chairperson participant 2,

SGBC 2, NMU 20(A): "What I think could be the remedy is that before commencing the performance of its duties or before power is handed over to it, an elected SGB must be thoroughly informed and empowered about workshops. The SGB members must be together with the principal in those workshops. SGBs must no go alone because if you go there and the other party is not there, the one who attended will know his role and the other one doesn't know the areas where that person has been trained. We must have equal information. Then it will be easy to those who want to work and that will destroy suspicions. The Circuit Managers must have backbone because they create conflicts in our schools themselves...."

The principal participant 2, HSP 2, NMU 7(C), concentrated his perspective on the problem of misrepresentation of information and recommended that combined SGB-SMT workshops to be held twice yearly. The SGB chairperson 2 respondent, SGBC 2, NMU 20(A), on the other hand, did not only endorse the above position on the poor implementation of skills capacity building intervention through workshopping, but also expanded it. The expanded version of this theme suggested a solution. That is, "*the remedy*" should either be "an elected SGB" commences its financial role it or "*before power is handed over to it*" the elected SGB "*must be thoroughly informed and empowered about workshops.*"

That was not all. The SGB chairperson respondent 2 also reinforced the collaboration concept or partnership concept enshrined in the envisaged SASA/SGB-SMT framework, which was also highlighted by the respondent, HSP 2, NMU 7(C). This collective viewpoint strongly advocated for SGBs and SMTs attending skills capacity building workshops together. It was argued that SGBs and SMTs can only succeed in achieving the stated objectives of SASA/SGB-SMT programme if they work together as a team. This interpretation was supported by the verbatim narrative extract cited below:

The SGB members must be together with the principal in those workshops. SGBs must no go alone, because, if you go there and the other party is not there, the one who attended will know his role and the other one doesn't

> *know the areas where that person has been trained. We must have equal*
> *information (SGBC 2, NMU 20(A).*

Another insight generated by the raw narrative piece taken from SGB chairperson participant 2 [SGBC 2, NMU 20(A)] re-invoked the perception that collaborative strategy was the master key to the SASA/SGB-SMT problem. It was argued that the only strategy to reverse the persistent failure trend that characterises the SASA school improvement programme is for SGBs and SMTs to work together as a team. The SASA partners could initiate this by cooperating willingly in skills capacity workshop environments. Working together and exchanging ideas would lead to a more effective knowledge acquisition and more effective performance of school financial roles. This interpretation is conveyed by the SGB chairperson respondent 2 [SGBC 2, NMU 20(A)] below:

> *"Then it will be easy to those who want to work and that will destroy*
> *suspicions. The Circuit Managers must have backbone because they create*
> *conflicts in our schools themselves...."*

It was, also, contended that if SGBs and SMTs attend skills training workshop together the hostilities and the conflicts that currently mar SGB-SMT relationships would be a thing of the past. In other words, attending combined skills capacity training workshop based upon the two-workshops-per-year schedule would eliminate the current information-misrepresentation-outcome. In addition to the above possible positive results attending workshops together and sharing ideas would also "*be easy for those who want to work and"* would *"destroy suspicions"* among SGB and SMT members*.*

The collective perceptions distilled from the response narrative extracts analysed and interpreted so far have consistently argued that empowering SASA stakeholders with capacity building training could lead to successful implementation of the SGB-SMT objectives. This thematic generalisation was supported by both the multidimensional literatures reviewed and respondents' raw narrative data. The high school principal respondent 3 (HSP 3) had further emphasised the above core thematic positioning as follows:

> *HSP 3, NMU 4(B): "I believe personally that there should have been an extensive in-service training. You see, for the school managers, those who are declared first are accounting officers, who are then followed by the SGBs, so that nobody should run in another person's lane. Yeah, I think that's where the problem lies. This causes this boundary crossing..."*

The principal participant 3 reaffirmed the positive correlation between effective skills capacity training workshops and SGB's and SMTs' successful performance of their school financial roles. The principal respondent 3 [HSP 3, NMU 4(B)] ranked the effectiveness of the SGB and SMT members' performance of their school financial roles. According to this raking, the most important role players in school financial management system are "*accounting officers who are then followed by the SGBs".*

The above interpretation had further suggested the inabilities of SGB and SMT members (particularly SGB parent governors) to understand their demarcated school financial roles were the fundamental source of the chronic SGB-SMT conflicts. The thin line accounting officers' financial functions and those allocated to SGB chairpersons has continued to be the inherent source of the problem. The school financial role demarcation confusion has been blamed for intensifying SGB-SMT boundary spanning conflicts. The narrative data taken from HSP 3, NMU 4(B) supported this interpretation: "*Yeah, I think that's where the problem lies. This causes this boundary crossing".*

Furthermore, the analysis and interpretation focused on the consciousness raising strategy suggested a solution to the problem. It was suggested that allowing the principle of transparency to guide the SASA/SGB-SMT programme implementation was one of the best ways to eliminate or reduce the negative effects of boundary spanning on financial matters in section 21 high schools.

The following discussions of the narrative themes distilled from the interview responses underscored some of the respondents' insider-perceptions on the boundary spanning phenomenon. The principal respondent 1 or HSP 1, NMU 22(A), seemed to have rehearsed the ongoing issue of the symbiotic relationship between critical and essential knowledge competences and successful implementation of

school improvement interventionist programmes. However, in addition to this general positioning, the high school principal respondent 1 linked the efficacy of the principle of transparency to the implementation success equation. The principal respondent 1 expressed his/her perspective on the transparency theme as follows:

> HSP 1, NMU 22(A): *"Yeah you know in overcoming this syndrome or tendency of habit, one would cite the issue of transparency. Let us talk about these things, let us speak our minds. But immediately we speak our minds, we invite other people to get involved. And once others get involved, they know about your thoughts and… and…and immediately they…they kind of meditate with the thoughts that you have shared with them and for sure they would find a way of coming closer and working together…."*

The principal participant 1 or HSP 1, NMU 22(A) observed there was only one way to reverse the SASA/SGB-SMT school reform programme failure. It was argued that the boundary spanning phenomenon had turned South Africa's school landscape into an academic environment ravaged by fiercely contested selfish personal interests. What is worse is the fact that these selfish personal interests had transcended over national and communal interests. The raw verbatim narrative cited above appeared to be arguing that if implementers allowed the principle of transparency to shape and inform all school financial activities, the chronic negative unintended implementation consequences could be reversed.

The above interpretation is supported by a narrative extract as follows: *"Yeah you know in overcoming this syndrome or tendency of habit, one would cite the issue of transparency"* [HSP 1, NMU 22(A)]. It is argued that when the SGB and SMT members embrace openness in managing all school financial activities and shunning their usual suspicious habits by sharing their ideas, thoughts and knowledge with each other "*they would find a way of coming closer and working together…."*

The above analysis and interpretation of three respondents" narratives – (a) HSP 2, NMU 4(C), (b) HSP 3, NMU 4(B) and (c) HSP 1, NMU 22(A) – had produced interesting insights on the best way to deal with the phenomenon under investigation. These interpretative pieces had reinforced the crucial role the notion of

transparency could play in enhancing the effectiveness of the implementation of school financial management policies entrenched in the SASA/SGB-SMT framework.

In supporting the argument on transparency advocated above, the high school principal respondent 2, (HSP 2) had this to say:

> HSP 2, NMU 19(A): *"One of the critical elements in this financial management is the aspect of transparency, you don't play your cards next to your chest, let everybody see them."*

The principal participant 2's view cited above, underscored the relevance of transparency in promoting school financial management effectiveness. This view was indicated by the principal respondent 2 as follows: "*One of the critical elements in this financial management is the aspect of transparency...."* This respondent also advised SGB and SMT members not to "*play*" their "*cards next to their chests".* Instead of playing their cards close to their chests, which signifies concealment of financial activities from each other, a non-transparent school financial management strategy, SGBs and SMTs are advised to "*let everybody see them [their school financial activities]."*

The school principal participant 1 (HSP 1) highlighted the above ongoing narrative debate on the efficacy of transparency in eradicating mistrusts among SASA partners. This raw narrative extract highlighted the efficacy of applying transparency principle in school financial management. It was pointed out that the potential positive manifestation generated by using transparency could reduce the negative effects of the SGB-SMT boundary spanning phenomenon on schools.

The principal participant 1, [*HSP 1, NMU 22(B)*] extended the above argument on transparency by adding the ethical principle of honesty. This was what the principal respondent 1 had added to the debate on transparency:

> HSP 1, NMU 22(B): *"And...and...and besides transparency the honest issue. Let's be honest with one another because immediately you are honest with one another there is no room for mistrust.*

The principal participant 1 [HSP 1, NMU 22(B)] also commented on the question of transparency as a transformative factor capable of reducing unethical factors in the management of school financial resources. The immoral factors targeted included corruption and other related unethical influences that tend to worsen mistrust among participating SASA stakeholders. The principal participant 1's solution suggested linking honesty and transparency together. The purpose of the transparency-honesty linkage was to combat the unintended implementation adverse effects that have continued to undermine the attempts to successfully implement the SASA/SGB-SMT school programme.

In advancing their collective arguments on this issue, the respondents pointed out that, if transparency was paired with honesty, mistrust among SASA stakeholders would be minimised or eradicated. This interpretation was supported by the following statement: *"Let's be honest with one another because immediately you are honest with one another there is no room for mistrust."*

The relationship between strict adherence to SASA legal norms regarding the execution of school financial projects and the roles of ethical principles of transparency and honesty presented above, were reinforced by another crucial school financial management requirement. That is the quarterly submission of treasurer's financial reports. This viewpoint is presented by the EDO respondent [EDO, NMU 4(D)] below:

> *EDO, NMU 4(D): "Make it a point that at the end...on a quarterly basis, make a financial report, where the treasurer reports about the financial activities of the school."*

This EDO perspective on the ongoing debate focused on how to expose and minimise the corrosive effects of the negative contextual factors on the school agenda. Exposing these contextual constraints was the preoccupation of the study because of their continuous negation of the concerted efforts aimed at achieving the SASA/SGB-SMT envisaged goals. The collective views of the respondents also stressed the important role, which needed to be played by the regular submission of financial reports with regard to effectiveness of school finance management. Based

upon the above collectively crafted viewpoints by the interview respondents, the Education Development Officer (EDO) participant argued that meetings conducted for submitting reports on school finances matters should be held on quarterly basis. This was how EDO respondent explained and conveyed his perspective on this issue:

> EDO, NMU12 (A): "Quarterly meetings where the financial reports are being tabled in the AGMs at the end of the year in which the annual report is explained: the financial annual report."

The EDO's view on submitting school financial annual report on quarterly basis was challenged by an opposing view offered by the principal participant 2 [HSP 2, NMU 10(C)] who self-reported his/her feeling as follows:

> HSP 2, NMU 10(C): "There are supposed to be these monthly financial reports, which are prepared at schools. Now the circuit manager comes in, talks with you about your monthly financial report. You see. Then SGB-SMT members are expected to be able to understand the trends, and be able to avert a problem that occurs even before it occurs."

The school principal respondent 2 suggested a different remedy for addressing the SGBs' problem on how to present school financial annual reports. The school principal participant 2 recommended that instead of submitting financial reports on quarterly basis, they should be submitted on monthly basis.

A second perception also presented by the principal participant 2 [HSP 2, NMU 8(A)] expanded the earlier viewpoint by adding more details. This principal respondent version on the issue reported that the omission of recorded minutes in school financial committee meetings. This perception on this theme stated that in many schools no minutes were recorded during school financial committee meetings as required by the South African Schools Act. It was pointed out that this serious omission of the SGB-SMT implementation requirement had a major negative effect on school financial management and spending. The negative policy implementation outcome (filtered through school principal 2's boundary spanning real-life experiences) was expressed as follows:

> HSP 2, NMU 8(A): "*It's only when a school is disciplined to know that when there is going to be spending, there must be a school financial committee recorded minute. So the finance committee must have, I would say, weekly meetings. One, they must decide on the terms, as guided by the budget what is it that we are going to spend on. You see, that must be minuted so that it has reference. You see, I believe in the meeting process. If there is a misunderstanding, people will be able to iron it out at the level of the meeting. So that when you get to implementation; you see, you only refer to a decision that is minuted.*"

The insights elicited from the respondents' comments on consciousness raising strategies indicated that they were all very much upset about the boundary spanning, which is taking place in schools, particularly those aspects that constrain school financial management. This was how they responded to this phenomenon:

> HSP 1, NMU 14(B): "*The first thing is to identify and realise that indeed there is boundary crossing. Immediately you are in agreement that there is boundary crossing, to me, that's the positive impact. It's positive because this paves a way towards managing the finances of the school in the most appropriate way. It's positive because it kind of clearly distinguishes between the governance roles and the management roles when it comes to finances. So, to me, that would be a positive impact despite adverse unintended consequences. Positive even the though the system that was introduced would try to address what has been wrongly done in the past so that no one would find any loophole on how the school finances are managed.*"

The principal respondent 1's [NMU 14(B)'s] reaction to this issue was quite detailed and required both factual and deep analysis and interpretation. At the factual level the respondent strived to provide instructions on how SASA/SGB-SMT stakeholders could respond to the problem of boundary spanning phenomenon that has been underming attempts to manage school financial activities in their section 21 high schools. The collective voice of the principal respondents suggested that the first step should be to try and to identify the presence of boundary crossing phenomenon in the school. This literal viewpoint was conveyed as follows: "*The first thing is to*

*identify and realise that indeed there is boundary crossing…*the positive impact". The successful identical and realisation of the existence of boundary spanning in the respondent's school was labelled a positive outcome. Stage one of this self-reflection or self-awareness about the phenomenon was classified as a positive result "*because this paves a way towards managing the finances of the school in the most appropriate way*".

At a deeper level, however, the narrative data intimated that any SGB and SMT member, who had successfully investigated SGB-SMT relationship at his or her section 21 school, would have discovered one of fundamental inherent root causes of SGB-SMT conflicts. That is, that the fuzzy demarcation line that separates school finance governance roles from school finance management roles is one of the major causes of boundary spanning in section 21 schools. This interpretation was conveyed as follows: "*positive because it…clearly distinguishes between the governance roles and the management roles*".

The principal respondent 1 [NMU 14(B)] had further linked his/her in-depth reflection on this theme to the reviewed literatures' commentaries on *the SASA/SGB-SMT programme failure's negative unintended implementation consequences.* This multidimensional interpretation of the raw response narratives was affirmed by a verbatim narrative extract: "*So, to me, that would be a positive impact despite (the) adverse unintended consequences*". The respondents' overall conclusion on this issue asserted that it is possible to design an effective implementation platform capable of "*address(ing) what has been wrongly done in the past*" in order to conceal the huge school-based financial management malpractices committed by those involved in the school financial management processes across the Eastern Cape Province.

The dialogic strategy exploited above by the principal respondent 1 [NMU 14(B)] in order to put his/her intense feelings across to the reader. The principal participant 1's [NMU 14(B)'s] sensitive response interpreted above was reinforced by the principal participant 1's [HSP1NMU 8(A)'s] reaction to the same thematic concern. To put it differently, the respondents shared experiences and how they tackled the boundary spanning situations experienced at section 21 high schools in the

Butterworth Education District is conveyed by the verbatim narrative taken from the high school principal participant 1 [HSP 1, NMU 8(A)] below:

> HSP 1, NMU 8(A): "Now…the only thing that we are busy doing eh…is to…is to sit down and become our harshest critics…eh…. When we become our harshest critics, then we begin to analyse how we have been working together in the first place. The second issue would be to check how we have managed the finances of the school, eh…. The third issue is that we would look at how we would be able to say how we have been managing the school finances. Also how we have developed systems that would be compliant with the prescripts of the law. Because if…if…if our systems are more compliant with the prescripts of the law, then this kind of action stops this kind of boundary crossing. You see, because the law is very clear who does what, when, and how. So…so…so then it becomes the responsibility of everybody to internalise those prescripts of the law so that we do not digress in performing the roles and responsibilities vested upon us either as the management or as the governing body."

The high school principal participant 1 offered his/her solution to the boundary spanning phenomenon, which has been creating havoc in section 21 high schools across the Eastern Cape Province. The verbatim narrative extract taken from the perception offered by the principal respondent 1 [HSP 1, NMU 8(A)], like that of HSP 1, NMU 14(B), offered the reader a complex and reflective account on the boundary spanning phenomenon.

Firstly, the principal respondent 1 [*HSP 1, NMU 8(A)*] suggested that the SGB and SMT members, who are committed to addressing the complex problems created by the boundary spanning phenomenon ravaging the school landscape, must become their own "*harshest critics*". It was asserted that "*When we become our harshest critics, then we begin to analyse how we have been working together in the first place.* Secondly, the principal respondent 1 stated that second task SGBs and SMTs must undertake is "to check how" they have been managing "the finances of" their schools. Thirdly, the respondent recommended that the SGB and SMT members must use self-reflective strategies in probing the school-finance-management

techniques they had been using to ensure effective implementation of school financial projects. The purpose of the third recommendation was to determine whether SGB and SMT implementers had "*developed systems that would be compliant with the prescripts of the law".* This raw narrative extract had contended that the aim of the third suggestion was to create and use policy implementation systems, which are capable of achieving SASA/SGB-SMT objectives. That is, using school finance management implementation strategies that are "more *compliant with the prescripts of the law".* It was further argued that using a school finance policy implementation mechanism, which is driven by more compliant orientated prescripts of the law, would stop the boundary crossing phenomenon wrecking section 21 schools in rural areas in the Eastern Cape Province.

The raw narrative piece extracted from the principal respondent 1 [HSP 1, NMU 8(A)] also strived to drive home the need to understand the fundamental SASA legal regulatory declaration (SASA, Section 19). According to the principal respondent 1 [HSP 1, NMU 8(A)], *"the law is very clear who does what, when, and how."* Hence, this respondent further pointed out that it is "*the responsibility of everybody to internalise those prescripts of the law so that we do not digress in performing the roles and responsibilities vested upon us either as the management or as the governing body."*

The thematic issues regarding the best methods SGBs and SMTs could employ in order to successfully discharge their school financial duties allocated to them SASA is also the focus of the EDO respondent's two verbatim narrative extracts, EDO NMU 22(A) and NMU 22(B). The two EDO responses, however, specifically stressed the issue of collaboration. This collaborative policy stance, which is the bedrock of the SASA/SGB-SMT framework and, which was highlighted by two EDO responses, is conveyed below:

> EDO, NMU 22(A): *"One, something that is supposed to be done eh... is to cooperate and work with each other, collaborate. Work together."*

> EDO, NMU 22(B): *"In schools there are stakeholders, there are NGOs, and there is Department of Education. All these people should work hand in glove*

ensuring that things that are pertaining school finances are run in the correct manner so that there will be no boundary crossing."

The first EDO narrative extract [EDO, NMU 22(A)] urged SGBs and SMTs to "*cooperate and work with each other". That is, to "collaborate*" by working together as a team.

The above sensitive positioning on the concept of partnership, cooperation and collaboration articulated by first EDO narrative extract [EDO, NMU 22(A)] was extended by the second EDO narrative extract [EDO, NMU 22(B)]. The second EDO perception revealed that school landscape is characterised by competing school-based social actors or stakeholders. These competing interests included *NGOs, SGBs, SMTs and the Department of Education.* The EDO respondent [EDO, NMU 22(B)] suggested that these competing school-based social sectors should work together as a team in order to successfully achieve the objectives of the SASA/SGB-SMT school reform agenda. This interpretation was conveyed by the raw narrative extract as followed: "*All these people should work hand in glove ensuring that things that are pertaining (to) school finances are run in the correct manner so that there will be no (more) boundary crossing"* [EDO, NMU 22(B)].

The school-based contextual negative factors, which have rendered extremely difficult the implementation of school financial roles imposed upon SASA to *SGBs, SMTs and the Department of Education,* are the focus of the high school principal participant 1's verbatim narrative response [HSP 1, NMU 12(C)]. This narrative response is cited below:

> *HSP 1, NMU 12(C): "Its question of swallowing the pride and allow yourself in the process of leading sometimes to be led and kind of like a door mat sometimes because you want things to be done the right way."*

The high school principal 1's [HSP 1, NMU 12(C)'s] self-reported view on the need for all SASA/SGB-SMT stakeholders to work together as team has re-enacted the previous arguments on the efficacy of collaboration powerfully highlighted above by narrative responses extracted from HSP1, NMU 8(A); EDO, NMU 22(A); and EDO, NUM 22(B). These respondents have collectively sustained an important argument

that needs to be reiterated. Overall, the narrative response data had suggested that SASA/SGB-SMT stakeholder collaboration has the potential to exercise a powerful positive impact on school financial governance and school financial management policy implementation. This respondents' consistent and unanimous viewpoint was repeatedly confirmed by both the literature reviewed and the empirical data gleaned from interviews and questionnaires. Furthermore, the data from the respondents suggested that the SASA/SGB-SMT implementers, who are involved in managing section 21 high school finances in the Eastern Cape Province, could harness consciousness raising strategies to eliminate the negative effects of boundary spanning. Chapter 5's next narrative data analysis and interpretation was focused on subsection 5.4.2 (The contextual factors responsible for SGBs' and SMTs' boundary crossing into each other's financial function domains).

5.4.2 The Contextual Factors Responsible For SGBs' And SMTs' Boundary Crossing Into Each Other's Financial Function Domains

The purpose of this subsection was to critically analyse, scrutinise and to contextualise the underlying factors responsible for SGBs and SMTs boundary crossing into each other's functional financial domain despite the fact that their responsibilities were demarcated in the South African Schools Act. The objective at this stage was to extract the underlying factors from the respondents' raw narrative data pieces. The chapter focused on the concealed underlying negative contextual factors because they are responsible for the boundary crossing phenomenon that has negatively impacted on the management of section 21 school financial matters. It must be emphasised here that the negative effects of the concealed contextual factors as well as the negative impacts of the boundary spanning phenomenon have continued to plague the South African education landscape.

Data from the respondents re-affirmed the findings of the literature reviewed. That is, they revealed that there is a thin line between the financial roles of the principal and the financial roles of the SGB parent component regarding which one of them has the final authority over the school finances. Respondents indicated that in a section 21 school, the SGB members were allocated the power to manage their own

finances. Similarly, the same Act stated that the school principal operating in his/her official role as the head of the school management team is mandated to serve as the school accounting officer. This thin separation between the SGB financial functions and the school principal's financial functions has been identified repeatedly by the literature to be one of the fundamental causes of confusion that nourishes boundary spanning in section 21 schools.

This confused state of affairs within the SASA/SGB-SMT school financial management system is worsened by the dual financial role played by the school principal. The principal's dual role emanates from the fact that he/she does not only have the legal authority sits in SMT meetings but he/she also has the power to sit in SGB meetings as an ex-officio member of the SGB. This SGB-SMT dual membership position gives the principal an unprecedented opportunity to influence financial issues at the level of the SMT and at the level of the SGB. What is not clarified, however, is how the principal plays this dual role without negatively impacting on the school's overall financial position. The central point being emphasised here is that the dual financial role imposed upon the school principal contains an inherent conflict-ridden feature. This inherent structural characteristic appears to demand an establishment of a sensitive collaborative school financial management platform – SASA-SGB-SMT's envisaged partnership. According to empirical datasets analysed and secondary textual data analyses and interpretations, what proved to be an insurmountable problem, however, was the fact that this essential implementation mechanism could neither be built nor operated by implementers who were driven by selfish personal interests.

The respondents reported that the Education Department is not doing enough to ensure that there are well-established implementation systems in place to ensure that school financial resources are properly governed or managed. However, one school respondent indicated that there are adequate established systems, but what was lacking was an in-depth understanding on how to operationalize these systems. The above research outcome appears to be challenged by the literature review findings that cited countless contextual difficulties. Some of the contextual constraints cited in the literature reviewed can be listed. They included (1) the SASA

framework structural weaknesses, (2) the complexity of the legal language used in the SASA/SGB-SMT legal prescription documents, and (3) the failure of the competing stakeholders to work together in the interest of the schools and the learners. The respondents repeatedly asserted that these negative factors derailed the concerted efforts aimed at implementing the large-scale school programmes successfully.

The collective voice of the interview respondents also suggested that the governance policy imperatives should be separated from the administrative role of the principal with regards to financial management. For example, the collective voice of school principal respondents attributed to failure of SGB-SMT project to the poor role performance of the Procurement and the Finance Committees. The school principal respondents blamed the failure of the SASA/SGB-SMT school agenda on the irregular procedures adopted in managing school financial resources. How financial decisions are made in these committees about financial expenditure were isolated for condemnation by the majority of the respondents. The principal respondent and the EDO respondent interview data analysed and interpreted indicated that there is a threshold which explains to what extent the SGB can authorise expenditure. That is how much money can the SGB expend or at which threshold can the Circuit Manager authorise expenditure?

In response to the research question on the contextual factors responsible for SGBs' and SMTs' boundary crossing into each other's financial function domains, the respondents attributed the poor implementation results to the finance roles that were not clearly defined. Principal respondents HSP 1, NMU 4(D) and HSP 1, NMU 4(F) explained this finance-function-related confusion:

> HSP 1, NMU 4(D): "You know there are those roles which are not that very clear to me and that requires a lot of time and understanding and flexibility on both parties, be it the SMTs or the Governors."

The high school principal 1 participant [HSP 1, NMU 4(D)] self-reported that financial roles allocated to SGBs and SMTs are not easy to understand and demand a lot of effort in order to grasp the complex requirements essential for effective performance of both SGB and SMT roles. The respondent indicated that the complex nature of

these roles intimated that the SGB and SMT implementers had to be flexible in order to understand roles' deeper objectives in order perform them successfully. This interpretation is supported by the narrative extract taken from the principal participant 1. According to the verbatim narrative piece taken from HSP 1, NMU 4(D), the financial roles allocated to both SGBs and SMTs are not clearly defined. Hence, to grasp their meanings "*requires a lot of time and understanding and flexibility on both parties, be it the SMTs or the Governors"* [HSP 1, NMU 4(D)].

The related high school principal narrative extract taken from HSP 1, NMU 4(F) expanded the above interpretation on how both SGBs and SMTs respond to implementing financial roles they find difficult to understand. The respondent conveyed the second view on this theme as follows:

> *HSP 1, NMU 4(F): "The principal must have at least have consulted other people in the form of the SGBs, before making any form of expenditure. So if lines are not clearly defined, for sure, that is likely to happen more often."*

The first principal participant 1's [HSP 1, NMU 4(D)'s] narrative response analysed and interpreted above concentrated on how to extract the correct meanings from the financial roles given to SGBs and SMTs and how to perform them successfully. Although the second associated verbatim narrative piece also taken from a high school principal participant 1 [HSP 1, NMU 4(F)] focused on SGBs' and SMTs' school financial management roles their specificities are different. For example, the HSP 1, NMU 4(F)'s response concentrated on the fact that school principal is expected to consult the SGB chairpersons and other relevant members of the SGB before spending any of the school funds. This interpretation is conveyed by the relevant verbatim extract as follows: "*The principal must have at least have consulted other people in the form of the SGBs, before making any form of expenditure"* [HSP 1, NMU 4(F)].

The narrative responses of two respondents – HSP 1, NMU 4(D) and HSP 1, NMU 4(F) – already analysed and interpreted focused on the SASA/SGB-SMT's design weakness and poorly demarcated school financial roles. The characteristics of the

SGB-SMT poorly demarcated school financial functions impacted negatively on the SGB-SMT's performance of their school financial roles.

The SGB-SMT poorly demarcated school finance roles and their negative impacts discussed above were also the focus of two DD respondents' opinions on this theme. The two DD respondents' views generated by DD, NMU 4(C), and DD, NMU 4(E) conveyed similar sentiments on this issue. The District Director participant's first response [DD, NMU 4(C)] on this issue pointed out that the demarcated financial roles laced with confusion and dual functions started when section 21 schools were introduced. This was how the DD respondent put it:

> DD, NMU 4(C): *"For me, I would imagine that in the advent of section 21 schools, surely, we were bound to have this confusion, wherein the principal or the SGB would want to claim these functions."*

The second DD participant's view on this issue, which was projected through the insider's self-reported account, is conveyed by the DD participant below:

> DD, NMU 4(E): *"No, the graduation from section 20 to 21 caused this grey area. Because as soon as schools became section 21, the governance functions given to SGBs meant that there would be contradictions inherent between the section 21 school status as well as between the SGB and the principal."*

The second DD participant's opinion of this theme is similar to the ongoing positioning advanced collectively by the majority of the interview respondents. The DD participant's [DD, NMU 4(E)'s] reaction to the problem re-enacted the view conveyed by DD, NMU 4(C) with a difference. The DD participant expressed his/her opinion on this problem. According to him/her, "*the graduation from section 20 to 21 caused*" created an implementation nightmare for all SGB and SMT policy implementers. The DD participant aptly described this finance-function-demarcation weakness as a "*grey area*". That is, something that cannot be clearly defined or classified. The DD participant elaborated upon the issue. He/she argued that the introduction of section 21 high school status introduced a powerful element of structural contradiction into the school system. According to this viewpoint, "*… as*

soon as schools became section 21, the governance functions given to SGBs meant that there would be inherent contradictions" that separate section 21 schools from non-section 21 schools and SGBs from school principals and SMTs.

The data analysed and interpreted on question of the confusion generated by the vaguely demarcated SGBs' and principals' financial functions, the HSP 3, NMU 9(C) suggested one dominant conclusion. That is, all respondents were very disturbed about the dual role played by the school principal in school finance matters. This was what the principal respondent 3 had to say on this issue:

> HSP 3, NMU 9(C): *"Consider the fact that the principal is a SMT member as well as a SGB member at the same time."*

The respondents highlighted the ongoing debate on the confusing nature of the vaguely demarcated SGB-SMT financial functions. It must be further emphasised that this role-demarcation-oriented confusion was worsened by the school principal's dual financial roles that straddled between SGBs' financial function domain and SMTs financial function domain.

And most importantly, the respondents consistently highlighted the weaknesses of the implementation systems that characterised the management of school finances. They asserted repeatedly that the Department of Education was not doing enough to make sure that well-structured implementation systems were built for the efficient management of school financial resources. The purpose of erecting implementation mechanisms, they declared, was to combat the intensification of boundary spanning between the SGBs and SMTs in section 21 schools. That the lack effective school finance management systems was responsible for the development of the boundary crossing phenomenon in section 21 schools is conveyed by the EDO respondent below:

> EDO, NMU 6(A): *"The cause of this boundary crossing is that there are no systems and processes that are put in place, systems that are put in place to run school finances."*

The EDO respondent argued that the SASA/SGB-SMT framework's structural weakness and lack of well-designed implementation mechanism were responsible for

the failure of the SASA/SGB-SMT programme objectives. The EDO participant's assessment of the problem was re-confirmed by the school principal participant 1's comment on this issue. The high school principal participant 1 re-enacted the EDO respondent's positioning, which argued that lack of well-structured implementation systems are responsible for the existence of boundary crossing phenomenon in section 21 schools. This interpretation is conveyed by the school principal participant 1 below as follows:

> HSP 1, NMU 14(A): "*There are no systems in place in the school, hence this boundary crossing.*"

The interviews data analysed and interpreted suggested that lack of well-structured implementation systems was responsible for the rapid spread of boundary spanning conflicts among section 21 high schools. This interpretation, which was advanced by the EDO respondent [EDO, NMU 6(A)] and highlighted by the participant respondent 1 [HSP 1, NMU 14(A)], was also re-echoed by the SGB chairperson participant 2 [SGBC 2, NMU 18(A)]. According to the SGB chairperson's rather negative assessment of Department of Education's performance of their roles, the officials of Department Education are capable of only one thing: getting confused. This negative evaluation of Department of Education was conveyed as follows: "*Education authorities do not come up with strategies; they are just confused*" (SGBC 2, NMU 18(A)].

The above interpretation, which was extracted from the SGB chairperson respondent' raw narrative extract, was reinforced by the National Norms and Standards for School Funding Coordinator. In his/her reinforcement of the SGB chairperson respondent 2's viewpoint expressed above, the National Norms and Standards [NNSSFCO, NMU 21 (B)] respondent commented as follows:

> NNSSFCO, NMU 21 (B): "*I blame the Department for not alerting the schools before introducing this section 21 aimed at sensitising them so that they could become independent. We have to follow these processes: how to spend money, the threshold etc., for instance here at the district office. I know that I cannot go beyond half a million. So once it's above half a million that goes*

to the Provincial Office. In school I don't remember seeing a document which actually tells the principal's threshold. That is the threshold that you cannot go beyond this amount as a principal."

A critical analysis and interpretation of the above raw narrative extract [NNSSFCO, NMU 21 (B)] revealed a number of insights. Firstly, the National Norms respondent declared that he blamed the Department of Education "*for not alerting the schools before introducing this section 21".* Secondly, it was indicated that the introduction of section 21 school category was *"aimed at sensitising"* school learners and other school stakeholders *"so that they could become independent"* [NNSSFCO, NMU 21 (B)]*.* Thirdly, this verbatim narrative extract also stated that school finance management procedure required a number of processes. These processes included…"*how to spend money"* and *"the threshold"* at the District Education Office. Fourthly, the National Norms and Standards respondent also stated that all school expenditures that are over 500 000 thousand Rands or half a million Rands require an approval from the Provincial Education Office. Fifthly, what was rather puzzling was the admission that there was no policy statement stipulating the exact amount that constitutes the school principal's threshold, intimating another structural flaw embedded in the SASA/SGB-SMT framework. And finally, the school principal's threshold was described as the fixed budget amount the principal's expenditure cannot exceed.

The raw interviews data analysed and interpreted suggested that the respondents were also keenly aware of the issues of power play has severely affected the management of school finances in the section 21 schools. The data from the respondents repeatedly revealed that there is a power struggle between the SGBs and SMTs. This SGB-SMT power struggle is being fuelled by each structure's desire to have a complete control over all school financial resources.

The interviewees' responses revealed that there was an acute lack of understanding of the governance roles and the administrative roles/functions of the SGB by both the principal and the SGB. The respondents also indicated that there are inherent contradictions embedded in the SASA/SGB-SMT framework. It was suggested that the fact that the Act mandated the principal to serve as an accounting officer while

the same Act allocated the SGB chairpersons the financial responsibility in all public schools injected conflict-ridden contradictions into the SAS/SGB-SMT envisaged partnership framework. These embedded contradictions are often manipulated by unions whenever there are issues of maladministration and embezzlement of funds.

The data collected and interpreted showed similarities. Although these thematic similarities were extracted from diverse issues many of them were invoked by the issue of power relations. The thematic concern subjected to critical analysis dealt with power struggles worsened by the chronic problem of inherent structural contradictions that have continued to constrain stated SGB-SMT objectives. The DD respondent's view on this issue was submitted to critical scrutiny here. The narrative extract taken from DD, NMU 5(A) conveyed the following view on this matter:

> DD, NMU 5(A): "For me, it could be two causes. First, it could be a cause in terms of the spell of power or authority. This could mean to find out, who between the principal and the SGB has power over financial resources. Or this could mean to find out who had the authority over financial resources of schools. This search will then include both terms of policy governing this as well as how the policy should be used to determine expenditure, procurement of goods and services, including financial accountability."

An analysis and interpretation of the DD respondent's view on the power struggle between SGBs and SMTs revealed a number of interesting insights. According to DD participant, the power struggle between SGBs and SMTs are caused by two main SGB-SMT conflict-riddled factors. The first cause was described as "*the spell of power or authority*". This evocative phrase suggests SGB and SMT members' seduction by power determinism driven by the inordinate desire "*to find out who between the principal and the SGB has* (absolute) *power over financial resources*". The respondent's perspective on this issue could also "*mean to find out who had the authority over financial resources of schools." This search will then include both terms of policy governing this as well as how the policy should be used to determine expenditure, procurement of goods and services, including financial accountability."* The positive-orientated outcome, according to the verbatim narrative extract [DD, NMU 5(A)], was triggered by a seemingly selfish-motivated search for strategies

aimed at exploiting school financial resources for personal profits. This search surprisingly led to the extraction of finance skills knowledge on *"expenditure, procurement of goods and services, including financial accountability".* The above interpretation is supported by the following verbatim narrative extract: "*This search will then include both terms of policy governing this as well as how the policy should be used to determine expenditure, procurement of goods and services, including financial accountability.*"

Chapter 5's focus on the SASA/SGB-SMT design weakness, particularly the poor demarcation of financial roles compounded by the stakeholders' inabilities to understand the complex financial functions imposed them by the Act is repeatedly voiced by the respondents. Within this context, one of the respondents' dominant standpoints also focused on the need to use appropriate financial regulations as well as how to practically use them effectively to ensure the successful implementation of school financial objectives. The other attribute of this complex SASA/SGB-SMT programme implementation process already referred to many times deals with SGB-DoE-SMT conflicts fed by fierce power struggles for the absolute control of school financial resources. The respondents' collective perspective on the above positioning is conveyed the principal respondent 1 below:

> *HSP 1, NMU 7(A): "Eh…the major cause, I would say, it's…it's…it's this thing of eh… Power struggle, in the main, is a power struggle eh…where one would try to do what one said he said earlier on. That is, who has got the power to do one wants to do? Is it the SMT? Is it the governing body? Eh…you would often and…and…and frequently see this kind of crossing of boundaries, in the main."*

The narrative extract taken from the principal participant 1's perspective on the complex and fierce battle to control school financial resources on of the fundamental thematic concerns of the study reinforced this interpretation. The raw narrative extract [HSP 1, NMU 7(A)] identified "power struggle" as "the major cause" of boundary spanning conflicts between SGBs and SMTs in section 21 schools. This respondent narrative data also revealed that SGB-Doe-SMT's failure to successfully perform their financial roles should be attributed to the SGB-DoE-SMT's chronic

power struggles. This interpretation is confirmed by the verbatim narrative extract as follows: "*Power struggle … That is, who has got the power to do…"* what … "*one wants to do? Is it the SMT? Is it the governing body?"* [HSP 1, NMU 7(A)].

The principal participants' collective positioning that identified the SGB-DoE-SMT power struggle for the absolute control of all school financial resources power outlined above is also reinforced by SGB chairperson respondents. The SGB chairperson participant 1's perspective on the theme of power struggle among SASA/SGB-SMT members is cited below:

> *SGBC 1, NMU 7(A): "People are power hungry, because the principal is a manager of the school and an administrator and ours is governance. I don't think we are right as the governing body if we do things that have not been approved by the management. Because according to me, things which must be done benefit the management of the school."*

The SGB chairperson respondent 1 observed that other SASA/SGB-SMT members hungered for power because school principal alone served as the manager of the school and the administrator of the school while parent governors have school governance authority. This interpretation is affirmed by the raw narrative extract: "*People are power hungry because the principal is a manager of the school and an administrator and ours is governance"* [SGBC 1, NMU 7(A)].

The most positive insight projected by SGB chairperson respondent 1's viewpoint was the fact that it underscored the collective foundational positioning, which argued that all school activities undertaken by the SASA/SGB-DoE-SMT members should rise above all selfish personal interests, and focus non-compromisingly on the wellbeing of the school and learners. The above interpretation is re-affirmed by the narrative data as follows:

> "*I don't think we are right as the governing body if we do things that have not been approved by the management. Because according to me, things which must be done benefit the management of the school"* [SGBC 1, NMU 7(A)].

The theme of the inherent structural weaknesses of the SASA/SGB-DoE-SMT framework being responsible for the chronic conflicts, which have continued to ravage the South African school landscape, continues to receive an unprecedented attention from all the interviews participants. However, the study's data analysis and interpretation is shaped and informed by a multiplicity of competing participants' views on the complex boundary spanning phenomenon experienced in section 21 schools. To put this interpretative conclusion differently, it is contended that some of respondents offered different explanations for the same issues of power struggles. However, the interviews data reviewed had also unanimously indicated that contradictions, which were embedded in the management of school finances in the section 21 schools, were the root causes of the boundary crossing and the systemic failure of the SASA/SGB-DoE-SMT school intervention programme.

The DD respondent's version of the theme of the inherent structural contradictions that subverted the effectiveness of the SASA/SGB-DoE-SMT policy implementation, which was outlined above, is conveyed below:

> DD, NMU 5(B): "If the SGB has the financial function and the principal is appointed the accounting officer, inherent in that relationship is a contradiction. This contradiction comes from the fact that the SGBs might feel that their mandated authority in school finances gives them the power to dictate."

The narrative data cited above suggested that the fact that school financial responsibility was located to the SGB while the school principal was mandated to serve as the school accounting officer had created irreversible contradictions within the SASA/SGB-DoE-SMT legal framework. This interpretation is supported by the raw narrative data as follows: "If the SGB has the financial function and the principal is appointed the accounting officer, inherent in that relationship is a contradiction" [DD, NMU 5(B)]. The DD respondent further added that: "This contradiction comes from the fact that the SGBs might feel that their mandated authority in school finances gives them the power to dictate." The above narrative view intimates that less educated or ignorant SGB parent governors, particularly from rural schools

might misinterpret or misunderstand the true implications or meanings of the governance financial roles.

The respondents also reported that sometimes SGBs tend to neglect their financial responsibility and leave everything to the principal. They strongly felt that all what the SGB chairpersons do is to donate their signatures and never perform their financial governance roles. Respondents' collective views had also suggested that SMTs tend to undermine the capacity of the SGBs to deal effectively with school finances. That is, the SMTs' subversive activities directed at SGB parent governors, especially non-literate parent governors from rural schools, had prevented SGBs from playing their financial roles successfully.

The narrative data analysed and interpreted also argued that, as the representative of the Department of Basic Education at the school level, the principal has a responsibility to give guidance to the SGB instead of being driven by an uncontrollable desire to control everything. The collective views of the respondents indicated that the principal has a responsibility to ensure that well-functioning sub-committees are established for the effective performance of the school's finance functions.

The verbatim narrative cited below conveyed the DD respondent's perspective on the issue of rural SGB parent governors" lack of skills capacity required for the effective performance of their school financial functions:

> *DD, NMU 14(B): "I will give just a simple example. The SGB of some of our schools, particularly the rural areas of the district, do not have absolute capacity and, therefore, they make the principal do everything. The principal determines everything; all they do is to donate their signatures, finish."*

The DD respondent of the Butterworth Education District commented on how skills capacity deficiency among SGB members, particularly in schools located in rural areas affected the performance of financial roles. The DD respondent underscored that fact that the parent governors' lack of skills capacity compelled them to allow school principals to perform the school governance financial roles. This interpretation of the narrative response is conveyed as follows: "*The SGB of some of our schools,*

particularly the rural areas of the district, do not have absolute capacity and, therefore, they make the principal do everything" [DD, NMU 14(B)]. The lack of financial skills competences among rural SGB parent members has robbed them of their democratic rights to participate in the SASA/SGB-DoE-SMT school programme on equal terms as prescribed by SASA. The response narrative extract revealed that parent governors' lack of essential financial skills reduced them to mere signature donors, who tend to rubber stamp the financial decisions made by school principals. This interpretation, which was distilled from the response narrative extract, is supported by the following the DD respondent's direct words: "The principal determines everything; all they (parent governors) do is to donate their signatures…." [DD, NMU 14(B)].

Other respondents expressed views that supported the above perspective expressed by DD respondent. The majority of the respondents reported that the SGBs are undermined by SMTs in schools. These negative SMT behaviours manifested mostly in their performance of school finance functions. Owing to the SMTs' anti-SGB attitudes conveyed above, SGB members tend to be excluded completely by the SMTs and principals, when decisions pertaining school finances are taken. An EDO respondent's two views cited below supported this argument:

EDO, NMU 4(E): "In many schools all the financial activities are done by the principal. You find out that even the parents meetings, I mean the SGB meetings, the chairperson is the principal. Because the chairperson of the SGB says no; I cannot chair. They don' know how to chair. You find out that the treasurer knows nothing as the chairperson of the finance committee."

EDO, NMU 6(C): "What you find in our schools is that parents are being undermined by the SMT, by the principal and other educators who are in the SMT structure. They undermine parents. And after having undermined them it is then that the problem arises. This is because what they usually do after belittling parent governors is that serious decisions that affect school finances are taken after parent governors are silenced at meetings. The chairperson does not know all the decisions that involve money. The treasurer does not know the decisions that involve school finances. The treasurer, the secretary,

the chairperson and the finance officer are the core in terms of running school finances."

The general conclusion presented by the majority of the respondents is that SGBs are undermined by principals and SMTs in schools. This overall interpretation of the narrative dataset analysed and interpreted is re-enacted by two closely related narrative extracts taken from the EDO respondent. The reader is told that: *"In many schools, all the financial activities are done by the principal"* [EDO, NMU 4(E)]. The school principals' domination of the SGBs in rural schools was confirmed by research evidence extracted from a raw narrative response that reported that even SGB meetings tend to be chaired by the school principal *"because the chairperson of the SGB says no; I cannot chair"* [EDO, NMU 4(E)]. The interviews narrative data subjected to critical textual scrutiny further revealed that it was not only the SGB chairpersons in rural schools, who "don't know how to chair", but also "the treasurer" and "the chairperson of the finance committee" know "nothing" [EDO, NMU 4(E)].

The EDO respondent's first perceptive on the ongoing debate on the postulation that SGBs are undermined by principals and SMTs in schools is re-affirmed by the EDO's second viewpoint on the same issue. The EDO respondent's second response narrative revealed that in South African schools "*parents are being undermined by the SMT ... the principal and other educators, who are in the SMT structure"* [EDO, NMU 6(C)].

The EDO respondent hinted that principals and other educators within the SMT structure deliberately designed subversive measures to undermine SGBs' abilities to perform their school governance financial functions. The anti-SGB subversive tactics is initiated as follows: (a) firstly, the SGB parent governors are belittled and silenced at SGB financial meetings attended by the principal and other educators within the SMT structure; (b) after parent governors are belittled and silenced at the meetings and robbed of their capacity to challenge any irregular financial decisions, (c) then, serious decisions that affect school finances are taken. This interpretation is supported by the following verbatim narrative extract:

"They undermine parents. And after having undermined them it is then that the problem arises. This is because what they usually do after belittling parent governors is that serious decisions that affect school finances are taken after parent governors are silenced at meetings" [EDO, NMU 6(C)].

This total takeover of the school financial responsibility legally allocated to SGB parent governors by SASA is attributed to one fundamental weakness of the SGB financial implementation process. That is, the fact that the core members of the SGB financial governance system – the SGB chairperson, the treasurer, the secretary, and the finance officer – lack both the theoretical school financial management knowledge and the practical financial procedures and skills essential for managing the school financial resources successfully. The above interpretation is affirmed bellow by the response narrative extract:

The chairperson does not know all the decisions that involve money. The treasurer does not know the decisions that involve school finances. The treasurer, the secretary, the chairperson and the finance officer are the core in terms of running school finances" [EDO, NMU 6(C)].

The subversive measures, which were employed by school principals and SMT members to render disadvantaged parent governors voiceless, were also powerfully conveyed by the third response from the EDO respondent:

EDO, NMU 6(E): "The SMTs undermine the SGBs. For example, they simple take the cheque book and give it to the parent signatory to sign. For example, the chairperson or the treasurer would be asked to sign an empty cheque, or told to sign on the dotted line. And they would willingly sign because they do not know the implications. There are many factors."

The third EDO narrative [EDO, NMU 6(E)] revealed that: *"The SMTs undermine the SGBs"* when *"they simple take the cheque book and give it to the parent signatory to sign".* The above interpretation is further consolidated by another narrative data piece, which elucidated this ongoing theme of SMTs' subversion of SGBs. This additional narrative piece explicated the nature of the anti-SGB subversive measures perpetrated by SGB members against SGB parent governors as follows: *"For*

example, the chairperson or the treasurer would be asked to sign an empty cheque, or told to sign on the dotted line. And they would willingly sign because they do not know the implications [EDO, NMU 6(E)].

The severe criticisms levelled against SMTs by the collective views of the respondents, which were strongly affirmed by the EDO respondent's viewpoints discussed above are also re-enacted by the principal participant 2 [HSP 2, NMU 8(C). The school principal 2 respondent's view on SMTs' negative actions that run counter to the stated policy objectives of SASA-SGB-DoE-SMT school partnership is the next focus of the chapter.

The principal participant 2 [HSP 2, NMU 8(C)] had re-affirmed the EDO respondent's above viewpoints. The EDO respondent's views outlined above focused on two views. Firstly, they indicated that school principals and SMTs did sabotage SGB parent governors' attempts successfully to perform their financial functions. Secondly, the school principals and SMTs severely accused SGB parent governors of being reluctant to perform their financial governance roles. This interpretation is unmasked by the following narrative extract: *"The problem is that SGB convenors of subcommittees are either reluctant to assume full control of the committee or only want to depend entirely on school principals to give them guidance"* [HSP 2, NMU 8(C)]. And thirdly, SGB parent members were severely criticised for their passive reliance on school principals to perform their school financial function chores for them.

The selfish individual interests, which motivated SMT members to create subversive strategies to undermine SGB parent governors in order to take over the SGB financial roles and which were outlined above, are highlighted by a number of other respondents. SMTs' anti-SGB behaviours submitted to intense scrutiny above is also the focus of the SGB chairperson 2's perspective [SGBC 2, NMU 12(B)] and the principal participant 2's viewpoint [HSP 2, NMU 4(A)].

Within the context of the strong criticisms levelled against rural SGB parent governors by other stakeholders (particularly by school principals and SMTs) for their

poor performance of their financial functions, a SGB chairperson participant 2's response to this issue is cited below:

> SGBC 2, NMU 12(B): "The problem is money. People are interested in the money. You will notice that some teachers have businesses and they used them to benefit themselves. It's corrupt practices that prevail here. And they are aware of what is happening in schools around here. The problem is this school financial muscle which runs into millions. Everybody is chasing school funds and trying to get a share."

The SGB chairperson respondent 2 defended the SGB parent governors' negative portraiture painted by other SASA/SGB-DoE-SMT stakeholders, especially school principals and other SMT members. The SGB chairperson respondent 2 attributed the principal participants' corrosive criticisms of the SGBs to their uncontrollable desire to amass wealth: "*The problem is money. People are interested in the money*" [SGBC 2, NMU 12(B)] allocated for school improvement programmes. The SGB chairperson respondent 2 further revealed that "*some teachers have businesses and they used them to benefit themselves*". This suggests that SMTs (educators) channelled school tender procurement projects through their own businesses. The SGB chairperson respondent 2 described educators' channelling school tender business activities through their own companies correctly as "corrupt practices".

It was also hinted that SASA/SGB-DoE-SMT stakeholders are aware of the school tender-related corrupt practices "*in schools around here*", that is around the Butterworth Education District. It was also intimated that, however, no official actions were taken address these corrupt practices because, the school financial resources, which were targeted by these corrupt individuals involved millions of Rands. What does the sentence – "*The problem is this school financial muscle which runs into millions*" [SGBC 2, NMU 12(B)] – intimate? Does it mean the enormous funds (millions) allocated for the SASA/SGB-DoE-SMT school improvement reform induce relevant structures mandated to eradicate corrupt practices to keep silent? Do they hope to get kickbacks or gain financially from these irregular tender procurement practices by refraining from investigating and punishing SASA/SGB-DoE-SMT stakeholders found guilty of corruption?

The above interpretations, which focused on the school-based tender procurement corrupt practices that marred the management of the massive school financial resources that run into millions of Rand was re-affirmed principal participant 2 [HSP 2, NMU 4(A)]. This re-affirmation of the ongoing issue of corrupt practices and the fact they are fuelled by the uncontrollable desire to amass wealth are conveyed by the school principal participant 2 [HSP 2, NMU 4(A)] below:

> HSP 2, NMU 4(A): "My opinion is that problem comes from the desire for more money than the desire to want to manage or the desire to ensure that eh…finances are spent correctly. People are much more interested in the money aspect money. That is they are more interested in the aspect of money, in the financial management of school funds more than anything else"

That the desire to amass wealth is dominant factor maximising corrupt practices in school financial governance and management across South African schools is clearly highlighted by a verbatim narrative piece taken from the principal participant 2's reaction to this interpretative positioning. This interpretation is supported by the following narrative extract: *"My opinion is that"* … the *"problem comes from the desire for more money than the desire to want to manage or the desire to ensure that…finances are spent correctly* [HSP 2, NMU 4(A)]. The principal respondent 2's perspective on this theme underscored an interesting aspect of the issue. The principal respondent 2 argued that SASA/SGB-DoE-SMT stakeholders are more interested in the wealth they can amass from their involvement with the school improvement agenda than effective performance of their school finance governance and school finance management roles. This interpretative positioning, which was distilled from the raw narrative data, is confirmed by the following verbatim narrative piece:

> *"People are much more interested in the money aspect of the SASA project. That is, they are more interested in the aspect of money in the financial management of school funds more than anything else"* [HSP 2, NMU 4(A)].

The data analysed also emphasised the revelation that individual school stakeholders have been accessing money from school accounts – a trend that posed a serious

challenge. The respondents argued that because school stakeholders tend to be only interested in controlling "the school purse", SASA mandated responsibilities are reduced to periphery or have acquired a secondary status. School stakeholders' selfish attitudes generated a lot of mistrust between and among the members of the SGB and SMTs.

Consequently, one respondent suggested that unemployment and social inequalities generated an inordinate desire to amass wealth, creating a culture of materialism fuelled by selfish motives for making money. He revealed that some school stakeholders were driven by the desire to use the school funds for their personal gain. One is left to wonder whether raising conscientiousness among the SGB membership would solve this problem.

The DD respondent added another explanatory dimension to the debate on contextual factors that have continued to constrain SGB-SMT concerted efforts to manage school financial resources effectively. This respondent had pointed out that the selfish personal interests, which dominate the SGB-SMT performance of school financial functions, were caused by social inequalities and lack of employment. This was how the DD respondent put it:

> DD, NMU 10(B): "The interest in money is the root cause, and this is confirmed in the majority of cases. Hence, we reflect upon span of authority or power relations responsible for....It depends on whose hands are closer to the till. And we are aware that the huge social inequalities and unemployment may cause people to act in such ways."

There is overwhelming research evidence to support the conclusion that nearly all respondents believed that the foundational root cause of the boundary spanning phenomenon and the failure of SASA/SGB-DoE-SMT school reform implementation is school stakeholders' selfish personal desires to make big money. That is not all. The respondents also indicated that budgeting is also problematic because parties in the SGB put their interests before those of the learners and the school. According to the respondents, it must also be noted that the school principal mainly decides what must be in budget. The interviews data analysed and interpreted also suggested that

budgeting is a process that is a product of consultation, which should consider the needs of the school. Overall, the evidence suggested that despite the fact that budgeting entails intense consultation and inclusive discussion it is regrettable that it is mainly decided by the principal in most rural schools.

The never-ending castigation of SGB parents for their various inabilities and failures by other school stakeholders is corroborated by SGB chairperson participants. This was how the SGB chairperson respondent 1 reacted to the ongoing data analysis and discussion on the SGBs' many failures to discharge the complex school financial roles imposed by the SASA framework upon SGB parent governors:

> *SGBC 1, NMU 13(C): "Teachers would budget for things like furniture, books and other things but those things do not happen. You will just see the construction of a boardroom instead. SGB would organise Mercedes Benz for students' metric dance. And you are told that one of those cars got involved in an accident and it needs R150, 000.00 for repairs. These irrelevant non-academic things are deliberate because people want to benefit from the school funds."*

For example, the narrative extract cited above [SGBC 1, NMU 13(C)] revealed a number of insights that confirmed other respondents' negative views on the SGB's systemic failures, evidence-based interpretations that criticised SGBs for their many inabilities that played an important role in the general implementation failure to achieve the SASA's stated objectives. The raw narrative data extract from SGB chairperson 1' response exposed SGB revelation that supported the general collective criticism mounted against SGBs: that the parent governors do not understand how academic goals of a school could be achieved. The raw narrative data suggested that SGB parent members do not know why teachers budget for "*things like furniture, books and other things".* This lack of understanding on basic needs of effective teaching and learning make SGB parent governors prevent teachers from purchasing the necessary materials and equipment for effective teaching and learning to take place. Hence, instead of purchasing school furniture, books and science equipment, SGB parent governors would authorise "the *construction of a boardroom" or organise Mercedes Benz for students' metric*

dance". The self-criticism mounted by the SGB chairperson participant 1 was ultimately linked to the hidden selfish personal motives that fuelled SGB parent members' perverse anti-school, anti-learners and anti-nationalistic behaviours. The verbatim narrative extract that presents the source of the bizarre actions of the SGB parent governors is cited below:

> *"You will just see the construction of a boardroom instead. SGB would organise Mercedes Benz for students' metric dance. And you are told that one of those cars got involved in an accident and it needs R150, 000.00 for repairs. These irrelevant non-academic things are deliberate because people want to benefit from the school funds"* [SGBC 1, NMU 13(C)].

It must, however, be emphasised that hermeneutic sentence that exposed the strange behaviour of the SGB parent governors' deliberate attempts to drive home the view that they so ignorant that they do not know that their children need school furniture, the excellent books and teaching equipment in order to pass their examinations. The key sentence that underscored the hidden selfish motive of SGB parent members is: "*These irrelevant non-academic things are deliberate because people want to benefit from the school funds"* [SGBC 1, NMU 13(C)] – an insider self-revelation.

The next SGB chairperson participant' assessment of the SGB-SMT relationship focused on school principals' subversive roles in school budgeting. On the issue of budgeting, the SGB chairperson respondent 2 offered an illuminating perspective on this problem, a viewpoint laced with real-life insider's insights:

> *SGBC 2, NMU 4(A): "Even the budget, not by the treasurer but by the principal himself. He presents it himself; whatever question we pose, he always makes sure that he is the one who has got everything right. That tells me one thing: that one SGB in this particular school is dysfunctional because everything that the budget presents is by presented the principal. This means that we have outsourced our jobs."*

Firstly, the SGB chairperson participant 2 reported that the school principal's domination pushed to the periphery the SGB executive members, who were legally

mandated by SASA to perform school financial chores. The raw narrative data revealed that "*even school the budget*", which is expected to be written "*by the treasurer*", was written "*by the principal himself*" [SGBC 2, NMU 4(A)]. Secondly, the interview data also indicated that the principal's pervasive domination enabled him not only to put the school budget together, but also to present the budget himself. This autocratic school-based financial management style runs counter to SASA's envisaged school partnership concept. The school principal's anti-inclusive decision-making suggested that he believed he had all the answers to the school budget matters. The principal's dictatorial school finance management style was aimed at silencing all possible opposing views on the school budget discussions. The above interpretation is supported by the research data as follows: "*He presents it himself; whatever question we pose, he always makes sure that he is the one who has got everything right*" [SGBC 2, NMU 4(A)]. The SGB chairperson participant 2's indictment of the school principals' uncontrollable desire to control all school affairs including the management of all school financial resources is conveyed below:

> "*That tells me one thing: that one SGB in this particular school is dysfunctional because everything that the budget presents is by presented the principal. This means that we have outsourced our jobs*" [SGBC 2, NMU 4 (A)].

The school principal respondent 2 [HSP 2, NMU 12(A)] elaborated more upon the views conveyed by the SGB chairperson participants 1 and 2 ([SGBC 1, NMU 13(C)]; [SGBC 2, NMU 4(A)]) above. The respondents' thematic concern under critical textual scrutiny right now is how SGB-SMT members react to the issue of school budget matters at SGB meetings. The principal participant 2's perceptive on this theme is cited verbatim below:

> *HSP 2, NMU 12(A)*: "*Eh…when we do the budgeting for example, it's a process that starts from the staff room. You see, because you will have committees in putting into what is it that they would like to have done. And then, the SGB full sitting and drafting the budget. Unfortunately a budget is*

always largely influenced by the principal; it's always influenced by the principal. The principal crosses the boundary or oversteps most definitely when it comes to budgeting. That is, the SMTs cross boundaries.

According to the principal participant 2, "*the budgeting … process … starts from the staffroom*" [HSP 2, NMU 12(A)]. The drafting of the budget entails following predetermined steps. These steps involve preliminary staffroom discussions followed by relevant school committees' specifications of items to be included in the budget. This is followed by discussion by "*the SGB full sitting, and drafting the budget*". The raw narrative data suggested that despite the fact that a democratic procedure was legally laid down for school budgeting, "u*nfortunately the school budget is always largely influenced by the principal*" [HSP 2, NMU 12(A)]. The principal's tendency to interfere in the drafting and the discussion processes of the school budget, a self-revelation account presented by a principal respondent [HSP 2, NMU 12(A)], exposed the fact that school budgeting is "*always influenced by the principal*". The overall conclusion projected by this narrative evidence is that the negative outcome of the principals' autocratic financial management style is that: "*The principal crosses the boundary or oversteps most definitely when it comes to budgeting. That is, the SMTs cross boundaries*" [HSP 2, NMU 12(A)].

The respondents also revealed that schools do not follow the prescribed tender procurement processes. They indicated that the boundaries between the different the procurement committees are not clearly defined. This systemic policy implementation challenge undermines the responsibility of the Finance Committee to purchase products or supplies that have been agreed upon. Respondents also reported that sometimes decisions are made outside the committees mandated by law to make the school purchases. But these irregular decisions are later endorsed by these committees whether they are correct or not. This persistent reluctance to comply with the prescribed policy implementation measures was attributed to one dominant proclivity of these corrupt perpetrators. The research evidence suggested that the performers of illegal policy implementations stood a chance to make personal gains. This negative policy implementation outcome was confirmed by the expert informant respondent, NNSSFCO, below:

> *NNSSFCO, NMU 6(C): "Sometimes the principals and the SGBs do not follow the necessary procurement procedures, let alone the issue of tornadoes because you don't budget for them. Sometimes on life threatening situations, you don't follow the procedure and the policy allows that. You just jump; you do not what you are supposed to do. Later, all you do is to explain the reason behind your inability to do what are supposed to do."*

A detailed scrutiny of the above narrative extract revealed among other insights that: *"Sometimes the principals and the SGBs do not follow the necessary procurement procedures, let alone the issue of tornadoes because you don't budget for them"* [NNSSFCO, NMU 6(C)]. The National Norms Standards respondent's, [NNSSFCO]'s positioning on the issue of school budget re-affirmed the previous views presented by school principal participants 1 and 2 above. For example, the NNSSFCO respondent observed that: *"Sometimes on life threatening situations, you don't follow the procedure"* or what the prescribed procedure *or "what the policy allows you"* [NNSSFCO, NMU 6(C)]. The National Norms Standards respondent further added that in such situations: *"You just jump; you do not what you are supposed to do".* What does this respondent statement intimate? What circumstances warrant school stakeholders abandoning all the prescribed financial management procedures and plunging into the unknown without bothering about the dangerous negative consequences of such an action: the lure of making big money?

The respondents' competing views on the SGB-SMT performance of financial functions, which dealt with using the correct policy regulations in executing tender procurement procedures, was also highlighted by a narrative extract taken from the principal respondent 2 [HSP 2, NMU 12(D)]. In this response narrative, the principal participant 2 accused the SGB for not consulting any member of the SMT before purchasing supplies. This viewpoint was conveyed by the principal participant 2 as follows:

> *HSP 2, NMU 12(D): "...there are those instances where the SGB would buy things without consulting any member of the SMT. Maybe somebody has gone somewhere and saw something there. Then the person comes back*

calling the principal and saying: `principal, this is what we have to do. I saw it done elsewhere and it's done this way' without discussing it with other school stakeholders. And sometimes you find out that an agreement has already been made with that SGB member. And you realised that the person is going to do this thing in such a way that you are forced to endorse the irregular contract. You now have to even flout the procurement procedures because an agreement has already been reached. Consequently, the school now has a responsibility of protecting the selfish interest of that particular individual. That is, your reaction is something like this: let's do it since they (the SGB member and the outsider supplier) have already reached an agreement with each other."

The above verbatim narrative piece was subjected to an in-depth critical scrutiny. The research evidence distilled from the above narrative extract suggested the selfish desire to amass wealth has become the dominate focus of all school financial activities. Hence, the stated objectives of SASA/SGB-Doe-SMT school improvement agenda aimed at delivering quality education to all South African public schools were derailed by school stakeholders' individual selfish interests. The principal respondent 2 indicated examples of the selfish-motivated behaviours of school stakeholders mandated to perform school financial functions. According to the high school principal 2 [HSP 2, NMU 12(D)], "…*there are those instances where the SGB would buy things without consulting any member of the SMT".* This action by SGB parent members had violated one of the important SASA-oriented principles: the democratic inclusive ideas aimed at promoting partnership and team spirit among competing SASA/SGB-DoE-SMT stakeholders. The principal participant 2 strived to explain how this selfish and personal-interest-oriented action could be presented to the rest of STM members after the irregular purchase transaction had already taken place. The above interpretation is supported by the following narrative extract:

"Maybe somebody has gone somewhere and saw something there. Then the person comes back calling the principal and saying: `principal, this is what we have to do. I saw it done elsewhere and it's done this way' without discussing it with other school stakeholders. And sometimes you find out that an

agreement has already been made with that SGB member" [HSP 2, NMU 12(D)].

Another insight distilled from this narrative extract is the fact that when corrupt tender procurement practices are used by an individual member of the SGB and SMT structures for their own selfish personal interests, the mandated signatories are forced to sign the corrupt deal. The official school signatories are forced to approve by signing the fouled school financial transaction because of the craftiness of the individual corrupt school stakeholders. The evidence suggested that fouled tender deals tend to be so deceitfully crafted and executed that SGB-SMT members mandated to sign school-procurement deals would be forced to sign the transactions whether they disapprove or approve them. This interpretation of the raw narrative data [HSP 2, NMU 12(D)] is supported by the following narrative fragment:

> *"And you realised that the person is going to do this thing in such a way that you are forced to endorse the irregular contract. You now have to even flout the procurement procedures because an agreement has already been reached"* [HSP 2, NMU 12(D)].

The most disturbing insight intimated by the principal respondent 2 was how these cheeky corrupt SGB-SMT operators blackmail the SGB executive members to sign on the dotted line: the exposure of the SASA/SGB-SMT corrupt individuals either as criminals or frauds will not only tarnish the image of the school or but also the image of the Department of Education. Hence, the school authorities might be forced to conceal the identities of these corrupt individuals. This interpretation was conveyed by the following narrative extract:

> *"Consequently, the school now has a responsibility of protecting the selfish interest of that particular individual. That is, your reaction is something like this: let's do it since they (the SGB member and the outsider supplier) have already reached an agreement with each other"* [HSP 2, NMU 12(D)].

The negative forces of selfish personal interests injecting corrupt practices into the SASA/SGB-DoE-SMT implementation processes are highlighted and linked to how

democratic principles enshrined in the SASA framework are distorted. The school principal respondent 2 [HSP 2, NMU 7(F)] expressed this viewpoint below:

HSP 2, NMU 7(F): "One other frustration is this question of a democratic process, which of course, you cannot avoid. These subcommittees, your procurement committee and your finance committee constitute another problem. That is where you have cycles of confusion of roles. These cycles of confusions occur especially if you have different faces in the procurement committee and different faces in the finance committee. You create problem if people in the procurement committee and the finance committee are not same. The different memberships of the procurement committee and the finance committee make members of the two committees cross into each other's role domains. This creates a problem. But you see, if you have the same people being members of the procurement committee and finance committee, committee members work more effectively without creating boundary crossing problem. Most importantly, you must always make it a point that your treasurer is a member of both committees."

The central preoccupation of the high school principal participant 2's perspective [HSP 2, NMU 7(F)] focused on view that the membership composition of financial management subcommittees also maximised the boundary spanning phenomenon and its negative impacts on schools. According to this positioning of this theme, the democratic-oriented implementation procedure enshrined in the SASA/SGB-DoE-SMT legal framework had created its own peculiar frustrations.

One of these implementation frustrations or snags emanated from the "*question of a democratic process", which* was sanctified and enshrined by SASA and cannot be avoided. The democratic principles incorporated into SASA/SGB-DoE-SMT framework are solidified by the concepts of teamwork, partnership, inclusiveness and participative decision making. To achieve these democratic ideals various committees were incorporated into the SASA framework. Hence, the refusal to apply these democratic principles (institutions) would amount to an open declaration of defiance, which are bound to lead not only to a series of negative consequences but also to intensification of SGB-SMT conflicts. The attempts by the framers of the SASA

legal framework to create a democratic implementation mechanism did not achieve the desirable outcome. That is, the establishment of "*subcommittees … procurement committee and…finance committee*", which were intended to frame the implementation process within inclusive democratic process, rendered the SASA programme more difficult to implement and injected a cycle of confusions into roles performance. According to the principal respondent 2, therefore, committees and subcommittees, instruments of inclusive and democratic participation incorporated into the SASA/SGB-DoE-SMT programme "*constitute[d] another problem": "cycles of confusion of roles"* [HSP 2, NMU 7(F)].

How does the inclusion of democratic principles to facilitate inclusive decision-makings through committees create confusions that negate participative school financial management? What are the hidden causes of these confusions referred to by the principal participant 2 above? The raw narrative response data suggested that these confusions are caused if the membership of the different committees, procurement committee and the finance committee are composed of different SGB and SMT members. The above interpretation is supported by the following narrative extract:

> *These cycles of confusions occur especially if you have different faces in the procurement committee and different faces in the finance committee. You create problem if people in the procurement committee and the finance committee are not same. The different memberships of the procurement committee and the finance committee make members of the two committees cross into each other's role domains. This creates a problem"* [HSP 2, NMU 7(F)].

The principal participant 2 concluded that the problem of confusions could be avoided if the same SGB-SMT members are included in both procurement committee and the finance committee. Addressing the problem of confusions by including the same members from the SGB and the SMT in the procurement committee and finance committee is rendered more effective the school treasurer is a member of both committees.

The above analysis and the interpretation of the narrative extract, [HSP 2, NMU 7(F)], are re-affirmed by the following narrative piece:

"But you see, if you have the same people being members of the procurement committee and finance committee, committee members work more effectively without creating boundary crossing problem. Most importantly, you must always make it a point that your treasurer is a member of both committees" [HSP 2, NMU 7(F)].

The view that the membership composition of financial management committees and subcommittees could also maximise the boundary spanning phenomenon and its negative impacts on schools, which was described in great details above was further elaborated upon by the school principal respondent 1 (HSP 1) as follows:

HSP 1, NMU 21(D): "*It tells you then again that procurement was not done properly. This poor outcome then leaves much to be desired. That's the incident I can cite. It happened in 2010 and we are still seated with that problem because that project is not bringing any income into the school's coffers to date. Though it was allegedly said it would bring income in the coffers of the school and that people would hire it and so on, nobody hired it.*"

The ongoing competing respondents' viewpoints on how to use the legal prescribed procurement procedures to effectively manage school financial resources in such a way the school and the learners and not corrupt individual school stakeholders, benefit is the focus of the next raw narrative extract [HSP 1, NMU 21(D)], which is cited below:

HSP 1, NMU 21(D): "*It tells you then again that procurement was not done properly. This poor outcome then leaves much to be desired. That's the incident I can cite. It happened in 2010 and we are still seated with that problem because that project is not bringing any income into the school's coffers to date. Though it was allegedly said it would bring income in the coffers of the school and that people would hire it and so on, nobody hired it.*"

The respondents' repeated conclusion that the majority of the SGB and SMT members are derailed by their selfish personal interests aimed at amassing wealth. Hence, they do not adhere to prescribed tender procurement procedures. The narrative response conveys this view as follows:

> "*It tells you then again that procurement was not done properly. This poor outcome then leaves much to be desired".* [HSP 1, NMU 21(D)]

The corrupt practices involving school tender procurement transactions continue to be focus of the interviews responses. The principal participant 1 retold a story involving school procurement transaction that took place in 2010 – a school financial deal expected to generate a lot of cash for the school. But not profit was generated by the school tender procurement venture. The failed school tender procurement deal is conveyed as follows:

> "*That's the incident I can cite. It happened in 2010 and we are still seated with that problem because that project is not bringing any income into the school's coffers to date. Though it was allegedly said it would bring income in the coffers of the school and that people would hire it and so on, nobody hired it".* [HSP 1, NMU 21(D)]

What are the socioeconomic and the contextual constraints that have continued to negate the concerted efforts aimed at generating extra funds for schools through funds-generating-procurement-projects? The respondents believed that the failures of school procurements projects could be attributed to the high level of illiteracy of, especially among SGB parent members located in rural communities. The research evidence generated by data analysed had suggested SGBs which had large numbers of non-literate parent governors tended display many negative attributes. These include tendency to either avoid performing all their mandated financial functions or delegating them to school principals or refusing do certain financial functions allocated to them by SASA. The research data suggested that the SGB parent members' reluctance to discharge their finance duties stems from the fact that they are either non-literate or do not know how to perform their mandated roles. The data also suggested that the majority of schools in the Butterworth area have non-

literate SGB parent governors who get easily manipulated by school principals and other SMT members. The research evidence indicated that the rural SGBs with larger numbers of non-literate members would hardly disagree with the SMT on anything. The majority of the respondents believed that non-literate parent governors simply do what they are told without question. One SGB chairperson respondent felt that because of this handicap, some SGB parent governors delegated all their financial responsibilities to the principal.

Reacting to the same respondents' collective positioning that non-literate parent governors simply do what they are told without question and that their passive attitude negatively impacts on the overall implementation outcomes of the SASA/SGN-DoE-SMT programme. The EDO respondent re-underscored the above interpretation on this matter as follows:

> EDO, NMU 8(B): "In SGB the rate of illiteracy is a problem. Now that the SGB members are illiterate, they use that as an excuse for doing nothing … at the expense of … Now that they are illiterate they become afraid to talk to the SMTs."

That view that non-literate SGB parent governors deliberately exploit their non-literate state to avoid discharging the duties have been repeated asserted by different SASA/SGB-DoE-SMT stakeholders. The narrative extract taken from the EDO respondent's perspective [EDO, NMU 8(B)] on the issue rehearsed this negative portraiture of SGB parent governors. The narrative extract did not only belittle the SGB parent members for the lack of skills and literacy but they were also accused of using their illiterate condition "*as an excuse for doing nothing".* It was also reported that SGB parent members are "*afraid to talk to the SMTs…because they are illiterate"* [EDO, NMU 8(B)].

The ongoing poisonous criticisms, which were consistently levelled against SGB parent members for their lack essential educational skills, are re-enacted by the school principal participant 2 [HSP 2, NMU 9(A)]. In highlighting the issue of the level of illiteracy and its effect on the SGB-SMT's performance of their financial

functions, the principal respondent 2 offered the following perspective on this theme:

> HSP 2, NMU 9(A): *"Generally, I'm saying they don't, they don't know their roles. Eh...particularly in schools where you have the high illiteracy rate. This is ... it's... it's... it's always a problem."*

The narrative extract, [HSP 2, NMU 9(A)], reinforced the ongoing viewpoints on SGB parent members general weakness, particularly their "*high illiteracy rate",* and their systemic ignorance and inabilities that have prevented them from performing the financial roles successfully, particularly in rural schools.

The series of above viewpoints on SGB parent members' inabilities to perform the financial functions, which were repeatedly stressed throughout the whole study, were further re-confirmed by HSP 3 below:

> HSP 3, NMU 10(D): *"Remember, these people are illiteracy. So it is difficult for them to do these things. In most cases they listen to what we are saying although they voice their views."*

The overall conclusion projected by the interviews data was that negative contextual factors worsened by social inequalities had combined to render ineffectual rural non-literate black SGB parent governors' concerted efforts aimed at performing their financial roles. The SGB chairperson participant 3's view on the above perspective, which supported the above evidence-based argument on the issue, is conveyed below:

> SGBC 3, NMU 5(C): *"You know solely the school finances are under his control; that is under the principal's control. I think that, in fact, I don't know whether our illiteracy, among other things, is responsible for our continuous manipulation by the principal and the SMT. The fact that those who are in SGB are not educated, fact that they are illiterate, enabled the principal to manipulate the SGB members. Therefore, many SGB members believe him when he speaks."*

The SGB chairperson participant 3's raw narrative response [SGBC 3, NMU 5(C)] rehearsed the general view projected by the majority of the respondents. That is, the school principal controls all school financial resources and manages them exclusively without any major input from SGB parent governors who were given the school financial responsibility by SASA. The above interpretation is supported by the raw narrative data as follows:

> *"You know solely the school finances are under his control; that is under the principal's control".* [SGBC 3, NMU 5(C)]

The SGB chairperson respondent 3' self-reflective view suggested that she was not sure whether their systemic lack of formal education or non-literacy was responsible for their "*continuous manipulation by the principal and the SMT*" [SGBC 3, NMU 5(C)]. This interpretation is confirmed by the following verbatim narrative extract:

> "*I think that, in fact, I don't know whether our illiteracy, among other things, is responsible for our continuous manipulation by the principal and the SMT".* [SGBC 3, NMU 5(C)]

The destructive effect of school principals' continuous domination of non-literate SGB parent members on the overall effectiveness of the SGB-SMT school agenda was intimated by SGB chairperson participant 3's comment:

> *The fact that those who are in SGB are not educated, fact that they are illiterate, enabled the principal to manipulate the SGB members. Therefore, many SGB members believe him when he speaks."* [SGBC 3, NMU 5(C)]

The argument advanced above by the SGB chairperson participant 3 – namely the fact that many rural SGB parent members' ability to discharge their finance functions effectively is undermined by their high illiteracy levels – is further reinforced by the SGB 3's second perspective on the issue. The second viewpoint is conveyed below:

> *SGBC 3, NMU 21(B): "Illiteracy among SGB-SMT members constitutes a major challenge. We also need to consider that in SGBs most people are not educated at all. These funds allocated to schools are too huge to be administered by illiterate people."*

The raw narrative responses already analysed and interpreted had unanimously suggested that the greatest constraint that has continued to obstruct efforts to achieve the stated objectives of the SASA school improvement programme was illiteracy among the SGB-SMT members. This collective interpretative positioning extracted from the respondents' raw narrative data is endorsed by SGB chairperson respondent 3's view on this issue [SGBC 3, NMU 21(B)]: "*Illiteracy among SGB-SMT members constitutes a major challenge*". The SGB chairperson participant 3 also observed that implementers of the SASA/SGB-SMT school reform project need to consider the fact that the majority of SGB parent members "*are not educated at all*". Therefore, it was advocated, the huge funds allocated to schools, cannot be managed by "*illiterate SGB parent governors.* This evidence-based deduction had also been repeatedly affirmed by the countless research studies reviewed in the study. This interpretation is conveyed by the raw narrative piece cited below:

> "*We also need to consider that in SGBs most people are not educated at all. These funds allocated to schools are too huge to be administered by illiterate people.*" [SGBC 3, NMU 21(B)]

The evidence distilled from both the reviewed relevant literatures and the interviews data have overwhelmingly supported the core thesis. This thesis argues that the inherent social inequalities and the poor education backgrounds of parent governors, particularly from rural schools, have undermined the abilities of SGBs to perform the financial governance roles. These historical, socioeconomic and contextual constraints had derailed the objectives of the SASA/SGB-SMT envisaged school improvement programme aimed at giving the disadvantaged and silenced black communities a voice in the newly structured post-apartheid education system. These negative underlying factors that undergirded the SASA/SGB-SMT framework enabled school principals to undermine the wellbeing of disadvantaged rural schools and learners. This negative outcome tend to be achieved when principals use the pre-democratic autocratic school management principles to subvert rural black parent governors' democratic rights to participate as equal partners within the SASA restructured new school system.

The ongoing analysis of the interviews responses has continued to unveil insight-loaded interpretative pieces that expose the complex hidden factors responsible for the implementation failure of South Africa's large scale education reform. This is what the EDO respondent had to say on the above issue:

> *EDO, NMU 4(F): "There is a great problem in our schools. Great, great, great problem, and as a result, you find that the principals manipulate the financial activities of the school. What do principals do? They don't act as...they don't play the oversight role. The principals are deeply involved in financial activities of the schools. As a result they manipulate everything. They are addicted to manipulating these disadvantaged SGB parent members located in rural areas. They manipulate, hence you'll find that in some schools there are lot of conflicts that defied solutions."*

The Education Development Officer participant, who has an insider's perceptive on the SASA/SGB-DoE-SMT school improvement reform agenda had confirmed the general assessment offered by the collective views of the respondent narratives. Namely, that school principals driven by selfish personal interests tend to manipulate disadvantaged non-literate SGB parent members, especially from rural schools. The EDO respondent's raw narrative piece taken from the main narrative extract, [EDO, NMU 4(F)], conveyed the principal's manipulation of school financial activities as follows:

> *"There is a great problem in our schools. Great, great, great problem, and as a result, you find that the principals manipulate the financial activities of the school".* [EDO, NMU 4(F)]

The second criticism levelled against the school principals by the EDO respondent was that "*they don't play the oversight role".* According to the EDO participant, because school "*principals are deeply involved in financial activities of the schools",* they are able "*manipulate everything"* [EDO, NMU 4(F)]*.* The EDO respondent further underscored the extent of the manipulation mounted by school principals against rural SGB parent governors when the act of manipulation was describes as *addiction.* What is worse is the fact that the negative effect of this act of

manipulation leads to intensification of SGB-SMT conflicts. This interpretative positioning is affirmed by the following narrative extract:

> "*They are addicted to manipulating these disadvantaged SGB parent members located in rural areas. They manipulate, hence you'll find that in some schools there are lot of conflicts that defied solutions.*" [EDO, NMU 4(F)]

The question that was posed by respondents was what measures were created to deal with the inclusion of non-literate SGB parent members from South African rural schools into the SASA/SGB-DoE-SMT framework? The framers of the SASA/SGB-DoE-SMT legal framework knew that the majority of South Africans live in the rural areas. Hence, the framers of the SASA reform document incorporated skills capacity building workshops to lessen the negative effects of high levels of illiteracy among rural SGB parent governors. Therefore, the lack of SGB parent members' skills capacity and lack of related financial competences should be attributed to the Department of Basic Education's failure to train SGBs and SMTs.

The respondents strongly felt that SGBs are not being properly capacitated by the Department of Basic Education. That was not all. They also questioned the frequency of the workshops as well as the content of the workshops used in training SGB and SMT members. The respondents did not only criticise the workshops for their lack of focus and lack of thematic depth but also for the fact that they were described as superficial, 'micro wave' workshops. SGBs are only works hopped on generics. The analysed interview response data also revealed that sometimes the DBE officials themselves are not clear about the responsibilities of the SGBs in relation to financial management. The respondents, therefore, concluded that this lack of clarity in SASA/SGB-DoE-SMT implementation process tended to cause confusion. The respondents also suggested that there should be one workshop for SMT and SGB parent component and that there should be at least two sessions per annum. These training workshops, the respondents had suggested, should cater for financial reporting and budgeting.

The research evidence so far extracted from the interviews data had indicated that contextual, socioeconomic and poor educational-level factors have continued to

impede the successful implementation of post-1994 large scale school reform. The remedies for the financial skills and practical skills competence deficits are skills capacity training through workshopping aimed at empowering SGB parent members and SMTs. The need for skills capacity acquisition was further highlighted by other interview participants' responses. For example, the key informant respondent, the National Norms Standards for school funds coordinator participant, pointed out that:

> NNSSFCO, NMU 7(A): *"The problem is lack of knowledge so they are bound to cross their bounds. My assumption would go to the direction that these people are not fully capacitated, which is another reason for this problem."*

What the NNSSFCO respondent had strived to convey to the reader was that the source of the problem should be attributed to "lack of knowledge" [NNSSFCO, NMU 7(A)], which triggered and continues to fuel the boundary crossing phenomenon. The NNSSFCO respondent further observed that if the SGB and SMT members were fully capacitated, there would be no boundary crossing conflicts among the SASA/SGB-DoE-SMT stakeholders.

The ongoing detailed analysis and interpretation of the narrative responses tend to isolate SGB parent governors for severe criticisms focused their chronic and the persistent failures. The SGB parent governors' repeated implementation failures were attributed to their lack of education and financial resources management skills. The NNSSFCO respondent's next assessment of underlying negative factors that affect SASA/SGB-DoE-SMT members' performance of their financial roles focused on the DBE's skills capacity building workshops designed to empower SGBs and SMTs. The NNSSFCO respondent conveyed his view on this theme as follows:

> NNSSFCO, NMU 17(B): *"This workshop of SGBs and principals is not an intensive training. Remember an intensive training can't be for only three days or one day. An intensive training, I think, can take two to three months. You cannot train somebody on financial matters, which take only three days, no. This training is not continuous but they call it continuous. I don't understand why they call these SGBs for workshops only after election."*

The NNSSFCO respondent opened his/her response to this issue by challenging the fact that workshop for SGBs and SMTs has been described as "*intensive training*". According to the NNSSFCO expert informant, *"an intensive training can't be for only three days or one day"* [NNSSFCO, NMU 17(B)]. The respondent added that, in his/her opinion, "an intensive training" should "*take two to three months*". Dismissing the concept of "intensive training" used by the DBE organisers of the skills capacity building workshops, the NNSSFCO respondent, declared:

> *"An intensive training, I think, can take two to three months. You cannot train somebody on financial matters, which take only three days, no".* [NNSSFCO, NMU 17(B)]

Another key word of the workshop isolated for criticism is "continuous". The respondent explicated his/her objection to describing the training provided by the workshop as "continuous" as follows:

> *"This training is not continuous but they call it continuous. I don't understand why they call these SGBs for workshops only after election."* [NNSSFCO, NMU 17(B)]

The NNSSFCO respondent's illuminating views expressed above on the poor quality of the skills training workshops, which SGB and SMT members had been subjected to were also supported by the principal participant 1. The principal respondent's view supporting this theme is conveyed below:

> *HSP 1, NMU 15(D): "Unfortunately, as you may know, in our case, on few occasions, this is not done thoroughly. Hence, you would find in the...in the lips of many principals, the term which is microwaving kind of workshops. Because they are not given a good kind of workshop that we would clearly enhance the capacity of both the principal and that of the school governing body. So, it becomes problematic because it's as if it's done for the sake of being done."*

The respondents' general collective views, which outlined above on the issue of skills capacity workshops, were also supported and underlined by principal participants.

The principal participant 1's response [HSP 1, NMU 15(D)] labelled the skills training workshops as "microwaving workshops". The reason for this criticism was that skills capacity training workshop was not effectively carried out. This interpretation was conveyed as follows:

> "Unfortunately, as you may know, in our case, on few occasions, this is not done thoroughly. Hence, you would find in the...in the lips of many principals, the term which is microwaving kind of workshops".

The principal participant continued his/her vilification of the poorly organised skills training workshop by further highlighting other weakness of the workshopping mounted by DBE. It was pointed out that skills training workshop given to SGB and SMT members failed to "enhance the capacity of both the principal and...the school governing body" [HSP 1, NMU 15(D)]. Furthermore, it was asserted that what was "problematic" was the fact that the organisers were only interested in going through the emotion of workshopping and not bother about achieving the objectives of the skills training. The above negative outcome of the failed workshops was unveiled the following response narrative fragment:

> "Because they are not given a good kind of workshop that we would clearly enhance the capacity of both the principal and that of the school governing body. So, it becomes problematic because it's as if it's done for the sake of being done". [HSP 1, NMU 15(D)]

Besides the above strong criticism directed against the DBE organisers of the skills training workshops, the principal participant 1's second response to this theme re-enacted the sentiments of his/her previous attack. This was what principal respondent 1 further presented on the same issue:

> HSP 1, NMU 15(F): "For argument sake, a case at point now is that the SGBs were elected last year in 2012. Wow, it's the end of 2013. They have not been called for any form of intensive training. So how can these people in playing their roles and responsibilities according to the pieces of legislation go and be fully capacitated? Now it's almost year. We are getting to the second year and nothing has been done to those people. So it becomes to say to me,

you would constantly find this tag of war between the managers? As we say anything to the managers and the principal would take advantage because it's very glaring, it's very glaring thing."

The importance of skills training workshops expected to address the lack of financial skills knowledge, which had trapped the SASA/SGB-DoE-SMT implementation process in cul-de-sac or dead end, has received an unprecedented attention from all the respondents. The principal participant 1 criticised the failure of the workshop organisers to mount the skills training workshopping on time. This omission of duty was presented by the principal respondent 1 as follows:

"For argument sake, a case at point now is that the SGBs were elected last year in 2012. Now, it's the end of 2013. They have not been called for any form of intensive training". [HSP 1, NMU 15(F)]

The principal respondent 1 emphasised the fact that new SGBs were elected almost a year ago and no attempt was made to train them to perform the roles allocated to them by SASA. The major concern was that this omission of duty by the DBE organisers of skills training workshops would make it impossible for SGB and SMTs to perform their financial roles. The raw response data conveyed the DBE workshop organisers' omission of duty as follows:

"So how can these people in playing their roles and responsibilities according to the pieces of legislation go and be fully capacitated? Now it's almost year. We are getting to the second year and nothing has been done to those people". [HSP 1, NMU 15(F)]

The principal respondent 1 concluded that failure of the organisers of the skills training workshops intended to empower SGBs and SMTs sob that they could discharge their school financial governance and management duties successfully tended to "constantly" lead *"to…tag of war between the managers"*. The raw narrative data substantiated this interpretation as follows:

"So it becomes to say to me, you would constantly find this tag of war between the managers? As we say anything to the managers and the

principal would take advantage because it's very glaring, it's very glaring thing". [HSP 1, NMU 15(F)]

The systemic failure of the SASA/SGB-DoE-SMT school reform programme, which is attributed to DBE' failure to provide effective skills capacity training to SGBs and SMTs is powerfully re-affirmed by the collective voice of the respondents. The principal respondent 2 reinforced this collective positioning though his/her response [HSP 2, NMU 10(B)] to this issue. The principal respondent 2 contended that the Departmental Officials' concerted efforts aimed at discharging their duties led to nothing but creating a lot of confusions instead of capacitating SGBs and SMTs. The school principal 2 respondent believed that even the Departmental Officials lacked the necessary knowledge. This was how he conveyed this viewpoint:

> *HSP 2, NMU 10(B): "Unfortunately, one of the things that you will note is that eh…some of the circuit managers would in the process of conducting workshops and trying to adjudicate over these matters also cause confusion and probably further the confusion instead of decreasing it. The confusion expands because of their probably lack of in-depth knowledge about that which they should do. The other thing in circuit managers is that they never visit schools. I believe, it is also their responsibility to visit schools at certain times to see what are the practices at schools, so that you are not only surprised when there are crises at school. Now, how would they do that? I'm sure unfortunately this is not done properly.*

As already intimated the principal respondent 2 revealed that some of the circuit managers mandated to conduct skills training workshops lacked the essential knowledge that could help them to mount well-designed workshops capable of transferring financial management skills to SGBs and SMTs. That was not all their knowledge deficit. The principal respondent 2 also suggested that they were incapable of addressing the confusions workshops had already imparted to SGBs and SMTs. Hence, they were more likely to cause more *"confusion instead of decreasing it"* [HSP 2, NMU 10(B)]. This narrative data attributed the negative unintended consequence – the expansion of confusion instead of decreasing it – to the circuit managers' "*probably lack of in-depth knowledge about"* [HSP 2, NMU 10(B)] how to

design and to conduct skills training workshops. Another weakness cited by the principal participant 2 was the failure of the circuit managers to vest schools. These serious omissions of duty levelled against circuit managers are affirmed by the following interviews narrative data:

> *"The other thing in circuit managers is that they never visit schools. I believe, it is also their responsibility to visit schools at certain times to see what are the practices at schools, so that you are not only surprised when there are crises at school. Now, how would they do that? I'm sure unfortunately this is not done properly".* [HSP 2, NMU 10(B)]

The next respondent narrative, which confirmed the two previous views expressed by the principal participant 1 and the principal participant 2, was conveyed by the principal participant 3 (HSP 3) below:

> *HSP 3, NMU 4(B)*: *"People lack that financial management capacity. Schools in the first place do not have capacity to manage these funds. And I believe, personally, that there should have been an extensive in-service training. You see, for the managers, first, those who are declared as accounting officers, and then the SGBs, so that nobody should runs into another person's lane. Yeah, I think that's where the problem lies. This causes this boundary crossing."*

The principal respondent 3's reaction to the ongoing debate on SGBs' and SMTs' lack of financial management skills capacity and the failure of schools to manage their financial resources reconsolidated the collective positioning reviewed above. The raw narrative response [HSP 3, NMU 4(B)] revealed that the systemic lack of "*financial management capacity"* meant schools "*do not have capacity to manage"* the huge financial resources allocated to them by government.

The principal respondent 3, like the rest of the respondents, attributed the schools lack of financial management capacity to the failure of the DBE workshop organisers to conduct "*an extensive in-service training".* Owing to DBE officials' failure to conduct effective skills capacity training workshops, the executive SGB-SMT ranking-member-system, which clarifies who does what and when during the school financial

management performance process is muddled. Thus, the raking order of importance used by school managers in the practical financial implementation operations – accounting officers followed by SGB parent governors – was marred. Consequently, SASA/SGB-DoE-SMT stakeholders do not know their correct financial function domains, a situation that "*causes this boundary crossing"* [HSP 3, NMU 4(B)].

The arguments advanced by the principal participants 1, 2, and 3 criticised the DBE workshop organisers for SGBs' and SMTs' lack of financial capacity skills and the attendant cycles of failures suffered by the SASA/SGB-DoE-SMT school reform programmes. The collective voices of the respondents reiterated that the actual causes of these failures must be blamed on the Education Department officials' lack of knowledge and failure to conduct effective knowledge generating skills capacity workshops. The above interpretations are re-consolidated by the SGB chairperson respondent 3 (SGBC 3), whose version on the issue, is stated below:

> *SGBC 3, NMU 21(A)*: *"Firstly, those workshops are very scarce. I don't know whether they organise it once a year. When it is done, it is done to people who have no education background or who are not educated on how to handle school finances. So, when people meet for 3 hours in 12 months, I think, that is not enough. People who are going to handle school finances must get an intensive training."*

The SGB chairperson respondent 3 was extremely disturbed about the fact the skills capacity training workshops created to empower SGB-SMT members, particularly non-literate SGB parent governors from rural schools, are not frequently conducted. This interpretation was conveyed by the following raw narrative fragment:

> *"Firstly, those workshops are very scarce. I don't know whether they organise it once a year".* [SGBC 3, NMU 21(A)]

The other concern raised by the SGB chairperson respondent 3 was the SASA stakeholders who need the skills capacity training workshops more than any other school stakeholders are non-literate SGB parent members. Hence, mounting three-hour workshops every 12 months could not provide any useful school financial management skills that could enable the SGB parent governors who do not have the

essential education background "*on how to handle school finances*". The SGB chairperson participant 3 concluded that:

> "*People who are going to handle school finances must get an intensive training.*" [SGBC 3, NMU 21(A)]

The principal participant 2 (HSP 2) has also re-echoed the ongoing views on the subject of skills capacity training workshops and the general lack of financial skills, and their negative effects on the implementation performance of SGBs, SMTs and Education Department officials:

> *HSP 2, NMU 7(B): "I understand you know a mischievous principal eh… would manipulate that process for his or her own benefit. You see, and my sense is that unless you could have circuit managers doing that kind of training, probably twice a year: at the beginning and towards the end of the year, and at the beginning and towards the end of the year training for SGBs and SMTs.*"

The principal respondent 2 observed that, if circuit managers entrusted with conducting skills capacity building workshops do not perform their responsibilities effectively and successfully, " *a mischievous principal*" (a corrupt principal) "*would manipulate that process for his or her own benefit*" [HSP 2, NMU 7(B)]. The principal respondent 2 suggested how the ineffective skills capacity training workshop programme could be reversed. The principal respondent 2 concluded that "*unless…circuit managers doing that kind of training*" conduct workshops*, "twice a year… at the beginning and towards the end of the year training for SGBs and SMTs"* [HSP 2, NMU 7(B)]*,* SGBs and SMTs would never be successfully capacitated.

It was revealed that the manipulation perpetrated by both SGBs and SMTs is one of the major contextual factors that caused the boundary crossing on financial matters. Thus, manipulation of school financial resources becomes an established SGB-SMT behaviour pattern that characterises section 21 schools in South Africa. The EDO participant illuminated this negative implementation consequence as follows:

> EDO, NMU 4(F): "There is a great problem in our schools. Great, great, great problem and as a result you find that the principals manipulate the financial activities of the school. What principals do, they don't act as….They don' play the oversight role. They are deeply involved in financial activities of the schools. As a result they manipulate everything. They manipulate these people. They manipulate, hence you'll find that in some schools there are lot of conflicts."

The EDO respondent continued to expand of the issue of manipulation perpetrated by SGB-SMT members and their destructive negative impacts of the SASA educational reform programme. The EDO response transmitted through the narrative extract [EDO, NMU 4(F)] strained to emphasise the enormity of this negative consequence of this complex problem. The respondent pointed out that school principals" deliberate manipulation of "*the financial activities of the school"* had created "*Great, great, great problem…in our schools"* [EDO, NMU 4(F)]. The EDO's raw interview narrative fragment also indicated that school principals do not conform to the prescribed school finance management regulations: "*They don' play the oversight role".* The EDO respondent also revealed that because school principals "*are deeply involved in financial activities of the schools",* they are able to successfully manipulate not only "*everything"* but also every school stakeholder. The overall negative outcome of this manipulative behaviour pattern is that "*there are lot of conflicts … in some schools"* [EDO, NMU 4(F)].

The EDO respondent elaborated upon his previous comment – an extended viewpoint – which is conveyed below:

> EDO, NMU 9(B): "SMTs together with those teachers who have financial expertise like those who teach commercial subjects and those who are accountants in these schools manipulate anything that has to do with school finances. In as far as manipulating is concerned, it's the SMT that is manipulating everything."

The EDO respondent expanded his earlier comment on the scale of manipulation perpetrated in school and branded school principals and SMT members particularly

educators who teach commercial and accounting subjects. The respondent identified the educator members of SMTs, particularly financial expertise educators who teach commercial subjects and accounting as the greatest perpetrators of manipulation in schools. The EDO respondent concluded that educator members of SMTs, who are versatile in commercial and accounting subjects and school accountants, "*manipulate anything that has to do with school finances.*" The EDO respondent summed up his perceptive on this theme as follows:

> *In as far as manipulating is concerned, it's the SMT that is manipulating everything.*" [EDO, NMU 9(B)]

Chapter 5's multi-evidenced narrative data analysis and interpretation had argued that the objectives of SASA/SGB-SMT school project were aimed at giving the previously disadvantaged and voiceless black communities a democratic platform to participate as equal members of the democratically structured school system. However, these school improvement goals, according the respondents" raw narrative extracts under scrutiny, have not been achieved due to the persistent phenomenon of manipulation perpetrated by school principals and other SMT members.

The National Norms Standard respondent, NNSSFCO, commented on the above argument as follows:

> *NNSSFCO, NMU 6(B)*: "*Sometimes the principals manipulate the SGB because of the pressure they find themselves in…*"

The viewpoint expressed above by the NNSSFCO respondent offered a more positive portrayal of the school principal, and this assessment had challenged the dominant negative perceptive presented by the majority voice of the respondents. The narrative response datasets under critical analysis suggested that not only school principals and SMTs indulged in manipulation, but also SGB parent chairpersons and SGB members. The SGB chairperson participant 1 (SGBC 1) explained how the SGB members in their school manipulated the SMTs and conveyed this view as follows:

> *SGBC 1, NMU 7(C): "When this started, the principal was not aware. The educator members of the SGB were just complaining that the principal does*

not report to them. And the principal became fed up and allowed them to attend SGB financial meetings. Yet, this was deliberate. So the principal got into that trap and became surprised when these people are inside. I am trying to say even the teachers, here at school, contribute to these conflicts. The mere fact that the SGB is able to manipulate them so that some of them, SMT members in particular, you know, you should remember that. Teachers who are in the SGB are elected by other teachers; they don't just go there. The SGBs had to recruit people who will know their agenda."

The SGB chairperson 1 appeared here to trying to explain how the SGB parent members also mount their own version the tactics of manipulation in order to achieve their own selfish interests. The reader is made to understand the central factor used by SGBs to manipulate teachers who are members of the SGBs:

"*Teachers who are in the SGB are elected by other teachers; they don't just go there. The SGBs had to recruit people who will know their agenda."* [SGBC 1, NMU 7(C)]

How do SGB chairpersons manipulate SMT teachers in order to ensure that the teachers, who are elected for incorporation into SGBs, are teachers "*who…know their (SGBs') agenda* [SGBC 1, NMU 7(C)]? The reader is made to understand that in order to manipulate the principal teachers who were members of the SGB deliberately began complaining in the staffroom about the principal failing to report to them about deliberations in SGB meetings. Thus, "*the principal became fed up and allowed them to attend SGB financial meetings".* The principal was shocked to these pro-SGB-chairperson teachers came to the SGB financial meetings. This was a classic account of manipulation perpetrated by teacher members of the SGBs. The SGB chairperson respondent 1 summed up her viewpoint on manipulation by highlighting the fact that all stakeholders contribute to SGB-DoE-SMT conflicts that undermined the effective implementation of the SASA/SGB-DoE-SMT programme as follows:

"*I am trying to say even the teachers, here at school, contribute to these conflicts. The mere fact that the SGB is able to manipulate them so that some*

of them, SMT members in particular, you know, you should remember that. The SGBs had to recruit people who will know their agenda." [SGBC 1, NMU 7(C)]

The SGB chairperson respondent 1, whose views on the issue of manipulation among SGB-DoE-SMT members, were further reinforced by other narrative extracts submitted to critical scrutiny below. This was how the SGB chairperson 1 [SGBC 1, NMU 7(C)] re-underscored this topic in the following two narrative extracts:

SGBC 1, NMU 8(B): "The SGB recommended the appointment of these SMT members at the expense of the principal because they want to manipulate them for their personal gains."

SGBC 1, NMU 6(C): "They recommended this principal because they wanted to manipulate him. They don't see eye to eye with the principal now; because he doesn't take their mandates. Now, the principal is in conflict with the SGB in this school. It is true that the SGBs manipulate other structures when it comes to finances for their preferences. Money is a problem here. I say this: manipulation is done because of the availability of funds."

The SGB chairperson respondent 1's viewpoint [SGBC 1, NMU 8(B)] highlighted the fact that the SGB chairperson respondent "*recommended the appointment of SMT members"* [SGBC 1, NMU 8(B)]*, whom the principal did not want to appoint for the vacant positions because SGB chairperson knew that the educators she recommended would always be ready to do her bidding. In other words, the SFB chairperson wanted to manipulate these teachers to achieve her selfish personal objectives.*

However, the second perspective [SGBC 1, NMU 6(C)] on the same theme reinforced the views projected by the first narrative extract [SGBC 1, NMU 8(B)] above. Namely, school appointments recommended by SGBs are determined by whether the individual educator recommended for the principal position was amenable for manipulation by SGB parent governors. Hence, the raw narrative data suggested that SGB members tended to recommend new candidates for principal positions

when the incumbent principals are unwilling to be manipulated. The raw narrative fragment unveiled this insight as follows:

> *"They don't see eye to eye with the principal now; because he doesn't take their mandates. Now, the principal is in conflict with the SGB in this school. It is true that the SGBs manipulate other structures when it comes to finances for their preferences. Money is a problem here. I say this: manipulation is done because of the availability of funds".* [SGBC 1, NMU 8(B)]

The collective voice of the respondents suggested that corruption is rife in schools and that people always want to benefit from the school financial resources management. Principals, therefore, do not play the oversight role. The interviews narrative data analysed and interpreted intimated that the SASA/SGB-DoE-SMT implementation processes are trapped in the proverbial *rat race*, to parody an African-American term. This phrase signifies soiling one's African aboriginal racial rootedness by doing everything possible to amass wealth – a rites of passage that entails running around in circles like rabid dog chasing its own tail. Or to put it differently, like an uprooted or alienated indigenous person chasing the illusive, shiny, material world dominated money. The overall collective views of the respondents appeared to suggest that the addiction for money dominated the SASA/SGB-SMT programme implementation landscape, tempting some SGB-SMT stakeholders to put their hands into `schools' cookie bags'.

The interviews narrative data reviewed suggested that sometimes, the school financial reporting processes are deliberately ignored. The purpose of this non-compliance behaviour is to ensure that other interested parties may not know what is happening with the school finances. The negative outcome produced by this irregular financial management procedure tended to lead to the elimination of transparency in school tender procurement transactions. According to the SASA legal framework, section 21 school status suggests that schools can enter into certain commercial agreements where individuals tend act solely to achieve their selfish personal material ambitions. Individuals tend enter into commercial agreements on behalf of the school in order to get kick-backs. Sometimes goods or items bought with school funds do not reach the school premises as individuals take them for their

own personal use. The competition for kick-backs is not only enormous but is uncontrollable.

This was how the EDO respondent portrayed this corrosive negative contextual factor in the following two raw narrative fragments ([EDO, NMU 13(B)]; [EDO, NMU 13(C)] :

> *EDO, NMU 13(B): "The principals have corrupt practises in as far as school finances are concerned. They are very, very corrupt. You can notice when there will be a match and they're supposed to be procuring and procurement procedures need to be followed. There is no procurement. They just go to that bus owner or that taxi owner. Because they know that they are going to get some kickbacks. There will be some kickbacks."*

> *EDO, NMU 13(C): "When they order learner-teacher support material and stationary, you notice that the principal together with his/her SMT meet with a certain book seller. And they agree that if we buy books from you for a certain amount the commission that we are supposed to get is so much or is this amount of money."*

The EDO respondent's thematic concerns in the above two narrative responses ([EDO, NMU 13(B)]; [EDO, NMU 13(C)]) were to expose principal participants' corrupt practices involving school financial procurement procedures.

The EDO respondent reported that principals tended to use *"corrupt practices in as far as school finances are concerned"*. According to the EDO respondent, the principals' corrupt procurement practices are always evident when sport activities that require procuring the use of a bus or taxi and the procurement procedures. To ensure that the individual principal get some financial kickbacks, the bus owner or taxi owner would be contacted and procurement transactions would be finalised without complying with the SASA prescribed procurement procedures. These interpretations are supported by the following narrative extract:

> "*You can notice when there will be a match and they're supposed to be procuring and procurement procedures need to be followed. There is no*

procurement. They just go to that bus owner or that taxi owner. Because they know that they are going to get some kickbacks. There will be some kickbacks". [EDO, NMU 13(B)]

The second irregular school procurement transaction that reinforced the principals' corrupt school procurement practices involved ordering and purchasing school "*learner-teacher support material and stationary*" from booksellers. The raw response data [EDO, NMU 13(C)] suggested that without any discussion with the SGB chairperson and other SGB members, "*the principal together with his/her SMT*" would "*meet … a certain book seller*" and an agreement would be reached "*that if*" the principal and his/her SMT "*buy books from*" the bookseller…"*for a certain amount the commission that*" they "*are supposed to get is so much or is this amount of money*" [EDO, NMU 13(C)].

The above positioning on corrupt practices generated by the unethical implementation principles of procurement procedures were presented by the collective views of the respondents. The respondents' collective multiple-voiced positioning on corrupt school procurement practices correlated EDO respondent's two narratives cited above.

This multiplicity of views on corrupt procurement practices were further highlighted by the view expressed by NNSSFCO. The NNSSFCO respondent strongly believed that the school procurement procedures are laced with corrupt practices. NNSSFCO attributed these corrupt practices to the lack of knowledge on the part of SGBs. This was what the National Norms Standards respondent said about this issue:

> *NNSSFCO, NMU 6(A)*: "*Ei, I'm sure it goes to the issue of interest. Because as we spend money, the principal knows that he/she has these requirements. And the SGB on the other hand does not know. You know, somebody who knows better about the funds is the one who is involved.*"

The NNSSFCO respondent's assessment of the school procurement transactions laced with corrupt practices engineered by the school principal revealed that the successful school-based self-enrichment through corrupt procurement practices demands the corrupt individual to have intimate knowledge of the school financial

resources. The success requires concealing the amount of funds available to the school from competing parties within the school environment – namely SGB parent governors. The NNSSSFCO respondent concluded that the school-based stakeholder "*who knows better about the funds is the one who is involved*" [NNSSFCO, NMU 6(A)]: namely the school principal.

Another insightful dimension into the complex issue of corrupt practices, which are embedded in the school procurement system, was provided by the school principal participant 1 (HSP 1). This principal-oriented version looked at the side of the coin: it attacked, instead, SGB parent governors for corrupt procurement practices, reversing the virulent indictment of principals for corrupt practices discussed above. The principal respondent 1 initiated his/her castigation of SGB parent governors by criticising them for taking bribes – an indictment conveyed below:

> *HSP 1, NMU 22(D)*: "*There is no way that I can object to the fact that, the SGB members wanted to benefit in that infrastructure in the form of bribes. Remember, we are entitled to our perceptions. It becomes important then though entitled as we are, we contextualise them. Yeah, in this context, one would be of that view that really eh…my suspicions were there that these SGBs perhaps there is something. They wanted to enrich themselves….There were things that were delivered by the service provider but which never reached the school. But somebody signed for those things I'm being honest and be realistic, now, in our case.*"

The principal respondent 1's [HSP 1, NMU 22(D)] negative portrayal of SGB parent governors was centred on SGB parent members' tendency to take bribes. The raw narrative data intimated that SGB members tend to benefit from school infrastructural constructions through the solicitation of bribes before awarding school building contracts to builders. This interpretation of the principal respondent 1's verbatim narrative extract is conveyed by the following:

> "*There is no way that I can object to the fact that, the SGB members wanted to benefit in that infrastructure in the form of bribes*". [HSP 1, NMU 22(D)]

The principal participant 1 further expanded his vilification of SGB parent members by stating they were not only preoccupied with enriching themselves but they also tend to use school funds to purchase goods that are never delivered to the school despite the fact that the goods bought with school funds were signed for by SGB members. These accusations levelled against SGB parent governors by the principal respondent 1 are supported by the following raw narrative data piece:

> "*They wanted to enrich themselves....There were things that were delivered by the service provider but which never reached the school. But somebody signed for those things. I'm being honest and be realistic, now, in our case".* [HSP 1, NMU 22(D)]

The school principal 1 respondent further expanded his earlier view expressed above on the same theme. The following narrative extract conveyed this elaboration:

> *HSP 1, NMU 22(E)*: *"For argument sake: you "urn" to boil water what is called "urn". Papers were signed to have them delivered. But you cannot point it anywhere in the school. Water set cutlery, cookery so to speak was delivered for that infrastructure project. But none of those you can allocate them in a school. Though the papers were saying those were delivered. So it begins to confirm the suspicion that somewhere, somehow, something indeed was not right. Or the service provider was appointed on the basis of some of the people wanting to benefit. Yeah, a lot has happened."*

The principal participant 1's second viewpoint of SGB parent governors continued to criticise them for corrupt practices involving using school funds to purchase goods that are never delivered to the school. The principal respondent 1 cited a situation in which goods were bought for an *infrastructure project*. Though there were signed documentary evidence showing that the goods had arrive at the school and were signed, none of the SGB members involved in the purchase could find the goods signed for in the school. The above interpretations are supported by the raw narrative evidence cited below:

> "*Papers were signed to have them delivered. But you cannot point it anywhere in the school. Water set cutlery, cookery so to speak was delivered*

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for that infrastructure project. But none of those you can allocate them in a school. Though the papers were saying those were delivered. So it begins to confirm the suspicion that somewhere, somehow, something indeed was not right. Or the service provider was appointed on the basis of some of the people wanting to benefit. Yeah, a lot has happened". [HSP 1, NMU 22(E)]

The above ongoing analyses and interpretations of the raw interview narratives had re-affirmed an important school grassroots reality. That is, the study repeatedly concluded that the SASA/SGB-SMT school improvement programme implementation process is riddled with various procurement corrupt practices. These corrupt procurement practices undermined SASA/SGB-DoE-SMT structures designed to improve school academic performance. Instead of the SASA/SGB-DoE-SMT programme's stated objectives of empowering disadvantaged rural schools and learners, the school implementation process is enriching selfish-oriented individual school stakeholders. The above thematic postulation was supported by respondent HSP 2, who pointed out that:

> *HSP 2, NMU 5(C): "A member of the SMT or a member of the parent component of the SGB is given a kickback. So that he facilitates a process that somebody's tender must be approved. So that, that particular person must get that particular business. You see, it's that kind of an exchange. Because, despite the fact that you would say it's the prerogative of the procurement committee which is the subcommittee of the SGB to look into eh…what? If I can say the tender documents that you still have to tell people. So, you see, companies would target the most influential, give some incentive so that their business is approved. So that's where the thing is; that's where the thing is, yeah."*

The principal respondent 2's perspective [HSP 2, NMU 5(C)] on the management of school financial resources re-consolidated the respondents' collective viewpoint that criticised both SGBs and SMTs for corrupt school procurement practices. The principal participant 2's response to the issue underscored the fact that SMTs and SGB parent governors tend to be given financial kickbacks when they provide corrupt tender procurement favour for businessmen and businesswomen. The idea

that corrupt tender procurement transaction entails exchanging a corrupt procurement service for cash was underpinned by this principal participant 2's [HSP 2, NMU 5(C)] insight. Exchanging corrupt school procurement transaction for cash involves facilitating a tender procurement process and making sure the individual going to pay for this illicit transaction gets the deal approved by the school. However, the corrupt school-based tender procurement facilitator must dodge all the legal prescriptions and conceal all the illicit transaction details from all competing school-based parties. The above interpretation is endorsed by the following verbatim narrative fragment:

> "A member of the SMT or a member of the parent component of the SGB is given a kickback. So that he/she facilitates a process that somebody's tender must be approved. So that, that particular person must get that particular business. You see, it's that kind of an exchange". [HSP 2, NMU 5(C)]

The above ongoing analysis and interpretation of the interview responses focused on exposing the corrupt tender procurement practices, which characterise the management of school financial resources. The above anti-corrupt practice positioning, which was also deepened by the high school principal participant 2's revelation on how the effectiveness of financial resources management, was compromised by corrupt practices. The effectiveness of the SASA programme implementation process is expected to be enhanced by the democratic decision-making principles provided by committees and subcommittees – a desirable outcome that was never accomplished.

The above negative outcome was exposed by the principal participant 2's response narrative extract cited verbatim below:

> "Because, despite the fact that you would say it's the prerogative of the procurement committee which is the subcommittee of the SGB to look into eh…what? If I can say the tender documents that you still have to tell people. So, you see, companies would target the most influential, give some incentive so that their business is approved. So that's where the thing is; that's where the thing is, yeah". [HSP 2, NMU 5(C)]

The ongoing multidimensional analysis and interpretation of the interview participants' competing perspectives supported a fundamental evidenced-based conclusion that had to be re-re-emphasised here. That is, schools' corrupt tender procurement procedures perpetrated by both SGBs and SMTs had rendered the stated objectives of the SASA/SGB-SMT school improvement programmes unachievable.

The above statement was supported by the following raw respondent narratives. First, the school principal participant 2's view argued that the SGB-SMT battle for control focused on the complete control of the school finances must be perceived as the gateway to getting kickbacks:

> HSP 2, NMU 5(F): "There's always that competition. The parent component of the SGB wants to have complete control. Why, because they want have a complete control in the finances of the school. The financial management of the school, it's a gateway to getting those kickbacks. Same is the SMT, if they have complete control over financial management of the school it's also a gateway for them as well."

The above raw narrative interview data [HSP 2, NMU 5(F)] highlighted the core problem that has been fuelling SGB-DoE-SMT boundary spanning phenomenon and the resultant fierce school-based conflicts among the competing stakeholders: ""There's always that competition". The principal respondent 2 had elaborated upon his/her initial focus on competition as being the ultimate determinant by arguing that because SASA had given the "complete control in the finances of the school" to "the parent component of the SGB", SGB parent governors "want to have complete control" [HSP 2, NMU 5(F)] of school financial resources. The most interesting insight produced by the principal participant 2's perspective on this theme is explication that the SGB-SMT intense competition for the absolute control of all school financial resources derived from the fact that the ownership of school financial resources leads to unchallenged dominance of "the financial management of the school", which is "a gateway to getting those kickbacks" [HSP 2, NMU 5(F)].

The above interpretive pieces distilled from the interview narrative data were supported by the following raw narrative fragment:

> "*There's always that competition. The parent component of the SGB wants to have complete control. Why, because they want have a complete control in the finances of the school. The financial management of the school, it's a gateway to getting those kickbacks. Same is the SMT, if they have complete control over financial management of the school it's also a gateway for them as well*". [HSP 2, NMU 5(F)]

Another raw narrative data that reinforced the above interpretations was taken from the DD respondent's self-reflective view on the issue of corrupt practices that strangled the implementation process of the SASA/SGB-DoE-SMT large scale education reform programme.

In trying to justify the SGBs' and SMTs' corrupt practices the DD respondent dismissed the deliberate acts of corruption perpetrated by individual school stakeholders. These corrupt practices ambiguously challenged by the DD participant were exposed by the collective voice of the interview participants, the respondents' raw narrative responses discussed in the ongoing narrative data analysis and interpretation. The following narrative extract [DD, NMU 10(A)] conveyed the DD's view:

> "*A person who is not used … suddenly gets exposed. That can make corruption but nobody I want to believe. Nobody is inherently corrupt but situations can make people corrupt*". [DD, NMU 10(A)]

The SGB chairperson participant 3 (SGBC 3) offered another view on the issue of the SGB-SMT-battles over the complete control for all school financial resources and the attendant corrupt practices in school tender procurement procedures. The SGB chairperson participant 3 exposed this viewpoint through two narrative extracts cited below:

> *SGBC 3, NMU 5(A):* "*The principal is in full control of the school funds. We discuss everything in the SGB meeting on how to use the school funds. But*

you find that the principal take all the roles and he even became the signatory."

SGBC 3, NMU 7(C): "Sometimes you find out that the money spent in cutting the grass here is around R7, 000.00 and you wonder where are these quotations from. How many quotations were there, and you find out that there was only one quotation. Repairing burglar-proofing, there is no quotation, nothing. The principal is benefiting from the school finances, and he is taking a chance. The SGBs and they are afraid to say no."

The first SGB chairperson participant 3's (SGBC 3's) narrative response cited above reported that the school principal had taken over the full control of the school funds. The narrative data explicated what the school principal's takeover of the full control of school funds meant. The reader is told that during SGB meeting how school funds should be spent is discussed but during the implementation process the principal would exclude everybody and perform all the financial roles including becoming the signatory. The SGBC 3's criticism on the school principal's usurpation of the school financial governance responsibility allocated by SASA to the SGB chairperson outlined above was supported by the SGBC 3's first raw narrative response cited below:

SGBC 3, NMU 5(A): "The principal is in full control of the school funds. We discuss everything in the SGB meeting on how to use the school funds. But you find that the principal take all the roles and he even became the signatory."

The SGB chairperson participant 3's second response narrative on the issue of school tender procurement corrupt practices which have been the central focus of the ongoing interview data analysis and interpretation continue to be subjected to critical scrutiny. The raw narrative response taken from the SGB chairperson participant 3's second response narrative [SGBC 3, NMU 7(C)] described how the school principal and SMT members tend to steal school funds through tender procurement transactions involving simple grass cutting activities. The interview narrative data revealed that in the school grass cutting activity procurement already

cited only one quotation used to facilitate the transaction instead of three quotations prescribed by law. What was more worrying was the fact that routine grass cutting chore cost the school R7 000.00. That was not all the instances of the school principal's corrupt activities. The SGB chairperson participant 3 also indicated the principal repaired the school burglar-proofing and did have any quotation to support this school procurement transaction. In SGB chairperson respondent 3's own words: "*Repairing burglar-proofing, there is no quotation, nothing*" [SGBC 3, NMU 7(C)]. The SGB chairperson participant 3 admitted that SGBs are afraid to challenge school principals and to say no to their continuous domination of SGBs and deployment of corrupt tender procurement practices to steal school funds.

The insights generated by the SGBC3's second raw narrative extract [SGBC 3, NMU 7(C)] are substantiated below:

> "*Sometimes you find out that the money spent in cutting the grass here is around R7 000.00 and you wonder where are these quotation from. How many quotations were there, and you find out that there was only one quotation. Repairing burglar-proofing, there is no quotation, nothing. The principal is benefiting from the school finances, and he is taking a chance. The SGBs and they are afraid to say no*". [SGBC 3, NMU 7(C)]

The interpretative insights, which were presented in the ongoing qualitative data analysis and interpretation, were gleaned from the respondents' multiple-voiced viewpoints. The raw narrative data analysed and interpreted had suggested that the SASA/SGB-SMT programme's complexity demanded that any school-based activity should be a product of consultation, discussion and consensus. Mention should also be made of the fact the SASA/SGB-SMT programme's complexity is worsened by the competing interests of the school-based social sectors. The research evidence also suggested school-based inclusive-decision-making formula or school implementation formula should be strictly applied by all organisers of school functions. That is, this inclusive-decision-making formula should be adhered to by all school function organisers irrespective of who the individual organisers are, what status they have in society, which organisations they are affiliated to, and who they are connected to.

The respondents' next narrative responses, which were submitted to textual analysis and interpretation, focused on political interference and its impact on SGB-DoE-SMT conflicts. The raw narrative data (for example) from the SGB chairperson respondent 2's response narrative extract [SGBC 2, NMU 17(A)] and principal participant 3's response narrative extract [HSP 3, NMU 5(C)] underlined how the negative influence of power politics eroded the democratic principles of women's rights and equality enshrined by the SASA framework. Both the empirical research data and secondary data in the form of official reports and scholarly research studies reviewed in the Literature Review Chapter had highlighted the fact that these democratic principles were intended to empower disadvantaged black rural SGBs and learners.

The issue of political overtones, dictatorship and mistrust have also been identified by respondents as another important negative underlying contextual factor. It must be re-emphasised the interviewees had exposed political interference as another concealed negative determinant that had intensified constraints, which have continued to undermine efforts aimed at effective implementation of the stated objectives of the SGB-SMT programmes. The interviews data analysed and interpreted suggested that SMTs and SGBs take politics into schools. The issue of who gets deployed as principal or as a SGB chairperson or a member in a school becomes not only a concealed political issue but also a veiled political contest. The evidence suggested that people deploy others in order to control them.

The interview data analysed and interpreted revealed that selfish motivated school stakeholders used the political stratagem of deploying SGB and SMT members in various positions within the SGB-SMT structures in order to use them as rubber stamps for their personal selfish motives. The multiple-voiced respondents concluded that this manipulative and selfish strategy constituted the most insidious challenge that impacted negatively on the school improvement agenda. The SASA/SGB-SMT implementation process is dominated by the political stratagem of deploying political compliant SGB and SMT members – a political interference that undermines inclusive participation. This political stratagem transforms SGB and SMT members into political tools to be manipulated and to be dictated to by others. It is driven by mindless or blind/slavish obedience to a single political school of thought. Meetings,

are, thus, marred by ulterior motives and it is difficult for people to find common ground essential for embracing SASA/SGB-SMT envisaged school-based partnership concept. Owing to the above contextual and political manipulative tactics that transcended the legally structured SASA framework governed by statutory laws, the school agenda suffers.

The collective respondents' views suggested the sabotage is the order of the day in these schools. For example, if the principal is affiliated to a different political persuasion and not that of his SGB or teachers, either the principal, educators or the SGB members would be engineered or made to to fail. Owing to the thin line separating SGB financial functions from those of school principal and SMT educators who are elected members of the SGB there is a tendency embedded in the closely knit SGB-SMT structures. This unique inherent tendency induces either the SGB or the SMT to focus solely on doing all each can to force one group to accept what the other structure wants without question. The SASA envisaged principles of consultation and inclusive decision-making in these circumstances are deliberately suffocated. This kind of attitude causes serious boundary spanning. The overall negative outcome of this situation prevents SASA/SGB-DoE-SMT individuals from playing their roles because they can no longer be trusted. How these negative effects of power politics and powerful political connections had constrained the SASA/SGB-SMT programme is the next focus of Chapter 5.

The first narrative extract cited below described the issues of the deliberate political interference in the election of SGB members, the current focus of the chapter, as "political meddling". The principal participant 3 (HSP 3) described his/her perspective of this issue as follows:

> HSP 3, NMU 5(C): "There is also some element of political meddling here. Because during SGB elections, you would find out that there is an element that is pushed. Namely, 80% of this SGB should be ANC aligned regardless of the potential that a person has. You will also find that there are quite a number of factors contributing towards this."

The question that screamed to be posed here was: Does the inclusion of only the ANC members in the SGBs enhance the effectiveness of SGB-SMT programme implementation? The high school principal respondent 3's response narrative extract [HSP 3, NMU 5(C)] revealed that during SGB elections there is a concealed political influence that pushes for a predetermined election outcome. Namely, this hidden political agenda tried all it can to ensure that 80% of SGB members elected should; regardless of their fitness to perform their SASA-prescribed school governance financial roles should be ANC members. The principal respondent 3 added that there were a number of contextual factors that created this political interference. The above interpretation distilled from the raw narrative data is supported by the verbatim narrative piece cited below:

"*Because during SGB elections, you would find out that there is an element that is pushed. Namely, 80% of this SGB should be ANC aligned regardless of the potential that a person has. You will also find that there are quite a number of factors contributing towards this*". [HSP 3, NMU 5(C)]

The high school principal respondent 3's viewpoints analysed and interpreted above – views that commented on how political meddling in SGB elections negatively affected school stakeholders' effective performance of their school financial roles. Responding to the effects of political interference on the SASA/SGB-SMT school improvement reform, the high school principal SGB chairperson respondent 2 (SGBC 2) isolated one of the essential school financial role performance indicators for scrutiny. The SGB chairperson respondent 2 focused on the need to elect SGB members, who are endowed with leadership qualities. The SGB chairperson participant 2 conveyed this view in her own words as follows:

"*The first leadership quality is to be politically matured because the very concept of the SGBs is from politics. So if he is politically matured he knows that their mandate is clean*". [SGBC 2, NMU 17A]

The theme of political interference and its negative impacts on the SASA school reform process was also underscored by the SGB chairperson participant 1 (SGBC1). However, the SGB chairperson participant 1 chose to expose the selfish hidden

political motives behind the political interference secretly mounted by the ruling party. The SGB chairperson participant 1's criticism, which was cited in full at the end of this introductory outline, argued that the political meddling was directed from the District Education Office by officials with powerful political connections. Secondly, it was argued that this political meddling entailed a deliberate subversion of the operations of SGB-SMT programmes in schools. However, complaints lodged at the District Education Office tended to be ignored by the Education Department officials mandated to solve these problems. The narrative extract cited from SGBC 1's response [SGBC 1, NMU 17(A)] on this problem also highlighted Department of Education's lack of commitment. This visible disinterestedness characterised the actions of the Education Department experts, who are paid and mandated, to solve the SGB-SMT implementation problems. This interpretation of the narrative response data is conveyed in SGBC 1's own words below:

> SGBC 1, NMU 17(A): "They are aware but they are doing absolutely nothing about the complaint. No, for me, they have done nothing; because after, for example, the principal's letter, they came. But they went out with nothing. No advices nothing. Even the provincial office. They would always bit about the bush. At one stage we went there to the District Office but the Chief Education Specialist who was Acting District Director, who was supposed to handle the situation literally ran away and left us in his office. The CES was working hand in hand with these corrupt people here at school. He would say even if I leave to Butterworth I will always work with SGBs. That is what he would tell people. I even ask, at one stage, why it is so difficult to solve our financial governance and financial management problems. Another CES just laughed at me and said she thinks it's political."

A critical analysis of the SGB chairperson respondent 1's response narrative extract [SGBC 1, NMU 17(A)] will deepen the hidden insights already extracted from the respondents' competing perspectives on the SASA/SGB-DoE-SMT reform implementation process and the countless unintended negative consequences. The long raw narrative extract referred vaguely to corruption practices and the conflicts they generated at the Butterworth Education District. However, attempts by school

stakeholders to resolve these problems failed because Department of Education officials – the District Director, the Chief Education Specialist and the Acting District Director – simply ignored the problems of corruption that engulfed the schools. The response narrative data also reported that the school principal sent an official letter to the DBE officials mandated and paid to deal with such school problems. Though the DBE officials actually came to the school concerned, they did not attempt to address the complaint reported to them. This dereliction of duty was conveyed as follows:

> "*They are aware but they are doing absolutely nothing about the complaint. No, for me, they have done nothing; because after, for example, the principal's letter, they came. But they went out with nothing. No advices nothing. Even the provincial office".* [SGBC 1, NMU 17(A)]

The raw narrative data analysed and interpreted suggested that instead of addressing the problems that negated efforts to effectively perform school financial roles allocated to SASA/SGB-DoE-SMT members, the Education Department officials mandated to resolve these school-based conflicts would resorting to dodging the issue by talking about irrelevant matters. At one occasion, the SGB chairperson respondent 1 revealed how the SGB parent members went to the District Office to have their complaint addressed. However, the Chief Education Specialist, who was the Acting District Director at the time, and was supposed to handle the school tender procurement malpractices complaint, literally ran away and left the SGB parent members in his office.

The most revealing insight, however, involved the Chief Education Specialist (CES) who was Acting District Director, and ran away from his office leaving the SGB chairperson respondent 1 and the other parent members. The raw narrative extract analysed revealed that the Chief Education Specialist/ Acting District Director "*was working hand in hand with these corrupt people"* at school involved in tender procurement malpractices. The fact that another CES had the audacity to laugh at the SGB chairperson respondent 1 did not only suggest the Education Department officials' involvement with school financial tender procurement corrupt practices but also indicated their complicity in the political meddling in SGB elections. Hence, it

could be concluded that Education Department officials are not only using their connection to ANC political heavyweights to influence the elections of SGB members but also to sabotage the effectiveness of the SASA/SGB-DoE-SMT programme implementation process. Furthermore, the SGB chairperson participant 1's testimony suggested that the fact that the rude CES and Acting District Director knew that the disadvantaged and non-literate rural SGB chairperson did not have the clout to stop their political meddling aimed at enriching themselves and their corrupt SMT member tools. These interpretative pieces were conveyed as follows:

> "They would always bit about the bush. At one stage we went there to the District Office but the Chief Education Specialist who was Acting District Director, who was supposed to handle the situation literally ran away and left us in his office. The CES was working hand in hand with these corrupt people here at school. He would say even if I leave to Butterworth I will always work with SGBs. That is what he would tell people. I even ask, at one stage, why it is so difficult to solve our financial governance and financial management problems. Another CES just laughed at me and said she thinks it's political".
> [SGBC 1, NMU 17(A)]

In addition to divisive tactics used by corrupt DBE officials working together with school principals to use corrupt tender procurement strategies to enrich themselves – school-based procurement malpractices discussed above – the following response narratives also exposed other negative outcomes of the SGB-DoE-SMT conflicts. The research participants narrated stories about the SGB and SMT structures. These conflict-orientated stories did not only deepen the SGB-DoE-SMT conflicts but they also intensified the boundary crossing on financial matters in their schools.

One of most disturbing accounts was the SGB chairperson participant 1's harrowing story [SGBC1, NMU 17(A)] about how Education Department officials (Chief Education Specialist, District Director and others) colluded with school principals and other SMT members in order to siphon money from financial resources of schools through corrupt procurement practices. This negative trend was further highlighted by other SGB chairperson participants, who indicated that in some cases principals and SMT members bent upon enriching themselves fraudulently, did not consult SGB

chairpersons and other SGB parent governors. As a result of the non-consultation of SGB members by the SMT members, the tension between the two structures intensified dramatically. This thematic postulation was supported by the principal participant 1 (HSP 1), who said:

> HSP 1, NMU 11(A): "Yes, yes, that has happened in our school, eh…m. In our school where you would find there is no consultation, nor nothing. This is because of the tensions that are there between the SMT, in particular, the principal's office and the governing body. Yes, that made the governing body to take over those responsibilities of the SMT. Where you would find that? You would see things happening without being informed. Even the planning part, to a certain extent, would be taken over by the governing body. Kind of plan and give back to SMT to kind of imbibe whatever plan without question. Things are very ugly to such an extent … one is expected to accept everything without question."

The principal participant 1's response [HSP 1, NMU 11(A)] revealed that in his/her school consultation which enhances collaboration among the competing interests within the SASA/SGB-DoE-SMT framework was completely erased. The data analysed attributed the total erosion of consultation among SGB and SMT members to the unprecedented tensions between the SMT, particularly, the school principal's office and the SGB chairperson and SGB parent members. Owing to this conflict-ravaged relationship between the SGB and the SMT in this school, the SGB members took over the SMT's financial responsibilities. The visibly upset principal participant 1 posed this question: "Where you would find that?" [HSP 1, NMU 11(A)]

The above interpretations, which were extracted from the principal respondent 1's reaction to this theme, were supported by the following raw narrative data piece:

> "Yes, yes, that has happened in our school, eh…m. In our school where you would find there is no consultation, nor nothing. This is because of the tensions that are there between the SMT, in particular, the principal's office and the governing body. Yes, that made the governing body to take over

those responsibilities of the SMT. Where you would find that? [HSP 1, NMU 11(A)]

The principal respondent 1 further intimated that, since the principle of consultation and inclusive participative financial management concept enshrined by SASA had disappeared, one was forced to "*see things happening without being informed"* [HSP 1, NMU 11(A)]*.* The disturbed principal respondent 1 hinted that the school's SGB might even appropriate the school's financial planning. Although the school's SMT was supposed to be responsible for the financial planning and management of school's teaching and learning, the principal and the SMT would be forced to "*imbibe whatever plan"* was fashioned by the SGB "*without question".* The raw narrative extract confirmed the above interpretation as follows:

> *"You would see things happening without being informed. Even the planning part, to a certain extent, would be taken over by the governing body. Kind of plan and give back to SMT to kind of imbibe whatever plan without question. Things are very ugly to such an extent … one is expected to accept everything without question".* [HSP 1, NMU 11(A)]

The SGB-SMT conflicts, which were generated by power struggles over who has the absolute control over school financial resources that provide the gateway to making big money from school tender procurement activities, are now being reinforced by other SGB-SMT oriented negative factors. One of these negative factors derived from the SGB-SMT structural complexity.

The complexity of the membership composition of the SGB and the SMT structures created a big problem. This membership problem derived from the fact that the SGB membership is composed of parent members as well as school teachers, who tend to identify with SMT members headed by the school principal. This dual membership of teachers who belong to both structures complicated the power struggle over the control of school financial resources. The principal participant 2's (HSP 2's) comment on this issue illuminated this problem. That is, the principal participant 2's position on the issue explicated this complex issue.

The response data analysed revealed that teachers who are members of SGBs claim to possess insiders' intimate knowledge of the school environment while SGB members are outsiders with hazy knowledge on the school environment and education. Hence, SGB teacher members argue that all SGB parent members must accept their expert and insider-knowledge views without question. The counter argument is that teachers tend forget that without the SGB parent members' children, there will be no schools. Furthermore, parent governors have more intimate knowledge of their children than school teachers and school principals, a knowledge that cannot be ignored by principals and SMTs. The principal respondent 2's actual words, which were cited verbatim below, conveyed his exact view on the issue:

> HSP 2, NMU 12(B): "One other thing is the fact that we are in the school and, therefore, they must listen to what we say. They, SGB members, are not in the school. They are outside of the school. We are in the school, so they must listen to us. And we will sense now, within the SGB, elements of two households. Even though you refer to the SGB as a unit, but you will then begin to hear sentiments, that speak about parents, wanting to view them as a separate entity and the teachers."

The SGB-SMT debate on whether teacher members of the SGB, who claimed superior insider knowledge on how schools are run and the best ways to manage school financial resources in order to produce excellent academic results is the current focus of Chapter 5. This thematic positioning was conveyed by the raw narrative data source as follows:

> "One other thing is the fact that we are in the school and, therefore, they must listen to what we say. They, SGB members, are not in the school. They are outside of the school. We are in the school, so they must listen to us". [HSP 2, NMU 12(B)]

The principal respondent 2 explicated his earlier comment by trying to identify the hidden underlying SASA structural weakness responsible for the conflict between teacher SGB members and SGB parent members. The principal respondent 2

intimated that inherent source of the conflict within the SGB must be attributed to the fact SGB is not a single harmonious structure. That is, the SGB structure is like entity composed of two separated individual members passionately loyal to tenets of their original SASA-created structures: namely, the SGB chairperson and the other parent governors uphold their own SGB selfish interests while the teacher members of the SGB faithfully uphold only the selfish interests of the SMT including the school principal's selfish interests.

The following narrative extract endorsed the above thematic interpretations as follows:

> "*And we will sense now, within the SGB, elements of two households. Even though you refer to the SGB as a unit, but you will then begin to hear sentiments, that speak about parents, wanting to view them as a separate entity and the teachers".* [HSP 2, NMU 12(B)]

The principal respondent 2's perspective [HSP 2, NMU 12(B)], which was analysed and interpreted above was re-confirmed and expanded by principal respondent 3's response [HSP 3, NMU10(B)] to the problem. How the dual membership of teachers who serve in the SGBs negatively impacted on the implementation of SGB-SMT policies, was highlighted by principal participant 3's (HSP 3's) illuminating comment on this issue. The raw narrative extract that supported the above thematic positioning is cited verbatim below:

> *HSP 3, NMU 10(B): "At one stage here at school, the SGBs took the cheque book from the principal's office by force because they wanted to renovate one classroom without the knowledge of the SMT. They bought material, everything without my knowledge as the principal. Hired someone to do the job. They deposited that person and gave him the whole amount before he could even finish. And he left without finishing the job. And I began to say maybe somebody was going to personally benefit there. Remember, I am the accounting officer here."*

The SGB chairperson participant 1's harrowing story [SGBC1, NMU 17(A)] already referred to appears to re-enacted here by principal respondent 3's reaction [HSP 3,

NMU10(B)] to the same theme. The SGB chairperson respondent 1's story vehemently criticised Education Department officials (Chief Education Specialist, District Director and others) for colluding with school principals and other SMT members to siphon school funds through corrupt procurement practices.

The principal respondent 3's reaction [HSP 3, NMU 10(B)] to the same theme seemed to have presented a counter accusation against SGB chairpersons and other SGB parent governors. The principal respondent 3's account did not only present the flipside of the same coin but it also exposed SGBs' complicity in the corrupt tender procurement scandals that have continued to plague the school landscape. These revelations on SGBs' roles in the schools' fraudulent procurement practices re-confirmed that the three major SASA school stakeholders – the SGBs, the SMTs and Education Department school managers – are guilty of perpetrating school tender procurement malpractices.

The principal respondent 3's narrative revealed the SGB chairperson and SGB parent governors took *"the cheque book from the principal's office by force because they wanted to renovate one classroom without the knowledge of the SMT"* [HSP 3, NMU 10(B)]. The SGB parent members also bought every essential material required for the renovation project the knowledge of the school principal. That was not all. The SGB parent members, according to the school principal respondent, had also "hired someone to do the" renovation "job".

The above interpretations are re-affirmed by the research evidence as follows as follows:

> *"At one stage here at school, the SGBs took the cheque book from the principal's office by force because they wanted to renovate one classroom without the knowledge of the SMT. They bought material, everything without my knowledge as the principal….Hired someone to do the job".* [HSP 3, NMU 10(B)]

Furthermore, the principal participant 3 stated that the SGB parent governors led by the SGB chairperson "*deposited the full amount of the renovation job into the service provider's account before the renovation job was completed.* This naïve

tender procurement behaviour displayed by the SGB chairperson and SGB members demonstrated their lack of practical experience. This interpretation is supported by the verbatim narrative piece cited below:

"*They deposited that person and gave him the whole amount before he could even finish. And he left without finishing the job. And I began to say maybe somebody was going to personally benefit there. Remember, I am the accounting officer here".* [HSP 3, NMU 10(B)]

The principal respondent 3's viewpoint expressed above did underscore two enormous challenges posed by the SGB-SMT poisonous relationships. The first of challenge was SGBs' and SMTs' excessive desire to outsmart each other in amassing wealth through fraudulent school tender procurement projects. The second challenge was the SGB members' and SMT members' pernicious anti-SASA preoccupation to exclude each other from participating in any corrupt school financial activities involving large money transactions. This argument was supported by the narrative extract cited verbatim from the SGB chairperson participant 1's (SGBC1") description of the problem of corrupt tender procurement practices in schools.

The view expressed by the SGB chairperson participant 1 below did not only support the ongoing positioning on the corrupt procurement practices in schools but also revealed that SGBs tended to dictate and to control everything related to school financial resources. This was how the SGB respondent 1's descriptive narrative response unpacked this issue:

SGBC 1, NMU 7(B): "*The SGB here is controlling everything. Even if we don't want the school to attend a match we simple say the school is not going to that match, finish. Even if the principal doesn't know, we don't care about that. So that's power. You know, now, people say as the SGB, we have built our small kingdom. You know, some people are power hungry. You know, the SGB here was clever enough to recruit people from other school for senior positions. Here at school that will align themselves with. So they knew that … the SMT … have people of their own who will side with them throughout in so*

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much. That there were tricks; that in the SGB there must be some SMT members that know something that is not supposed to happen. Only the principal is supposed to be there and this has happened. And you can imagine how many SMT members here trying to infiltrate the SGB with the purpose of benefiting from the school finances. And then the principal … the head of the school, becomes powerless."

The SGB chairperson respondent 1's above response to tender procurement malpractices in schools was completely different from her harrowing account [SGBC1, NMU 17(A)] already cited two times – an account that severely criticised Education Department officials, school principals and SMT members for using corrupt procurement strategies to steal school funds. The SGB chairperson participant 1's account argued that school principal and the SMT members were successful in exploiting corrupt tender procurement strategies in emptying the school's coffers because they protected by DBE officials with powerful political connections. In other words, the principal and the SMT members backed by powerful Education Department officials were using the power politics to achieve the selfish interests.

The SGB chairperson participant 1's current response [SGBC 1, NMU 7(B)], however, amounted to a self-confession: namely, an admission that SGB members also have been engaging in corrupt procurement practices in schools. Unlike the school principal and the SMT members, who use their political connections with DBE officials connected to ANC politicians the SGB chairperson participant 1 and SGB parent members used their majority enshrined by SASA to control all school financial operations. By using simple majoritarian principle of democracy, the SGB parent governors led by a SGB chairperson determined to have all slices of the school cake (financial resources) succeeded in building a small kingdom for themselves.

The insightful meanings extracted from the SGB chairperson 1's story [SGBC 1, NMU 7(B)] are backed by the following verbatim narrative fragment:

"The SGB here is controlling everything. Even if we don't want the school to attend a match we simple say the school is not going to that match, finish. Even if the principal doesn't know, we don't care about that. So that's power.

> *You know, now, people say as the SGB, we have built our small kingdom".*
> [SGBC 1, NMU 7(B)]

Besides the above illuminating interpretations generated by the SGB chairperson participant 1's perspective on the SGB-SMT power struggle, the intuitive respondent also intimated that the school principal and the members of the SMT are "power hungry" and the SGB parent members have to draw upon their rural natural native wittedness to outsmart them. The narrative data analysed and interpreted suggested that SGB parent members resorted recruiting teachers from other schools for senior positions. The SGB's potent but devious strategy of domination was aimed at counteracting the principal's and the SGB members' power connection with the educated elite middle class and the powerful Education Department officials backed by powerful politicians. It is hinted that this strategy will send a message to SMT educators that only those who support the SGB course will be recommended for senior positions in the school. The question directed by SGB chairperson participant 1's veiled blackmail at SMT members is: Whom do you support in controversial financial matters at SGB meetings, the principal or the SGB chairperson? This conflict-ravaged argument is supported by the following raw narrative piece:

> *You know, some people are power hungry. You know, the SGB here was clever enough to recruit people from other school for senior positions. Here at school that will align themselves with. So they knew that ... the SMT ... have people of their own who will side with them throughout in so much".* [SGBC 1, NMU 7(B)]

The raw interview data analysed also indicated that sometimes teacher members of the SGB become aware of non-procedural financial activities taken by SGB members or tricks used to conceal irregular procurement transactions. The principal was the only member of the SMT who was present when this irregular transaction was facilitated: How did SBG teachers become aware of this? It was suggested that teacher members of the SGB tend to poke into all SGB financial resources activities in order to locate vital information on tender procurement proposals that could help to them make big money. The SGB chairperson respondent 1 concluded that due to their success in excluding the principal and SMT members from having any access to

tender procurement matters and appointing educators from other schools for senior vacant positions in the school, the principal was rendered powerless.

The above interpretation constructed from the interview data is endorsed by the following narrative data:

> "That there were tricks; that in the SGB there must be some SMT members that know something that is not supposed to happen. Only the principal is supposed to be there and this has happened. And you can imagine how many SMT members here trying to infiltrate the SGB with the purpose of benefiting from the school finances. And then the principal ... the head of the school, becomes powerless". [SGBC 1, NMU 7(B)]

The thematic focus of nearly all participants' narratives scrutinised above had repeatedly affirmed that the uncontrollable desire to amass wealth has been the major determinant that compelled the majority of SGB and SMT members to ignore all national interests and the wellbeing of schools and learners and to focus only on enriching themselves. This conclusion was not only powerfully confirmed by school principal respondent 1's response cited verbatim below but also revealed the fact that their school's SGB does what it pleases. This was how principal respondent 1 presented his/her perspective on this issue:

> HSP 1, NMU 21 (B): "Yeah, you know when there was an issue of capital budget on infrastructure eh...where one would say a sum of plus minus a half a million was to be spent. The management was of the view that this has not been budgeted for because the budget of the school starts form the management side not the governance side and the management side presents it to the governance side. So, the SMT was quite aware what is in the budget and what is not there. And all of a sudden, they saw this eh... Start off, construction of this eh... infrastructure and they began to wonder as to what was going on and so on. Only to be told liking it or not, the SGB is going ahead with this project. And the question, which was raised sharply, was to say where has this project been budgeted? And nobody could ... and

the only thing that was cited was that this is the legacy we want to leave behind."

A casual scanning of principal participant 1's perspective on the theme of the fierce battle for the control of school financial resources, which could make individual SGB-SMT members very wealthy, was reaffirmed the thematic focus of nearly all participants' narratives scrutinised in this chapter. The principal respondent' 1's specific target, however, was the "*issue of capital budget on infrastructure"* [HSP 1, NMU 21 (B)]. The capital budget on infrastructure involved spending "*a sum of plus minus a half a million"* Rands*.* The school management team led by the principal challenged proposed capital budget expenditure on the grounds that was neither "*budgeted for"* nor was it initiated by the SMT and presented by the SMT to the SGB members as prescribed by the SASA/SGB-SMT legislative framework. The principal participant 1 emphasised the point that the reason for the school management team led by the principal to initiate and to present all school budgets to the SGB members and not the other way round is to ensure that "*the SMT is quite aware of what is in the budget and what is not...."* [HSP 1, NMU 21 (B)]

This SGB-SMT conflict over school capital budget on infrastructure is conveyed by the narrative extract cited below:

> *"Yeah, you know when there was an issue of capital budget on infrastructure eh...where one would say a sum of plus minus a half a million was to be spent. The management was of the view that this has not been budgeted for because the budget of the school starts form the management side not the governance side and the management side presents it to the governance side. So, the SMT was quite aware what is in the budget and what is not there".* [HSP 1, NMU 21 (B)].

The principal respondent 1 intimated that the SMT members were greatly surprised when their objections were ignored by SGB parent governors. Hence, construction service providers recruited by SGB parent governors began working on the unbudgeted and irregular infrastructure project. The respondent intimated that the SMT members were puzzled about what was going on why the SGB members have

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completely excluded them. But only reaction they got from SGB parent governors was that they like what was going on or not the SGB parent members were going ahead with the infrastructure project. What does "*And nobody could … and the only thing that was cited was that this is the legacy we want to leave behind"* mean? If the narrative voice belonged to the SMT members then the statement could be interpreted as the privileged and well educated SMT members do not want be controlled by illiterate parents. But if the narrative voice was presumed to be belong to SGB parent members, then it could be intimated that SGB poor and uneducated parent members were not willing to continue to submit to apartheid-like school management styles: "*the legacy we want to leave behind"*

The above interpretation is supported by the following extract:

> *Only to be told liking it or not, the SGB is going ahead with this project. And the question, which was raised sharply, was to say where has this project been budgeted? And nobody could … and the only thing that was cited was that this is the legacy we want to leave behind".* [HSP 1, NMU 21 (B)]

Like the narrative responses already scrutinised, the next principal respondent 1's narrative cited below [HSP 1, NMU 21 (C)], reinforced and rehearsed how the meaningless and selfish motives of SGB and SMT members obstructed concerted efforts to achieve the SASA/SGB-SMT stated objectives.

The principal respondent 1 presented a thematic concern focused on the SGB-SMT selfish-motive-driven battle for the control of school finances – a theme that constituted the overall thematic thrust of the study. That this overwhelming and powerful contextual determinant appeared to have successfully derailed the SASA reform agenda in black rural schools located in the Eastern Cape Province has been repeatedly re-emphasised by all the response narratives already analysed and interpreted. The principal participant 1 expressed his viewpoint on this issue below:

> *HSP 1, NMU 21 (C): "And this structure or project would also bring some finances to the school because we would let other people outside this Butterworth community hire this infrastructure and come and spend here in the school. But to date, since 2010, that has not happened. The project has*

not generated any funds and this goes back to say the SMT was correct. That was misappropriation of funds, unauthorised kind of expenditure because when it's that huge. For sure, those in the Department of Education should at least know that. You have this intention of developing an infrastructure project which would be plus minus half a million so that a nod is given. And that process was supposed to have been taken to the Department of Education for consideration before being implemented during procurement stage."

The principal respondent' 1's story on the "*issue of capital budget on infrastructure*", which involved spending "*a sum of plus minus a half a million*" Rands [HSP 1, NMU 21 (B)], was re-invoked by the principal respondent 1's second instalment of the same issue. The principal respondent 1 further revealed that the unbudgeted and non-STM-initiated infrastructural project was expected to generate some profits for the school by letting prospective customers outside the Butterworth community hire the infrastructure. These outsider customers were expected to come to Butterworth, hire the building facility and spend money in Butterworth. The narrative data analysed and interpreted confirmed that since 2010 the infrastructure-for-hire project generated no funds for the school. This negative outcome of the infrastructure project strongly suggested that the school principal and the SMT members were right in rejecting the half-a-million project initiated and implemented by SGB members without the approval of the principal and SMT members.

The raw narrative evidence that substantiated the above interpretations is cited verbatim below:

"And this structure or project would also bring some finances to the school because we would let other people outside this Butterworth community hire this infrastructure and come and spend here in the school. But to date, since 2010, that has not happened. The project has not generated any funds and this goes back to say the SMT was correct". [HSP 1, NMU 21 (C)]

The high school principal participant 1 argued that since the amount the SGB chairperson and SGB parent members took from the school's coffers to pay for the

unauthorised project involved a huge amount of money, this "unauthorised expenditure" amounted to "*misappropriation of funds"* [HSP 1, NMU 21 (C)*.

The principal respondent 1 intimated that an infrastructural project involving half a million plus Rands was bound to be made known to the mandated Education Department officials who probably gave the SGB members to go-ahead signal. Since a project involving such a huge amount could not be approved and implemented without approval from the Department of Education, it was intimated that someone from the Education Department got kickbacks from the SGB members who initiated and implemented the unauthorised project.

The above insights distilled from the raw interview data were substantiated by the following narrative data:

> "*For sure, those in the Department of Education should at least know that. You have this intention of developing an infrastructure project which would be plus minus half a million so that a nod is given. And that process was supposed to have been taken to the Department of Education for consideration before being implemented during procurement stage".* [HSP 1, NMU 21 (C)]

The principal respondent 1's narrative construction of the issue of corrupt tender procurement practices involving spending a half million plus on infrastructure project that was never approved by SGB members. However, according to raw narrative data analysed, the project was implemented because some corrupt individuals had been given huge kickbacks. Data from the respondents revealed that one of the reasons for the boundary crossing on finance matters derived from the issue of the lack of trust between the SGBs and the SMTs.

This chronic mistrust between the SGB members and the SMT members was created by the fact that one structure tended to appropriate the financial functions of the other. The common denominator controls all the in-fights among SGB-DoE-SMT members is desire to accumulate wealth through corrupt practices and desire to exclude other school stakeholders from exploiting the school's financial resources to

amass wealth fraudulently. The principal respondent 2's (HSP 2's) response narrative on the issue supported the above data interpretation:

> HSP 2, NMU 4(C): "That's where the struggle is: to dominate by money more than anything. Its interest in the money and suspicion that the other wants to immerse in the funds…more suspicions…the other wants to control. They don't trust each other. There is lack of trust."

The principal participant 2 opened his/her story by highlighting the fact that struggle to control school financial resources entails domination that is fuelled by money than by anything else. The narrative data analysed and interpreted also insinuated that SGB-DoE-SMT partners' interest in money and mere suspicion of their competitors are also interested in amassing wealth that have dramatically nourished the hatred and chronic fierce tensions as well as mistrust among the school stakeholders.

The above constructed meanings from the raw narrative data are reconfirmed by the following:

> "That's where the struggle is: to dominate by money more than anything. Its interest in the money and suspicion that the other wants to immerse in the funds…more suspicions…the other wants to control. They don't trust each other. There is lack of trust". [HSP 2, NMU 4(C)]

The ongoing thematic concern, which isolated the chronic mistrust among SGB-DoE-SMT members as being one of the major corrosive factors that contributed to SGB-DoE-SMT programme implementation failure, is further extended and deepened by the principal participant 3 (HSP 3). The principal participant 3 crafted his story on this theme as follows:

> HSP 3, NMU 15(B): "The parents' body do not trust the people they voted for. Because they say if they don't complain about their principal, it means they buy into whatever the principal dictates to them. The element of mistrust is there and is dominating. In fact, even within the SMT, although the principal is not a bank signatory, people will say he/she manages these funds as if it is his/her spaza shop. This mistrust is also between the teachers and the

principal. Teachers do not trust the principal even if he/she can be very transparent it will always be there."

The principal respondent 3's story exposed insights that needed careful and reflective textual interpretation. The principal respondent 3 revealed that SGB parent governors do not trust the SMT teachers they elected to become members of the SGB. The principal participant 3 exposed the reasons behind the SGB chairperson and the parent governors' mistrust of teacher members of the SGB. It was intimated that teacher members of the SGB, who do not complain about their principal, should be viewed with suspicion: they might be staunch supporters of the principal's course and anti-SGB. As the principal respondent 3 put it:

> "*The element of mistrust is there and is dominating. Because they say if they don't complain about their principal, it means they (will) buy into whatever the principal dictates to them".* [HSP 3, NMU 15(B)]

The interview data analysed also indicated that "although the school principal is not *a bank signatory, people will say he/she manages these funds as if it is his/her spaza shop"* [HSP 3, NMU 15(B)]. What is worse is the fact that:

> *This mistrust is also between the teachers and the principal. Teachers do not trust the principal even if he/she can be very transparent it will always be there".* [HSP 3, NMU 15(B)]

The analysis and the interpretation of the raw narrative response [HSP 3, NMU 15(B)] have exposed irrefutable research evidence that underpinned one of core arguments of the study. That is, the systemic failure of the school improvement reform can be attributed to the multiple effects of the selfish personal interests of SASA/SGB-SMT stakeholders. These negative multiple effects were worsened by the chronic mistrusts between the SASA partners, the negative contextual factors and the persistent political interferences.

The ongoing analysis and interpretation of the respondents' narratives had generated a number of core arguments. These interpretative positioning was based on the multiplicity of the contextual constraints that have combined to derail the

SASA's envisaged objectives. The principal respondent 1's (HSP 1's) two comments ([HSP 1, NMU 21(D)]; [HSP 1, NMU 22(B)]) cited verbatim below re-affirmed the general collective views of the 19 interview participants' responses. These two individual viewpoints are briefly explained below:

> *HSP 1, NMU 21(D): "The level of trust is very low, very, very low. We don't trust each other at all. Not at all, not at all."*

> *HSP 1, NMU 22(B): "With us, the level of trust is very low, because there is no transparency and there is no honesty."*

The negative impact of mistrusts between SGBs and SMTs has successfully exercised an absolute ownership over the destinies of SGBs and SMTs in the SASA school improvement implementation process. This manifestation of mistrust coupled with conflict-ravaged hatred courses through Chapter 5's structural entrails. As these enormous destructive SGB-DoE-SMT struggles for the ultimate control over school financial resources speeded through the study's structural being they did not only integrate all the countless competing data fragments together but also negated all efforts aimed at achieving the SASA stated objectives. In support of the above core argument the respondent SGB chairperson participant 2 also re-enacted principal participant 1's two statements ([HSP 1, NMU 21(D)]; [HSP 1, NMU 22(B)]) on the issue of extremely low trusts between SGB and SMT members. The SGB chairperson respondent 2 conveyed this perspective below as follows:

> *SGBC 2, NMU 12(A): "The level of trust is in the lowest end between the SGB and the SMT in this school. It is almost non-existent."*

The above raw narrative data from the SGB chairperson participant 2 reinforced the ongoing collective positions of the respondents on this theme – a thematic concern that was overwhelmingly re-affirmed and re-reflected upon by the next major section: 5.4.3 (The school governing body's parental participation in the governance of schools and their relatedness to their knowledge of their responsibilities). Chapter 5's next focus of attention, therefore, deals with the school governing body's parental participation in the governance of schools and their relatedness to their knowledge of their responsibilities.

5.4.3 The School Governing Body's Parental Participation In The Governance Of Schools And Their Relatedness To Their Knowledge Of Their Responsibilities

The thematic focus of this study was to explore the relationship between SGBs' and SMTs' financial conscientiousness and the effects of SGB-SMT boundary spanning leadership conflicts on section 21 high schools located within Butterworth district. The objective of this section was to find out whether the SGB parent component has adequate knowledge essential for the performance of financial responsibilities allocated to it by SASA. The analysis and the interpretation of the participants' responses to the interviews that were conducted with high school principals, SGB chairpersons, the Education Development Officer, the National Norms and Standards for School Funds Coordinator, and the District Director revealed that parent governors lacked the critical skills and adequate knowledge required for the successful performance of their school financial management roles.

The primary interviews data analysed revealed that parent governors do not know what their school finance functions mean and how to perform these roles effectively. The interview data analysed and interpreted also attributed this shortcoming to parent governors' high levels of illiteracy and lack of competence skills. Furthermore, the interviews data also revealed that parent governors can neither read nor interpret and comprehend the regulation documents that describe their financial roles. The respondents had further reported that attempts made to train parent governors by subjecting them to few superficial, microwave workshops failed to clarify their financial roles as SGB parent governors.

The interview data analysed and interpreted also revealed that some schools had no illiteracy problem. In these illiteracy-free schools, the inabilities of the SGB parent governors to perform their financial roles are not caused by illiteracy but by ignorance. Also in the illiteracy-free schools SGB parent governors and other school stakeholders tend to pretend to be ignorant and incapable of performing the financial functions. SGB parent governors adopted these deceitful strategies in order to create corrupt opportunities for engaging in corrupt tender procurement procedures for exploiting the school financial resources for their own selfish personal monetary gains.

The evidence extracted from the participant narratives also suggested that SMTs sometimes deliberately exploited the parent governors' illiteracy and low levels of education for their own personal enrichment. The SMT members involved in these corrupt and manipulative tactics against SGB parent governors do not use transparent financial policy procedures approved by the SASA regulations in order to conceal their corrupt practices. These unethical and non-transparent measures employed by corrupt SMT members are not only aimed at excluding SGB members from participation but also at concealing from them all school financial transactions relating to their personal selfish interests. The data reviewed also suggested that these measures were deliberately designed to exclude SGB parent governors from participation. The deployment of these SMT negative measures in obstructing the SGBs from equal participation have often led to increased intensification of boundary spanning, fuelling, ultimately, the fierce inherent conflicts between the parent governors and SMT members.

Another important dimension of the study's thematic concerns highlighted by the respondents was the fact that both structures have no clear understanding about the complexity of the financial functions allocated to them. This ignorance about the nature of their financial responsibilities and how perform them successfully involved two aspects of their roles. These are (1) how to create an effective framework for managing school finances effectively and (2) how to design an effective budget system that ensures that the huge financial resources allocated to schools are used wisely for benefit thee school and the learners.

The respondents also stressed the needs to clarify who exercises the overall authority or who plays the oversight role as well as who executes administrative

responsibility. These were SGB-SMT implementation areas that have not yet been clarified by legislation. The interviews data analysed and interpreted had also revealed that this lack of clarity tended to lead to uncontrolled spending. Furthermore, the data reviewed highlighted the fact that the combined effects of SGBs' and SMTs' lack of financial skills competence, selfish individual interests and the use of unethical tender procurements procedures had subverted SASA/SGB-SMT stakeholders' abilities to discharge their duties successfully. These constraints, which were worsened by the fact that the parent governors and the SMTs have been fighting continuously for the control of the finances, had created a climate of "I-don't-care" that poisoned the SGB-SMT project environment. Consequently, nobody is bothered by whether SGBs and SMTs are performing their finance functions according to the legislated guidelines or not.

The ongoing discussions on narrative data under critical synthesis had also identified an anomaly within the SGB-core-executive election procedure. The interview data analysed and interpreted suggested that the core executive members of the SGB tended to be elected without a screening process determined by academic qualification or practical leadership criteria. This disregard for academic qualification or leadership criteria during the election process created an enormous challenge. This challenge has continued to negate all measures aimed at achieving the stated objectives of the SASA/SGB-SMT school programme.

The respondent narratives already analysed and interpreted indicated that the only criteria currently governing the election of SGB parent governors appeared to be their membership of the ruling party. This unstated political criteria/formula – a concealed political agenda – determines who get elected as SGB parent governors. This unethical political power stratagem has led a huge unintended implementation consequence: the election of the majority of rural parent governors who are either non-literate or bereft of any financial skills competences. The overall negative outcome of this situation is the fact that the majority of the elected parent governors, particularly from rural areas, are unable to operate in their allocated portfolios.

Thus, the SGB-SMT selection system has produced two differently screened sets of members for SASA project implementation: (1) non-screened SGB parent governors who are never subjected to competence skills screening criteria and (2) screened SMT members, who tend to be subjected to academic qualification criteria screening. While school principals' and the SMT members' selection or inclusion are determined by the quality and the level of their academic qualifications and relevant practical experience as education professionals, SGB parent governors' selection and election as governors are not determined by any pre-determined competences skills or school governance leadership criteria.

The above multiple-orientated positioning had created a competence disparity between the two major structures that posed an enormous challenge. This skills competence difference between the two structures derived from the fact that the SMTs' members' recruitment into schools is determined by their academic qualifications and workplace experiences. But and SGB parent governors election into SGBs on the other hand is not determined by any pre-determined relevant qualifications and workplace experiences.

This difference in selection criteria had created a situation that was said to have stifled discussion in the SGB meetings. In addition, the separate screening criteria for choosing or electing members for each of the two structures, according to respondents, may have created another unintended negative implementation consequence. The interview data analysed and interpreted intimated that this unintended negative outcome might have intensified the inherent socioeconomic and middle-class status differences between SMT members with high education levels and rural SGB parent governors with very low levels of education or with no formal education or completely illiterate. These socioeconomically and contextually situated negative social conditions tend to make SMTs feel superior. This feeling of superiority among the SMT members tend to induce them to exclude SGB parent governors from full participation in the SGB meetings and taking part in the financial decision-making processes in schools.

Owing to the above ongoing discussions generated by the disparity between SGB and SMT membership compositions, the respondents were concerned about a major

constraint that had emerged from the issue of the two opposing screening criteria methods. Namely, that screening disparity between SGBs and SMTs, which constrained SGBs' abilities to perform their responsibilities, might create a dead-end situation for SGB parent members. That is, the financial roles allocated by SASA to the parent governors might be reduced to nothing other than agreeing and accepting and doing what they were told by the principal or the SMT.

The next focus of the chapter entails extracting evidence from response narratives to confirm or disconfirm the above arguments generated by the debate on issues on SGB-SMT membership compositions, political manipulation and interference and the related corrupt practices.

The respondents' persistently advanced a single overall fundamental argument. This fountainhead thematic assertion resonates with the collective positioning on the core determinants. The determinants drivers, which were responsible for creating unbridgeable gaps between SASA/SGB-DoE-SMT stated official objectives and the SASA beneficiaries' desirable implementation outcomes, needed to be reiterated here. That is to expose the single most virulent factor responsible the SASA programme failure. According to accumulative evidence generated by synthesising the collective respondent interview narratives, the SASA project had failed to achieve its stated goals of the systemic mismatch between SASA/SGB-DoE-SMT stated official objectives and the actual implementation results. The clash between policy theory and practice was blamed by both the literatures reviewed and the interviews participant responses for the failure of the SASA school programme. The mismatch between official stated objectives and the failed implementation outcomes have continued to exercise an absolute control over the fate of SASA/SGB-SMT school programme. Hence, this chronic unbridgeable gap between official stated objectives and the actual implementation results of the school improvement reform emerged as the insurmountable obstacle to successful achievement of the SASA/SGB-DoE-SMT objectives.

It must be reiterated the mismatch between theory and practice or between the declared official policy objectives and the actual implementation results constituted the missing link. The missing link factor helped researchers to probe below the

accumulated debris of historical, socioeconomic, contextual factors and countless negative implementation consequences. These negative underlying factors concealed actual determinants that have been fuelling the SGB-SMG boundary spanning phenomenon. It must be emphasised that these determinants created the fertile environment for socially and morally bankrupt school stakeholders to exploit school financial resources for their selfish personal gains.

The multiple-voiced insights, which were distilled from the participant competing stories analysed and interpreted, had identified one of the greatest implementation impediments that constrained the successful achievement of the SASA/SGB-SMT school programme's objectives. The data analysed attributed the systemic failure of South Africa's large scale school reform (the SASA/SGB-SMT school programme) to the implementers' inabilities to successfully integrate official policy objectives and the adopted practical implementation procedures. That is, the ability to successfully convert theoretical policy goals or ideas into practical outcomes or desirable results.

The collective views of the respondents' stories had suggested that the dominant evidence-based argument, which permeates study and fuses the countless interpretative pieces into a cohesive whole, is that the SASA/SGB-SMT implementers failed to achieve the SASA official objectives. As already pointed out, this failure had been directly or indirectly attributed to the chronic mismatch between theory and practice.

Furthermore, all the respondents' stories already analysed and interpreted had directly or indirectly supported one dominant thematic argument on the programme's failure. That is, the systemic failure of the SASA/SGB-SMT programme should be attributed to a multiplicity of negative factors. The greatest constraint, however, emanated from implementers' failure to match theory and practice or failure to convert (at the implementation level) the SASA ideas embedded in the SASA framework or failure to translate the theoretical SASA objectives into practical outcomes. The study, therefore, concludes that unless the SASA/SGB-DoE-SMT implementers succeeded in translating theoretical policy objectives into practical realities, the SASA school improvement vision would never become a reality.

It is further argued that the respondents' stories so far analysed and interpreted had repeatedly identified some of major insurmountable constraints that have continued to obstruct attempts being made to successfully implement the SASA/SGB-SMT school project. The many constraints had been hindered the effective implementation of the large scale school reform programme. These negative factors included historical, contextual, socioeconomic factors, SASA/SGB-SMT design and structural weaknesses, the individual moral weaknesses of some of the SGB-DoE-SMT stakeholders who tend to place their personal interests above those of the schools and learners, and most importantly, the countless unintended consequences of the SASA policy implementation.

The respondents' ongoing views, which criticised the SGB-parent-governors' inabilities to understand the complex nature of their financial roles, were also re-invoked by the EDO respondent. The EDO respondent's viewpoint [EDO, NMU 4(A)] did not only deepen but also reinforced the thematic conclusion presented above as follows:

> *EDO, NMU 4(A)*: *"You will find that most parents that are in the SGB do not know their roles; they do not know their expectations."*

The EDO participant's second comment [EDO, NMU 4(E)] further revealed that the SGB parent governors" lack of skills competences worsened by non-literacy and ignorance is so overwhelming that sometimes they cannot perform their financial functions. Hence, very often, the SGB parent chairperson or the SGB chairperson of the school finance committee would ask the school principal to chair finance committee meetings where financial decisions on school budgets and other important financial matters are discussed.

The poorly educated and non-literate or ignorant SGB parent governors' tendency to relinquish their financial roles allocated by SASA enabled school principals and SMTs to use obstructive measures to exclude SGB parent governors from participating in school finances meetings. The interviews data analysed also suggested that the unethical manipulative tricks used by the principal and the SMT members to control school financial resources are sometimes very effective. According to the raw

narrative data [EDO, NMU 4(E)], the effectiveness of SMT's manipulative strategies of domination is so overwhelming that even the SGB treasurer in his/her capacity as the chairperson of the finance committee finds impossible to perform the mandated roles of school financial governance. This failure to perform the financial roles as a result of deliberative manipulative tactics often compels the SGB chairperson of the finance committee to delegate his/her mandated authority to chair the school finances meetings to the school principal.

This negative implementation consequence created by stakeholder implementers' inabilities to convert SASA/SGB-SMT theoretical objectives (official stated objectives) into practical outcomes (the SASA/SGB-SMT beneficiaries' desirable wants) is further re-affirmed by the EDO respondent's second narrative [EDO, NMU 4(E)] cited verbatim below:

> *EDO, NMU 4(E)*: *"The chairperson is the principal as the chairperson of the SGB says, no, I cannot chair. They don't know how to chair. You find out that the treasurer knows nothing as the chairperson of the finance committee."*

The majority of the respondents' stories already analysed and synthesised earlier in this chapter had repeatedly identified one of greatest insurmountable challenges, which exerted the greatest negative impact on the SASA/SGB-DoE-SMT programme. The interviews data had identified the SGB parent governors' lack of skills competences and capacity building skills, which has continued to block the successful implementation of the SASA/SGB-SMT reform programme, as one of the most incapacitating negative factors.

The EDO participant reinforced this interpretation when he argued that SGBs' lack of knowledge could be attributed to the failure or the lack of capacity building workshops which were supposed to be organised by the Department of Education:

> *EDO, NMU 6(F)*: *"The reason why these SGBs do not know is that they are not being capacitated. The capacity building is done once in a while. The capacity building…they know nothing, maan. They know nothing. The SGBs, who, have a bit of know-how, are the SGBs who are in the metropolitan places, in towns. But in the remote areas there is a very, very big problem."*

The EDO respondent expanded his previous criticism [EDO, NMU 4(E)] on SGB parent members' inability to perform their school finance governance responsibilities. The EDO respondent stated that the reason why SGB parent governors are unable to perform their financial roles is due to the fact "*that they are not being capacitated*" as mandated by the South African Schools Act and the Public Finance Management Act. The EDO participant also reported that because the skills capacity workshop was not conducted regularly, the SGBs were not able to acquire any financial skills knowledge from the workshoppings they attended. This interpretation is supported by the narrative extract cited verbatim below:

> "*The reason why these SGBs do not know is that they are not being capacitated. The capacity building is done once in a while. The capacity building…they know nothing, maan. They know nothing".* [EDO, NMU 6(F)]

Besides the above explication that the irregular presentation of skills capacity building training works and the attendant result of the SGBs receiving no useful skills, the EDO respondent intimated that only SGB parent members from urban areas were able to acquire "*a bit of know-how"* from the workshops. But SGBs located in remote rural areas were not able to extract any useful financial skills knowledge from the workshops. The above interpretation of the raw interviews stories are supported by the following:

> *The SGBs, who, have a bit of know-how, are the SGBs who are in the metropolitan places, in towns. But in the remote areas there is a very, very big problem".* [EDO, NMU 6(F)]

The EDO respondent viewpoints synthesise above were focused on re-consolidating the views that have already been made by narratives already analysed and interpreted. Namely, the failure of the SGB-SMT reform programme can be attributed to many different factors and contextual factors. One of these negative factors is the mounting criticism of the SGBs' failure to perform their financial functions. SGBs' systemic failure to successfully carry out the financial responsibilities was attributed to their lack of literacy, ignorance and the inabilities to understand the complex financial roles imposed upon them by SASA. This interpretation was

repeatedly affirmed by the multidimensional literatures reviewed and the respondents' stories. The collective weight of research evidence extracted from the primary data had persistently confirmed that a general lack of essential financial skills competences have continued to negate concerted efforts aimed at achieving the stated objectives of the school improvement agenda. Hence, the study needs to re-re-reintegrate this enormous challenge here.

This single dominant thematic positioning on general lack knowledge exerted a massive negative impact on attempts to successfully implement the SASA/SGB-DoE-SMT programme. The above core interpretation, which was enhanced by all the respondents' competing stories straining endlessly to tell their own fragmentary versions of the SGB-SMT implementation's failure, offers the following overall explanation for the implantation failure of the SASA/SGB-SMT reform. Namely, that the general failure of the SASA/SGB-SMT reform agenda does not only stem from the systemic mismatch between theory and practice but also from the millions of rural SGB parent governors' lack of education and essential skills competences capable of effecting the successful management of the huge school financial resources.

One of the respondents' narrative pieces, which reinforced the core thematic arguments articulated above, criticised SGBs' ignorance. This negative characteristic of SGBs is said to have contributed to the school programme implementation failure. This narrative extract suggested that SMTs have been making a better contribution towards achieving SASA objectives than SGBs because of their superior insider's knowledge on school financial management matters. The EDO respondent conveyed this view below:

> EDO, NMU 8(A): "Not, they don't know. In fact, in fact, the SMTs know their line of demarcation. They know that their role is based on administration and management. They (SMTs) do know, but it is just a question of ignorance."

The EDO respondent emphasised that fact that SMTs possess a better financial know-how than SGBs. This viewpoint [EDO, NMU 8(A)] further stated that while STM

members know how their financial functions were separated from SGB financial roles, SGB parent governors, on the other hand do not know how their functions were separated from those of SMT financial roles. This is conveyed as follows:

"Not, they don't know. In fact, in fact, the SMTs know their line of demarcation". [EDO, NMU 8(A)]

The EDO participant did not only declare that SMTs "know *their line of demarcation",* but he also asserted that SMTs *"know that their role is based on administration and management "*[EDO, NMU 8(A)]. The EDO participant dismissed SGB parent governors as being trapped in "*ignorance."* This interpretative positioning was confirmed below by a narrative piece extracted from [EDO, NMU 8(A)]:

"Not, they don't know. In fact, in fact, the SMTs know their line of demarcation. They know that their role is based on administration and management. They (SMTs) do know, but it is just a question of ignorance". [EDO, NMU 8(A)]

The EDO respondent observed that SGBs have limited knowledge about their financial roles. This viewpoint also intimated that, if the information crucial for effective management of school financial resources were not deliberately hidden from SGB parent governors with limited formal education and financial skills competences, they might have been able to perform their school financial functions more effectively. The following second narrative extract conveyed the insider's rich informative insights. That was not all. This narrative construction also confirmed the central thematic viewpoint, which EDO's second narrative fragment [EDO, NMU 12(B)] expressed below as follows:

EDO, NMU 12(B): "Many things are being hidden; they hide many things because they deal with people who know nothing. Things that are financially related are being hidden. The SMTs hide them, even those teachers who are influential on financial matters."

The EDO respondent's second narrative fragment [EDO, NMU 12(B)] was concerned with making vague insinuations or accusations about SGB parent governors with low

levels of formal education as well high levels of illiteracy rates. The story focused on the need to hide important school financial matters from SGB members. The interview data suggested that SMTs hide school financial activities from SGB members because parent governors do not know anything about school finance management. This interpretation is conveyed by the following narrative extract:

"Many things are being hidden; they hide many things because they deal with people who know nothing. Things that are financially related are being hidden". [EDO, NMU 12(B)]

Hence, the principal and teacher members (commercial subject teachers) of the SGB tend to conceal school financial procurement transactions from the SGB parent members. The above meaning is endorsed by the following raw interview data:

Things that are financially related are being hidden. The SMTs hide them, even those teachers who are influential on financial matters". [EDO, NMU 12(B)]

The EDO participant's third comment [EDO, NMU 16(B)] further elaborated on his ongoing analysis of the non-collaborative management strategies used by both SGBs and SMTs in dealing with school financial resources.

Within this context, however, the EDO respondent's story [EDO, NMU 16(B)] specifically criticised the Department of Education's failure to discharge its role on providing SGB parent governors and SMTs skills compacting building knowledge that could enhance the performance of their functions. According to the EDO respondent's third comment, the Department of Education had failed to perform this vital knowledge acquisition responsibility. Thus, it is argued that this failure to provide effective skills capacity building training through workshopping led to the intensification of the SGB-SMT boundary spanning phenomenon. The boundary spanning's negative impacts hindered the effective implementation of the SASA objectives. This is how the respondent conveyed this view:

EDO, NMU 16(B): "What the Department of Education is supposed to do, on a regular basis, is to organise the workshops, capacitating parents. This is the

role of the treasurer. Because according to the South African Schools Act, the treasurer is supposed to be a parent. But because the parents do not know what to do…they don't know, so the treasurer ends up being an SMT member. Sometimes, the principal plays the role of being a treasurer."

The EDO respondent's third story [EDO, NMU 16(B)] vehemently vilified Education Department officials' failure to mount successful skills capacity building workshops capable of reversing SGBs' and SMT's lack of financial skills competences. The EDO participant's story [EDO, NMU 16(B)] rehearsed the ongoing vicious criticism mounted against DBE organisers of the skills capacity building workshops. The EDO respondent introduced his criticism by attacking the DoE for not conducting workshops regularly and failing its duty of making sure that SGB parent governors were effectively capacitated – a vital responsibility what was allocated school treasurer. The interview data analysed also revealed that "*according to the South African Schools Act, the treasurer is supposed to be a SGB parent"* governor [EDO, NMU 16(B)]*.* The EDO participant further revealed although the Act stated that SGB parent governors can perform the treasurer's function owing to the fact that parent members of the SGB often do not have financial technical- know-how to perform this accounting-specific financial role the treasurer tends to be a SMT member. It was also revealed that sometimes the school principal performs the function of the school treasurer. The above interpretations are substantiated by the narrative piece cited below:

"But because the parents do not know what to do…they don't know, so the treasurer ends up being an SMT member. Sometimes, the principal plays the role of being a treasurer". [EDO, NMU 16(B)]

The views presented above demonstrated how the lack of financial skills among SGB parent members compelled them to allow the school principal and other SMT members to perform the financial roles allocated to them. The financial skills knowledge deficit among SGB parent governors has not only forced them to allow teachers and school principals from SMTS to perform their financial roles but it has also robbed them of their democratic rights to participate fully in school financial governance and school financial management as equals with SMT members.

It was no surprise, therefore, that the respondents' multiple-voiced-narratives repeatedly re-echoed the failure of the SASA-SGB-SMT reform agenda in the Eastern Cape Province's section 21 high schools sampled for the study.

The respondents' collective negative views were also re-affirmed by the NNSSFCO respondent. This supporting view strived to unpack some of the complex socioeconomic and contextual constraints that tend to control the course of SGB-SMT implementation processes in rural schools. That is, the fact these SGBs are bound to fail. These SGBs are bound to fail because they are trapped in rural school-based environment, which is characterised by depleted infrastructural resources, lack of essential qualified personnel resources essential for the SASA programme implementation process. The above negative constraints were worsened by the fact that the majority of SGB parent governors have neither formal education nor any practical financial skills competences. The NNSSFCO key informant participant re-affirmed the above argument when he conveyed his perspectives in the following four narrative extracts.

In his first verbatim narrative extract cited below, the NNSSFCO respondent continued to criticise SGB members' lack of financial skills capacity and other related inabilities and how these knowledge deficits prevented them from performing their financial roles. This criticism is conveyed below:

> *NNSSFCO, NMU 4(D)*: *"People who are supposed to manage finances in schools are SGBs. But because our area is rural in nature, the SGBs at the end of the day do not know what to do. They are just elected by the people of the local community. I just assume that they have some knowledge. If you want the proof of what I'm saying I can't give you."*

The analysis and the interpretation of the above narrative extract [NNSSFCO, NMU 4(D)] generated a number of insights. Firstly, the NNSSFCO participant's story suggested that SGB parent governors were mandated to perform school financial roles. However, the NNSSFCO respondent reported, parent members of SGBs located in rural areas do not know how to discharge their financial duties. The vilifying voice of the NNSSFCO participant intimated that since the SGB parent

members were elected by the community it was assumed that they were endowed with the essential financial skills knowledge to carry out their financial responsibilities. The NNSSFCO respondent critic concluded that he did not have factual evidence to prove his criticism against the SGB parent members.

The above interpretation, which focused on the SGB parent governors' lack of practical financial skills knowledge essential for managing school finances, was rendered more complicated. The contextual underlying factor that rendered the SGB members' knowledge deficits more complicated was the fact that parent governors and the schools are located in rural areas are devoid of the essential resources for effective school reform management implementation. The data reviewed suggested that the principal believed that he was the only one who knew everything, including the vital implementation requirements and procedures, and not the SGBs.

The NNSSFCO respondent highlighted the above thematic positioning in his second narrative extract cited below:

> NNSSFCO, NMU 4(E): "Ei, I'm sure it goes to the issue of interest. Because as we spend money, the principal knows that he/she has these requirements. And the SGB, on the other hand, does not know. You know, somebody who knows better about the funds is the one who is involved."

The NNSSFCO respondent's story [NNSSFCO, NMU 4(E)] intimated that when schools spend funds allocated to them by government, only the school principals, who are professionally endowed with the practical school financial management skills, know what to do. This interpretation was supported by the following narrative data:

> "Ei, I'm sure it goes to the issue of interest. Because as we spend money, the principal knows that he/she has these requirements". [NNSSFCO, NMU 4(E)]

The raw narrative data highlighted the fact that, unlike the school principal, the SGB parent governors do not know what to do. This negative portrayal of SGBs is conveyed as follows:

> And the SGB, on the other hand, does not know". [NNSSFCO, NMU 4(E)]

The NNSSFCO ended his story with an ambiguous sentence, whose meaning appeared double voiced:

> *"You know, somebody who knows better about the funds is the one who is involved".* [NNSSFCO, NMU 4(E)]

What does this sentence signify? Does it mean that the school principal has insider's intimate knowledge about how school finances should be managed and should the only one involved with making decisions concerning spending school funds? Or does this opaque sentence suggest that the school principal has advanced practical financial knowledge on how to manage school financial resources and is the one most deeply involved in corrupt procurement practices in schools?

The raw narrative data concluded that the second narrative analysed above postulated that the SASA partner with the intimate knowledge on how financial resources are managed and how to access specialist information on how tender procurement projects are managed according to the legislated procedures, would be able to control the school financial resources and manage them for their personal benefits. This narrative extract also suggested that capacitating both SGBs and SMTs on financial matters would diminish the desire among SGB and SMT members to cross into each other's financial domains.

The respondent's third and fourth original perceptions on this thematic aspect of the study are conveyed through the two narrative extracts cited below:

> *NNSSFCO, NMU 7(A): "You know if you give both SMTs and SGBs knowledge on financial matters. You need to teach them that this is the procedure on how to do this. The problem is lack of knowledge so they are bound to cross their bounds. My assumption would go to the direction that these people are not fully capacitated that is another reason for this."*

The above ongoing failings of both SGBs and SMTs, which have been collectively acknowledged by all the interview participants was re-affirmed by the NNSSFCO respondent [NNSSFCO, NMU 7(A)], who admitted this when he/she asserted that *"The SGBs and SMTs do not know their demarcated roles not at all."* The next

NNSSFCO respondent rehearsed the above assessment by the collective voices of all the interview respondents.

The NNSSFCO participant's response [NNSSFCO, NMU 7(A)] on the theme of lack of financial skills knowledge competence and its negative effects on the school boundary spanning phenomenon suggested that capacitating both SGBs and SMTs with "knowledge on financial matters" would have to include teaching the two structures how to practically apply this knowledge to implement their financial roles. This interpretation was affirmed by the following verbatim narrative extract:

> "*You know if you give both SMTs and SGBs knowledge on financial matters. You need to teach them that this is the procedure on how to do this?*" [NNSSFCO, NMU 7(A)]

This practical-oriented skills building capacity strategy, the NNSSFCO respondent stressed, was the only way to stop SGBs and SMTs from crossing each other's financial functional boundaries. This insight is supported by the following research evidence:

> "*The problem is lack of knowledge so they are bound to cross their bounds*". [NNSSFCO, NMU 7(A)]

The NNSSFCO respondent's one-sentence response, unlike the two previous stories which entailed either SGBs criticising SMTs for their negative contribution responsible for the SASA/SGB-DoE-SMT's failure the one sentence response indicted SGBs and the SMTs for the systemic failure of the SASA school programme.

The NNSSFCO participant's two narrative extracts cited above did not offer a different version of the ongoing discussion on lack of financial skills knowledge and its negative effects on the school boundary spanning phenomenon in schools. All the two narratives did was to repeat what had already been presented: namely, their purpose was to reiterate the dominant thematic argument focused on the battle for control of school financial resources and the role financial management skills knowledge acquisition plays in the SGB-SMT conflicts.

However, it must be pointed out that, the NNSSFCO participant's second narrative extract highlighted the role played by the fuzzy demarcation of SGB-SMT financial functions. It must be reiterated that both the relevant literatures reviewed and the primary data or respondents' narratives have consistently re-confirmed and reconsolidated the negative impact of SASA structural weaknesses as well as how the above problem was worsened by the fuzzy demarcation of SGB-SMT financial functions.

The above argument was re-affirmed by the following seven response narrative extracts, which were taken from the following principal participant response stories: (a) [HSP 1, NMU 5(B)]; (b) [HSP 1, NMU 5(D)]; (c) [HSP 2, NMU 6(A)]; (d) [HSP 2, NMU 9(A)], (e) [HSP 3, NMU 7(D)]; (f) [HSP 3, NMU 4(A)], and (g) [HSP 3, NMU 5(A)]. These seven principal participant responses were submitted to a more integrative critical analysis.

The principal respondent 1's first story, which focused on the negative impacts on the poorly demarcated SGB-SMT school financial functions, adversely affected the outcomes of the SASA school improvement programme implementation. This raw narrative response [HSP 1, NMU 5(B)] is cited below:

> HSP 1, NMU 5(B): "*You would understand that people are not that conversant with the terms of…of…of your South African Schools Act. And… and even the training of the Governing bodies, is not at its best".* [HSP 1, NMU 5(B)]

The first narrative extract of the seven principal participants' stories, which was isolated for scrutiny, had vaguely alluded to the thematic issue of the legal complexity of the SASA/SGB-SMT framework, which received detailed analysis in Chapter 2 (Literature Review). The principal respondent 1 revealed that SGB-DoE-SMT members are not "conversant *with the terms"* used by the "South African Schools Act". This thematic interpretation is conveyed as follows:

> "*You would understand that people are not that conversant with the terms of…of…of your South African Schools Act".* [HSP 1, NMU 5(B)]

The principal participant 1 also vaguely alluded to poor skills capacity building workshop SGBs and SMTs were provided by DBE officials. This insight was revealed as follows.

> *And… and even the training of the Governing bodies, is not at its best".* [HSP 1, NMU 5(B)]

This textual analysis and interpretation of principal participant 1's perspective on this subject needed to be integrated with Chapter 5 and the rest of the study.

The principal respondent 1's allusion to SASA framework's design-structural-weaknesses compounded by its difficult wording is linked to what is described as the SMTs' established comfort zone. That is, SMTs exaggerated perception of themselves as the elite structure endowed with superior school financial knowledge while SBG parent governors are perceived *'ignoramuses'*, who do not only lack the essential school-based financial knowledge skills but are also mostly illiterate.

The principal respondent 1's second narrative extract out of the seven related narrative extracts which were scrutinised, concluded that the SGBs' lack of essential financial management skills was responsible for the SGB parent governors' continuous violation of the SASA/SGB-SMT legislated regulations. This interpretation was confirmed below as follows:

> *HSP 1, NMU 5(D)*: *"The parent component being ignorant and not knowing these things so…So you'd find there's this kind of resistance because people find comfort in…in playing this role of being the…the elite or the knowledgeable ones in the whole setup of having the Governing Body. And so, when a comfort zone has established, it's not an easy thing for that person to kind of let that go. Because the law describes so, they kind of violate the law. So, that's when I can say you could find this kind of eh…eh…push and pull effect."*

An in-depth analysis and interpretation of the principal participant 1's viewpoint [HSP 1, NMU 5(D)] revealed a number of insights that are presented below. Firstly, the high school principal respondent 1 maintained that because the SGB parent

members are "ignorant" they do know the school financial management procedures prescribed for school tender procurement transactions. This view was projected by the following raw narrative fragment ": "*The parent component being ignorant and not knowing these things so….*" [HSP 1, NMU 5(D)].

The interview data analysed also insinuated or hinted that arrogant well-educated SMT members tended to use their elite middle class and privilege statuses to belittle disadvantaged illiterate SGB parent members from South African rural schools. These self-seeking SMT members do not only look down upon the disadvantaged and illiterate SGB parent governors but they also tend exclude them participation in finance-decision-making as well as ostracising them. The narrative data also suggested that SMT members perceived themselves as *the "elite or the knowledgeable ones in the whole"* [HSP 1, NMU 5(D)] SASA/SGB-DoE-SMT school reform setup.

The narrative data also suggested that SMT members propelled by their self-inflated superiority they did all could to disfigure and to exclude SGB parent members from meaningful participation. This SMTs' elite club or the anti-SGB intellectuals" club is also described as SMTs' comfort zone. The above reflective interpretative positioning was supported by the following raw narrative fragment:

> "*So you'd find there's this kind of resistance because people find comfort in…in playing this role of being the…the elite or the knowledgeable ones in the whole setup of having the Governing Body. And so, when a comfort zone has established, it's not an easy thing for that person to kind of let that go".* [HSP 1, NMU 5(D)]

And finally, the school principal respondent 1 concluded that SGB parent members' ignorance and inability to understand the distinctions between their own financial roles and financial roles allocated by SASA to SMTs make them violate the SASA implementation prescribed regulations. The SGB parent members' violation of SASA legal requirements was attributed to the fact they cannot understand their financial functional roles described in difficult legal language. This insight distilled from the raw narrative data is re-affirmed as follows:

> *"Because the law describes so, they kind of violate the law. So, that's when I can say you could find this kind of eh...eh...push and pull effect".* [HSP 1, NMU 5(D)]

The third narrative extract [HSP 2, NMU 6(A)] out of the seven participants' stories, which was isolated for reflective scrutiny here, was taken from the principal participant 2's explication on the issue. This respondent story argued the SGB-SMT conflicts and their resultant corrupt practices were fuelled by desires for financial kickbacks generated by unethical tender procurement procedures. These chronic corrupt tender procurement practices characterise the current SGB-SMT school finance governance and school finance management affairs.

The principal respondent's third narrative [HSP 2, NMU 6(A)], which was introduced above and re-enacted the principal participants' first two related narrative extracts already synthesised above, is cited verbatim below:

> *HSP 2, NMU 6(A): "I would say two things. You see, which I believe they are majors. One is the fact that we still have a problem with SGBs and SMTs. Both SGBs and … who in fact … and SMTs who do not fully understand what their role is. In terms of financial management of...of...of school and SGBs alike but I don't believe there is an interest to understand those roles. Because once you understand it's going to stop you from getting those kickbacks. So even if you understand your role either as SMT or SGB parent component, you pretend not to know. Because you want to have a slice of the cake so it's a major thing."*

When principal respondent 2's response narrative [HSP 2, NMU 6(A)] was submitted to critical analysis it was revealed that the raw narrative extract focused on two major thematic issues. The first issue was the fact that both SGBs and SMTs do not understand what their financial roles signify and what they need to do to successfully perform their financial responsibilities. This interpretation of the raw narrative data is supported by the following fragment of the story:

> *"I would say two things. You see, which I believe they are majors. One is the fact that we still have a problem with SGBs and SMTs. Both SGBs and … who*

in fact … and SMTs who do not fully understand what their role is'. [HSP 2, NMU 6(A)]

The second insight extracted from the principal respondent 2's story [HSP 2, NMU 6(A)] appeared to be an insider's hidden perspective on this theme. The raw narrative fragment intimated that it seemed that both SGB members and the SMT members are deliberately striving to ensure that they do not comprehend the true meaning of their financial roles and how to successfully perform them in order to achieve the stated official objectives of SASA/SGB-DoE-SMT reform agenda. This rather puzzling interpretation of the research data appeared to be substantiated by the following vaguely constructed response fragment:

"In terms of financial management of…of…of school and SGBs alike but I don't believe there is an interest to understand those roles". [HSP 2, NMU 6(A)]

The principal participant 2 endowed with insider-all-knowing knowledge unveiled the reasons behind the deliberate and strange strategies used by both SGBs and SMTs. This bizarre self-centred strategy entails SGBs and SMTs veering away from acquiring essential financial skills that could enable them to effectively perform their school finance roles. The high school principal respondent 2 attributed these unusual selfish behaviour-patterns of SASA stakeholders to the fact displaying visible financial skills knowledge, which could ensure successful achievement of SASA school improvement objectives, could prevent corrupt SGB and SMT members from getting kickbacks. The raw data analysed also indicated that SGB and SMT members were sometimes compelled to pretend that they were ignorant and did not possess financial skills in to ensure that they continued to enjoy slices from the school's huge and juicy cake. The above reflexive interpretations are supported by the following raw narrative piece:

"Because once you understand it's going to stop you from getting those kickbacks. So even if you understand your role either as SMT or SGB parent component, you pretend not to know. Because you want to have a slice of the cake so it's a major thing". [HSP 2, NMU 6(A)]

Although the third viewpoint [HSP 2, NMU 6(A)] analysed and interpreted above rehearsed the thematic focus presented by the second raw narrative extract [HSP 1, NMU 5(D)] analysis, the fourth response narrative [HSP 2, NMU 9(A)] introduced a rather pessimistic interpretation of the interviews data. The above narrative extract (or the third narrative extract/ [HSP 2, NMU 6(A)] re-affirmed the fact the general lack of the school financial governance skills and school financial management skills competences led to the systemic failure of the SASA/SGB-SMT school improvement implementation.

However, a veiled cynical anti-nationalistic competing voice gleefully suggested that SASA beneficiaries should not worry about these negative outcomes of the SASA/SGB-SMT large scale school reform programme involving billions of the public tax payers' funds. This cynical narrative voice intimated that the fact both SGBs and SMTs do not understand the complex regulations that explain their school financial roles created a favourable environment for corrupt tender procurement practices. Hence, the cynical mocking voice suggested that SGBs' and SMTs' chronic lack of understanding of the SASA legal framework and lack of how to use the regulations in the effective performance of financial functions should be treated as successful implementation outcomes. These negative implementation outcomes, the principal respondent 2 [HSP 2, NMU 9(A)] suggested warranted a celebration because this systemic ignorance enabled the SGB and SMT members to continuously plunder the schools' financial resources. It was intimated further, by this narrative response extract, that the general lack of knowledge among SGB and SMT members enabled them to achieve their cherished goals.

In other words self-enrichment that had replaced the stated objectives of the SASA/SGB-DoE-SMT school programme would have been become unachievable if the SGBs and SMTs understood what the true significance and implications of school financial and management responsibilities imposed upon them. That was not all. The cynical narrative voice of the respondents intimated that most SGBs and SMTs pretended to be unaware of the serious implications of ignoring the established school tender procurement regulations and the regulations governing the school financial administration and school financial management. They adopted this

ignorance strategy because this self-belittlement enables them to continue to plunder schools' huge financial resources through fraudulent means.

The next principal participant, the fourth information-rich narrative extract from [HSP 2, NMU 9(A)] discussed in detailed below re-consolidated the third narrative [HSP 2, NMU 6(A)], which underscored how far selfish and egoistic SGB and SMT members were willing to descend into the immoral abyss in order to continue getting kickbacks through corrupt tender procurement practices in schools. The fourth principal respondent narrative (out of the seven associated principal-participant stories) isolated for a more heightened self-reflexive scrutiny.

The next narrative extract (the fourth) cited verbatim below maintained that both SGBs and SMTs do not know their financial roles. This viewpoint is presented below:

> *HSP 2, NMU 9(A)*: *"Generally, I'm saying they don't, they don't know their roles. Eh…particularly in schools where you have the high illiteracy rate it's…it's….it's always a problem."*

It must be emphasised the fourth narrative extract taken from the principal respondent 2's perspective [HSP 2, NMU 9(A)] supported the collective perception that both SGBs and SMTs do not know their financial roles. This viewpoint further stressed that rural SGB parent governors tend be severely incapacitated by "*high illiteracy rates"* that further worsened their disadvantaged backgrounds.

However, the next response data, the fifth narrative extract taken from the principal respondent 3's perspective [HSP 3, NMU 7(D)] did not only elaborate upon the interpretation presented by the fourth viewpoint [HSP 2, NMU 9(A)] above but it also added another thematic detail to the exiting general thematic formulation. This narrative extract – [HSP 3, NMU 7(D)] – intimated that factors such as old age, illiteracy and inability to attend capacity skills building workshops had also contributed to the SGBs' and SMTs' poor performance of their duties.

The above interpretation is supported by the narrative extract cited below:

> *HSP 3, NMU 7(D):* *"Remember, our SGBs and SMTs do not know their demarcated roles. Especially SGBs parent component because they are old,*

even if they can attend that workshop. Tomorrow, they know nothing because they are not learned; they are uneducated."

The view expressed in the fifth extract [HSP 3, NMU 7(D)] cited above, underpinned a very disturbing insight that warranted emphasising. This response narrative argued that owing to that fact that the majority of rural SGB parent governors are old and illiterate; their capacity skills building workshop attendance do not produce any positive impact on their performance of their financial functions. The concealed sinister implication behind this argument was that providing these disadvantaged rural SGB parent members with skills capacity training workshops would amount to wasting public funds.

The principal respondent 3's story [HSP 3, NMU 4(A)], the sixth of the seven self-emerging principal-participant narrative extracts, were subjected to an integrated in-depth reflective synthesis in this section (Section 5.4.3). This raw interview data fragment had also stated that SGBs are not fully aware of how the school funds should be spent. The principal respondent 3's story [HSP 3, NMU 4(A)] expressed this view on this matter as follows:

> HSP 3, NMU 4(A): *"It happened after the school became section 21. Because it has, eventually raised a lot of expectations among the parent components. You see, in that the section 21 schools should spend the money willy-nilly. You know, they are not fully aware that it has to be spent in accordance with the cost centres. And to them as the money comes it has to be spent the way they would want. And that alone leads to conflicts in our school..."*

The above narrative extract embodies number implied concealed insights that can be exposed. At the superficial level the principal participant 3's narrative revealed SMTs' collective repeated perception, which tended to argue that SGB parent members do not understand their school financial obligations of their financial roles. However, the two sentences:

> *"It happened after the school became section 21. Because it has, eventually raised a lot of expectations among the parent components"* [HSP 3, NMU 4(A)]

Appeared to intimated that when Section 21 status was introduce it generated "*a lot of expectations among the parent components"* [HSP 3, NMU 4(A)]. This phrase "a *of expectations among the parent components"* intimated that SGB parent governors saw in managing huge school financial resources in section 21 schools "great expectations" – lucrative opportunities to enrich themselves.

Furthermore, the principal respondents strived to highlight the source of the SGBs and SMTs failure successfully performs their financials duties. According to the principal respondents, SGBs' and SMTs' failure to successfully perform the financial roles SASA imposed upon them can be attributed to two negative factors. The first negative factor that negated their concerted efforts to successfully perform their financial roles was their inabilities to understand the complexity of the financial roles imposed upon them. The second negative contextual factor that made it impossible for SGBs and SMTs to achieve the stated objectives of SASA was the fact that the DBE officials who were mandated to capacitate SGBs and SMTs did not fully understand the how to design effective skills capacity building workshops and how to deliver them successfully to those who lacked financial skills knowledge.

The respondents were fully aware of one inescapable ultimate outcome. That is, as long as SGBs and SMTs do not understand their financial responsibilities (or pretend not to or do not want to understand their financial roles) and even those who are supposed to capacitate them do not have a full understanding of the South African Schools Act and the Public Finance Management, the desired successful implementation of South Africa's SASA/SGB-Doe-SMT large scale school improvement programme would continue to be nothing but an unattainable dream. The principal respondent 3 conveyed a fragment of this soul-crushing story as follows:

> *HSP 3, NMU 5(A)*: *"That is what I am saying that the major cause is the lack of financial capacitation, even those at the helm of the school, they are not financially capacitated and they are not well conversant with the laws of Public Finance Management."*

This fragment of the frustrated destiny of South Africa's SASA.SGB-DoE-SMT school reform agenda underscored the view that the major cause of the failure of the SASA school project was "*the lack of financial capacitation".* This negative perspective was further strengthened by the argument that "*even those at the helm of the school"* (the school principal and SMT members) "*are not financially capacitated".* What was more depressing was the discovery that even school principals and educators of SMT "*are not well conversant with the laws of Public Finance Management"* [HSP 3, NMU 5(A)]. The above seven principal participants' stories were subjected to a more nuanced analysis and interpretation in order to expose their deepest reflective views concerning the boundary spanning phenomenon in section 21 high schools.

Chapter 5 now turns its attention to analysing and interpreting four SGB chairperson respondents' response stories, which might provide an interesting counter-arguments or counter-criticisms to counteract the seven virulent attacks mounted through seven closely-knitted principal respondents' vilifications hurled at SGB parent members. These intense strategies of disfigurement hurled by school principal participants and SMT members at the disadvantaged and illiterate rural SGB parent governors, which were discussed above received a counter rebuff from four SGB counter attacks directed against school principals and SMT members. The four SGB chairperson respondent stories – (1) [SGBC 3, NMU 5(C)], (2) [SGBC 2, NMU 8(A)], (3) [SGBC 3, NMU 5(E)], and (4) [SGBC 3, NMU 21(B)] – viewpoints were compared to the viewpoints conveyed by the seven principal participant responses analysed and interpreted above. It must be reiterated that the seven principal respondents' views projected SGBs as the SASA stakeholders responsible for the systemic failure of SASA/SGB-DoE-SMT school intervention programme.

The first SGB chairperson respondent story [SGBC 3, NMU 5(C)] out of the four SGB chairperson respondent narrative extracts, which was scrutinised here, revealed a number of insights. The insights extracted from the four SGBC stories, which were submitted to an amplified reflective synthesis, were juxtaposed with those of the seven principal respondents' stories already analysed and reflectively interpreted above.

The SGB chairperson respondent 3's reaction to SMTs' anti-SGB positioning, which argued that rural SGB parent members' disadvantaged and non-literate (education) background was responsible for the failure of the SASA/SGB-DoE-SMT school reform agenda, was conveyed by SGBC raw narrative extract conveyed below:

> SGBC 3, NMU 5(C): "You know solely the school finances are under his control. And I think that, in fact, I don't know whether among other things, is the fact that those who are in SGB are not educated. They are illiterate. So the principal is able to manipulate the SGB. And many SGB members believe him when he speaks. Secondly, SGBs do not know the specifics of South African Schools Act. What is our role as SGB? Or if there is anything that the SGBs know, they have that they just have to listen to the principal. Because of their limited education background as a result if there is anything that needs expenditure some of us don't even know where it was discussed."

The SGB chairperson participant initiated the SGBs' counter criticism against the school principals and the SMT members by highlighting the fact that the school financial resources are controlled by the principal. This interpretation is projected by the raw narrative fragment – "You know solely the school finances are under his control" [SGBC 3, NMU 5(C)].

The SGB chairperson 3's response narrative data further intimated that among other disfigured anti-SGB character traits created by SMTs to tarnish the image of SGBs was the repeatedly advertised belittlement image aimed at ensuring that parent members of SGBs do not forget that they are *uneducated and illiterate.* The raw narrative extract, which galvanised the above demeaning portraitures of SGB parent governors, is cited below:

> "And I think that, in fact, I don't know whether among other things, is the fact that those who are in SGB are not educated. They are illiterate". [SGBC 3, NMU 5(C)]

Besides the above thematic positioning, the SGB chairperson respondent 3 argued that the school principals were able to manipulate SGB parent members very effectively because many SMT members believed everything their principals say.

This conclusion, which was distilled from the SGB chairperson respondent 3's explication [SGBC 3, NMU 5(C)] of the systemic failure of South Africa's large scale school reform, was confirmed by the following narrative fragment:

> "*So the principal is able to manipulate the SGB. And many SGB members believe him when he speaks".* [SGBC 3, NMU 5(C)]

The SGB chairperson respondent 3 also revealed another important denigrated attribute hurled at SGBs. The school principals and SMT members have repeatedly stated that because SGB parent governors are illiterates, who do not know anything and are incapable of understanding "*the specifics of South African Schools Act,"* they have only one crucial role to perform within the SASA/SGB-DoE-SMT partnership framework: *listening to school principals and doing what school principals command.* This humiliating destiny predicted for rural SGB parent members was intimated by the following interview data fragment:

> "*Secondly, SGBs do not know the specifics of South African Schools Act. What is our role as SGB? Or if there is anything that the SGBs know, they have that they just have to listen to the principal".* [SGBC 3, NMU 5(C)]

The apartheid-styled role advocated above for the SGB parent members is further magnified by another debilitating weakness of the parent components of SGBs. It was also asserted that rural SGB parent members' limited education background prevented them from understanding how school financial resources management (involving school expenditure transactions) is performed. The SGBs' education deficit inabilities were worsened by the fact that their high illiteracy rates prevented them from locating and reading the relevant information buried in complex school financial management and administration documents. This insight is concealed in the following ambiguously worded narrative piece:

> "*Because of their limited education background as a result if there is anything that needs expenditure some of us don't even know where it was discussed".* [SGBC 3, NMU 5(C)]

The SGB chairperson participants' second response [SGBC 2, NMU 8(A)] to the SMT's attacks against SGBs – SGB-denigrated viewpoints presented through seven principal-participant closely-knitted raw narrative data pieces already analysed and interpreted. The analysis of SGB-rebuff appeared to suggest that SGBs' responses on this theme were loaded with sarcasm. According to the SGB chairperson respondent 2, the principal is doing everything that involves school finances because he/she is the one who knows everything. However, earlier collective views of the major SASA stakeholders – SGBs, DoE, and school principals and SMT members – had unanimously admitted that the failure of the SASA/SGB-DoE-SMT school reform must be attributed to their collective lack of school financial management skills competences. The above interpretative deduction appeared to be conveyed by the SGB chairperson respondent 2's remark:

> *"They don't know exactly, those who say we know he is just taking a chance, if in the Butterworth environment you are aware about what is happening in other schools that the principal is playing no. 6, you see".* [SGBC 2, NMU 8(A)]

The third SGB chairperson participant 3's rebuttal [SGBC 3, NMU 5(E)], which was aimed at counteracting the vilifications amounted by the school principal respondents against parent members of the SGB, supported the arguments advanced by the SGB chairpersons" two earlier comments ([SGBC 3, NMU 5(C)]; [SGBC 2, NMU 8(A)]) on the same issue.

The third SGB chairperson participant 3's view [SGBC 3, NMU 5(E)] on the ongoing analysis and interpretation of the underlying negative factors, which are responsible for the failure of the SASA school programme, are cited below:

> *SGBC 3, NMU 5(E): "As SGB members you have a lot that you do not know. Hence, the principal does these things. And in the end, only the principal has an access on school finances. No matter what is going to be done only the principal has access. To such an extent that even other SGB members do not know."*

The SGB chairperson respondent 3' perception [SGBC 3, NMU 5(E)] on the matter re-enacted what had been underlined by earlier viewpoints already subjected to an intense critical textual distillation. The SGB chairperson respondent 3 stated that SGBs' lack of knowledge is attributed to their lack education, intimating that SGB parent members need intensive skills capacity training workshops. The above interpretation is conveyed by the SGBC 3's response to the contested problem:

> SGBC 3, NMU 21(B): "It seems as if SGBs know nothing, they are not educated. I call for intensive training for people who will handle school finances. We also need to consider that in SGBs most people are not educated at all. It becomes a once off thing that is not right. Another thing is that when choosing people who will administer school finances, people at least who cannot read even the South African Schools Act should not be considered for elections because these people are manipulated for other reasons. At least it must be an educated person who will be able to follow the logic. These funds are huge to be administered by illiterate people."

The SGB chairperson participant 3's story [SGBC 3, NMU 21(B)] initiated its coming into being by exposing its most fundamental perceived weaknesses – weaknesses seen through the lenses of competing anti-SGB voices. The two of weaknesses of SGBs, which are universally acknowledged, are epitomised by the following negative appellations: (a) "SGBs know nothing", and (b) "they are not educated".

The above interpretation is supported by the following narrative piece:

> "It seems as if SGBs know nothing, they are not educated". [SGBC 3, NMU 21(B)]

Furthermore, the SGB chairperson participant 3's story suggested the SGB parent members' lack of school financial skills knowledge could be rectified by giving SGBs an intensive skills capacity training, whose design and content should take into consideration the fact that most of the SGB parent members "are not educated at all". This interpretation is supported by the following narrative fragment:

> *"I call for intensive training for people who will handle school finances. We also need to consider that in SGBs most people are not educated at all".*
> [SGBC 3, NMU 21(B)]

The DD participant's two comments [DD, NMU 7(A)], [DD, NMU 14(B)] had also focused on the competing respondent stories' assessment of how each of the major SASA programme implementers' negative performance outcomes contributed to the failure of the SASA school agenda.

The DD respondent's opinion [DD, NMU 7(A)] on the above issue, which was rather vaguely worded and not easy to interpret, was conveyed below:

> *DD, NMU 7(A): "They should, they should because, I will tell you as I said the amount of capacitation that is given to SGBs they should know, who should do what. But surely people when they see that there is a potential grey area they definitely exploit that. It is exploited at both sides. It may be exploited by the SGB. It may be exploited by the principal as well."*

The DD participant's story [DD, NMU 7(A)] revealed that "the amount of capacitation" given to SGBs should help SGBs to determine which individual parent members of the SGBs had acquired finance-specific-skills relevant for the successful performance of financial roles. The DD participant conveyed this insight as follows:

> *"They should, they should because, I will tell you as I said the amount of capacitation that is given to SGBs they should know, who should do what".*
> [DD, NMU 7(A)]

The DD respondent expanded his comment outlined above by stating that the SGB parent members' lack of financial management skills necessitating the need to skills capacitate the by means of skills training workshops created corrupt money-making opportunities or "grey areas" which SGBs, school principals and other SMT members exploited in order to enrich themselves at the expense of the schools and learners.

The above delineation of the DD's opinion is supported by the following narrative extract:

> "*But surely people when they see that there is a potential grey area they definitely exploit that. It is exploited at both sides. It may be exploited by the SGB. It may be exploited by the principal as well*". [DD, NMU 7(A)]

The ongoing analysis and interpretation of the respondents' descriptive evaluation of the SASA major implementers' negative performance outcomes, which were responsible for the SASA/SGB-DoE-SMT programme's failure, were further underscored by the explication provided by the DD respondent. The DD participant's enhanced explication provided a more balanced account of the debate. However, the balanced account unveiled a denigrated image of SGBs' performance of their financial roles. This multiple-voiced account is conveyed below:

> *DD, NMU 14(B): "I will make just a simple example. The SGBs of some of our schools, particularly the rural areas of the* (Butterworth) *district, do not have absolute capacity and, therefore, they put it to the principal. The principal determines everything. All they do is to donate their signatures finish".*

At the factual level, the DD participant's story [DD, NMU 14(B)] opened with a declaration that stated that "*the SGB of some of our schools, particularly…* schools located in "*the rural areas of the*" Butterworth "*district do not have absolute capacity….*" To address the lack of financial skills capacity, some SGB parent members of some schools, especially schools located in rural areas, delegated their school financial governance responsibility to school principals. This surrender of their school financial roles to principals enabled principals to manage school financial resources on behalf of SGB chairpersons and the rest of the SGB parent members. These interpretations are conveyed by the following narrative extract:

> "*The SGBs of some of our schools, particularly the rural areas of the* (Butterworth) *district, do not have absolute capacity and, therefore, they put it to the principal. The principal determines everything. All they do is to donate their signatures finish".* [DD, NMU 14(B)]

The SGB chairperson participant 1 also expressed her feelings [SGBC 1, NMU 9(A)] on the ongoing analysis and interpretation of how the respondents experienced

boundary spanning phenomenon and the competing stories generated by individual real-life feelings.

In this summative comment, the SGB chairperson respondent 1 revealed that SGBs know their roles and that the financial role performance blunders perpetrated by the SGBs were deliberately engineered. According the SGB chairperson respondent 1, since the school principals had taken over SGBs' financial governance roles or the SGBs' financial responsibility had been surrendered to them by rural SGBs, parent members of SGBs located in rural areas have been exploiting this murky area for their own financial benefits. The multiple negative outcomes of the SGB parent members' selfish-motivated "grey-area" manipulative strategy are that the do not only harm themselves but also they harm the schools and their own children. The only satisfaction they probably enjoyed was that the school principals are held accountable for the schools' academic failures and not the SGBs' illiterate rural parent members. This was how SGB chairperson participant 1 expressed her opinion on this controversial issue:

> "They know their demarcated roles. Whatever it is done by the SGB it is deliberate. They just want to benefit". [SGBC 1, NMU 9(A)]

Chapter 5's next focus of attention deals with section 5.4.4, which examined the extent to which the boundary crossing compromised the day to day running of schools around Butterworth).

5.4.4 The Extent At Which The Boundary Crossing Compromising The Day To Day Running Of Schools Around Butterworth

The study sought to find out the extent of the SGB-SMT boundary spanning leadership problems and critically assess its impact on selected section 21 high schools in the Eastern Cape.

The respondents commented on the extent at which the boundary crossing is compromising the day to day running of the section 21 high schools around Butterworth. The respondents' collective views indicated that there is a power struggle between parent governors and the SMT. The power struggle is dominated

by about who has control of the huge school financial resources and who has an upper hand in influencing decisions and decision making processes.

Respondents indicated that the power struggle had led to the development of intense lack of co-operation and collaboration between parent governors and SMTs. The interview raw data analysed and interpreted also indicated that the struggles for absolute power had destroyed the essential harmony in schools and replacing the SASA-envisaged school-based collaborative and harmonious academic environment with a conflict-ravaged in-fights fuelled by bitter animosity. The interview data analysed and interpreted suggested that when such an atmosphere pervades the school, teachers get demoralised. The normal outcome of this school-based demoralisation is that quality teaching and learning, which is schools core business, tends to be ultimately compromised. Learning outcomes become secondary to the extent that the academic performance of the school declines.

Respondents gave practical examples of instances where school programmes are brought to a complete halt because the parent governors and SMT cannot agree about certain matters. They also identified products purchased by schools, which were found to serve neither the interests of the curriculum nor those of the learner. The examples given by respondents indicated that sometimes, school-based conflict situations can be so much blown out of proportion that the school is rendered ungovernable. The chapter will now focus on six related principal participants' comments on peculiar fierce SGB-SMT hostilities generated by SGB chairpersons' and school principals' stubborn attitudes regarding how each structure manipulates its functional domain authority to deliberately infuriate each other. The first principal respondent narrative [HSP 1, NMU 7(B)] on this topic is presented below:

> HSP 1, NMU 7(B: "Eh…m one would say our school, in particular, this has kind of become a…a…in one way or the other a populist stand where people would be tempted to grandstand. Who as to who is who and who has the final word? Yeah…yeah and…and that then find expression especially on issues of finance. Because if I'm in position of authority on finance matters I can stop anything and I can let go anything in the institution."

The principal participant 1 observed that the entire SASA programme implementation process had degenerated into a huge display of power contest. The large scale SASA/SGB-DoE-SMT school improvement programme had been relegated in power contest involving measuring which of the two major has absolute power capable of making other obeys it without question. This degenerate form of the SASA programme focuses on measuring the ultimate power of the two major partners: SGBs and SMTs (the chairpersons versus the principals). The raw narrative extract described these meaningless attempts by SGB chairpersons and school principals to show off how much power they were allocated by SASA – contests for meaningless fame – as "grandstanding". This reflective interpretation is conveyed by the following narrative extract:

> "Eh…m one would say our school, in particular, this has kind of become a…a…in one way or the other a populist stand where people would be tempted to grandstand. Who as to who is who, and who has the final word"? [HSP 1, NMU 7(B)]

The principal respondent 1's positioning on the futile struggle for power between SGBs and SMTs (the SGB chairperson versus the school principal) is further deepened by the revelation that the fulcrum of this battle royal is the huge school financial resources. The other element of this "no-win-situation-battle" the selfish-motivated orientation is that:

> "Because if I'm in position of authority on finance matters I can stop anything and I can let go anything in the institution". [HSP 1, NMU 7(B)]

The meaningless power struggles between SGB chairpersons and school principals outlined above was re-enacted also by the second narrative – principal respondent 2's viewpoint [HSP 2, NMU 13(C)] – which also reacted to question about the extent the boundary crossing is compromising the day to day running of the schools. The principal respondent 2's story underscored the arguments advanced by the principal participant 1 [HSP 1, NMU 7(B)]. The principal respondent 2's feelings on this matter are conveyed below:

> *HSP 2, NMU 13(C): "That member said there will be no spending in this school until we receive that written financial report. You see, it's in the middle of the week; it was on a Wednesday. I sat there quietly wondering because we always our cheques are signed on a Friday so that we pay people on or before Monday. I said, what is going to happen now because we've got to pay people and all that. And there were two members who were very hot about this thing that there can be no spending, absolutely not."*

The deliberate obstructive SASA implementation stance adopted by both SGB chairpersons and school principals that has been subjected to the ongoing data analysis and data interpretation is further underlined by the second principal participant 2's narrative extract [HSP 2, NMU 13(C)] focused on this issue.

The narrative extract [HSP 2, NMU 13(C)] initiated its coming into being by highlighting the inherent source of the SGB-SMT tug-of-war for absolute power and control over all school financial resources. This hostile atmosphere was captured by the following narrative fragment:

> *"That member said there will be no spending in this school until we received that written financial report".* [HSP 2, NMU 13(C)]

The next narrative pointed unveiled the deliberate attempt of "that member", who gave the ultimatum for "that written financial report" to be submitted before approval was given for school funds to be released for expenditure. As the relevant research evidence had indicated the individual expected to write and to submit the financial report was also expected to get documentation ready for writing cheques to be signed on Friday for school employees to be paid on or before Monday. What was more disturbing was the fact the incident occurred on Wednesday, in the middle of week – the period allocated for preparing cheques for staff payments.

The above interpretations are supported by the following narrative piece cited verbatim below:

"You see, it's in the middle of the week; it was on a Wednesday. I sat there quietly wondering because we always our cheques are signed on a Friday so that we pay people on or before Monday". [HSP 2, NMU 13(C)]

The fact that SGB and SMT leaders determined to mess with SASA school implementation process are blind to the negative effects of their selfish actions is highlighted by the insensitive reactions of two individuals who insisted on the fact that no written financial report no speeding of school funds. The raw interview data piece conveyed the above interpretation as follows:

"I said, what is going to happen now because we've got to pay people and all that. And there were two members who were very hot about this thing that there can be no spending, absolutely not". [HSP 2, NMU 13(C)]

The bossy attitudes displayed by both SGB chairpersons and school principals regarding the management of school financial resources, the theme that is currently being subjected to critical scrutiny, was elaborated upon by principal respondent 2's contribution [HSP 2, NMU 13(E)] on this issue:

HSP 2, NMU 13(E): "I'm saying that's day to day running of the school. And somebody, because he/she is a parent, feels he has power and authority to overrule the SMT and say you can't spend not because there is an irregularity but because he also feels dissatisfied. You see, I'm saying it's always negative. Now, if we did not agree in that meeting that the school must be allowed to spend, everything would have been stand still in that particular week. You see, this is where this thing stands. Somebody wanting to have absolute control overrules everybody else, bringing things to a halt. It's negative, it's negative."

The principal participant 2's construction on how he/she experienced the boundary spanning phenomenon in his/her school is conveyed by the story [HSP 2, NMU 13(E)], the third of the six principal orientated criticisms directed against SGB chairpersons. The principal respondent 2's response argued that SGB chairpersons appeared to be completely ignorant about how schools are or how school financial resources are managed on day to day basis. Hence, the principal respondent 2

intimated that it was ridiculous for the SGB chairperson (SGB parent member) to believe that because he/she is a parent he/she has the power and authority to overrule the SMT and the school principal and stop them from spending any of the school funds. What was emphasises was the fact stopping the principal and the SMT members from spending school funds did not emanate from an irregularity but from the fact that SGB chairperson and SGB parent members felt dissatisfied.

The above interpretations extracted from the school principal participant 2's story [HSP 2, NMU 13(E)] were supported by a raw narrative piece as follows:

> "*I'm saying that's day to day running of the school. And somebody, because he/she is a parent, feels he has power and authority to overrule the SMT and say you can't spend not because there is an irregularity but because he also feels dissatisfied".* [HSP 2, NMU 13(E)]

The intimation that the SGB chairperson attended a meeting that authorised the spending highlighted the level of the determination of the SGB parent members to block the principal and the SMT members from spending any school funds.

This vicious SGB battle, which was waged by a determined SGB chairperson who wanted to have an absolute control of the school financial resources that was outlined above, is supported by the following narrative extract:

> "*You see, I'm saying it's always negative. Now, if we did not agree in that meeting that the school must be allowed to spend, everything would have been stand still in that particular week. You see, this is where this thing stands. Somebody wanting to have absolute control overrules everybody else, bringing things to a halt. It's negative, it's negative".* [HSP 2, NMU 13(E)]

The SGB-SMT fierce power struggles for control of school financial resources presented above by high school principal participant 2's version [HSP 2, NMU 13(E)] of the SGB-SMT conflicts was further deepened by principal participant 2's second viewpoint [HSP 2, NMU 19(B)] on this issue.

It must be emphasised that principal participant 2's reaction to the SGB chairperson's declared intentions to prevent the principal and the members of the

SMT from spending any school funds projected by the synthesis of three high school principal participant's stories ([HSP 1 NMU 7(B)]; [HSP 2 NMU 13(C)]; HSP 2 NMU 13(E)]).

The SGB-SMT competing thematic positions presented by the above three HSP viewpoints are further enriched by principal respondent 2's personal view [HSP 2, NMU 19(B)] on the boundary spanning conflicts among section 21 high schools. This perspective is cited below:

> *HSP 2, NMU 19(B): "Eh…the principal wanting to take a back seat because he was annoyed by the chairperson of the SGB who overruled him on a particular aspect of spending. You see, and, therefore, I don't want to cooperate with that particular chairperson of the SGB. On the other hand, the chairperson of the SGB doesn't want to cooperate because she doesn't agree with the principal. I will not sign on this paper. You see, if it affects learning programmes it means it doesn't go there."*

In this principal participant 2 exposed to us an insider's experience. In this story the principal was prevented by a powerful SGB chairperson from spending school funds on a project. The principal reacted negatively by refusing to involve himself/herself any further with the SGB chairperson in the management of school financial resources. The negative reaction of the principal led to the annihilation of SASA-envisaged partnership and cooperation concepts that are vital to the success of SASA/SGB-DoE-SMT school enhancement programme involving millions and millions of Rands. This interpretation is supported by the following interview data fragment cited verbatim below:

> *"Eh…the principal wanting to take a back seat because he was annoyed by the chairperson of the SGB who overruled him on a particular aspect of spending. You see, and, therefore, I don't want to cooperate with that particular chairperson of the SGB".* [HSP 2, NMU 19(B)]

What was worse was the principal's refusal to work any longer with the SGB chairperson that dared to overrule him/her triggered counter defiance when the SGB chairperson also declared fiercelessly to have nothing to do with the principal.

This dead-end situation, which was generated by the fierce conflicts between SGB chairpersons and school principals and brought the day-to-day management of school financial resources and the purchases of products essential for running the school affairs to a screeching halt, is conveyed below:

> "On the other hand, the chairperson of the SGB doesn't want to cooperate because she doesn't agree with the principal. I will not sign on this paper. You see, if it affects learning programmes it means it doesn't go there". [HSP 2, NMU 19(B)]

The collective negative impacts that tend to be created by the SGB-SMT implementation of their financial functions that entailed managing as team huge school financial resources are highlighted by the principal participant 1's reaction [HSP 1, NMU 13(B)] to the negative effects of SGB-SMT conflicts on the school improvement programme. The principal respondent 1's perspective on above theme is cited verbatim below:

> HSP 1, NMU 13(B): "And you would then say the cooperation and collaboration that has been there. The teamwork spirit it's…it's…it's compromised. In one way or the other and that becomes negative for the smooth running of a school on a daily basis."

That the conflict-ravaged SASA/SGB-DoE-SMT implementation practice injected into South Africa's large scale reform agenda had led to the erosion of the essential democratic principles of teamwork, cooperation and collaboration is conveyed below by the interview data fragment:

> "And you would then say the cooperation and collaboration that has been there". [HSP 1, NMU 13(B)]

This raw narrative data also indicated that the erosion of the partnership principles of cooperation and collaboration, which were incorporated the SASA framework, led to the death of teamwork spirit. The raw narrative data reported that this multiple-voice negative outcome is responsible teamwork being compromised. This interpretation was supported by the following raw data piece:

"The teamwork spirit it's…it's…it's compromised. In one way or the other and that becomes negative for the smooth running of a school on a daily basis". [HSP 1, NMU 13(B)]

How the accumulative effects of the SGB-SMT conflicts impact on the entire SASA/SGB-DoE-SMT school improvement reform is underscored by the principal participant 2's summative account of how SGBs, SMTs and the Education Department officials experienced the boundary spanning phenomenon across the Butterworth District. This summation of the SGB-SMT conflicts and their horrific negative effects are capture by principal respondent 2's story, which is cited below:

HSP 2, NMU 19(C): "The learning outcomes are defeated and the results decline because people are fighting. Where the principal says I'm not going to talk to that chairperson of the SGB, you see. This principal doesn't consult us and all those kind of things and now some of the things are not happening. It affects, particularly, if the learners are not involved. The learners are not involved. There's a serious problem because if they are involved. They would challenge you in those meetings. This is going to affect us; let's do it this way."

The summation of the SGB-SMT conflicts and their accumulated horrific negative effects embellished into principal respondent 2's story [HSP 2, NMU 19(C)] confirmed that the implementation chaos, which strangulated the SASA programme, was unanimously attributed to the selfish attitudes of school stakeholders, particularly SGB chairpersons and school principals. The interviews data analysed and interpreted collectively suggested that the chronic bitter conflicts between SGBs and SMTs led to extremely poor learning outcomes and declined academic results. This interpretation is supported by the following interview data piece:

"The learning outcomes are defeated and the results decline because people are fighting". [HSP 2, NMU 19(C)]

The narrative evidence underpinned not only pettiness of disagreements that produced such destructive effects on South Africa's large scale school reform but also the metaphysical blindness that prevented the school stakeholders from

predicting the overall inevitable outcome of their self-centred actions: the failure of the school reform agenda. This disturbing interpretative positioning is endorsed by the following narrative fragment:

> "*Where the principal says I'm not going to talk to that chairperson of the SGB, you see. This principal doesn't consult us and all those kind of things and now some of the things are not happening*". [HSP 2, NMU 19(C)]

The naiveté and lack of commitment of the SGB members and SMT members appeared to be projected by the following narrative fragment:

> "*It affects, particularly, if the learners are not involved. The learners are not involved. There's a serious problem because if they are involved. They would challenge you in those meetings. This is going to affect us; let's do it this way*". [HSP 2, NMU 19(C)]

One would expect citizens mandated and charged with the responsibilities of educating the future leaders of a nation to consider the interests of the schools and the learners before taking any school-based actions that naturally impact on learners' academic results. The narrative extract ([HSP 2, NMU 19(C)] analysed and interpreted that suggested that wellbeing of the schools and learners were considered after destructive actions that negated all academic goals were taken by selfish implementers of the SASA programme.

How Education Department participants reacted to negative consequences generated by SGB-SMT conflicts and their accumulated impacts on the implementation performances of the two major "warring partners" is Chapter 5's next focus of attention. The education department participants' concerted efforts to present their versions of the boundary spanning phenomenon and how stakeholders reacted to this problem is captured by the five following education department orientated viewpoints on this issue: (1) [DD, NMU 17(A)], (2) [EDO, NMU 6(D)], (3) [EDO, NMU 8(D)], (4) [EDO, NMU 14(B)], and (5) [EDO, NMU 9(B)].

Although the first education department participant's re-creation [DD, NMU 17(A)] of how he/she experienced boundary spanning in his/her school reinforced the

respondents' general argument that SGBs', SMTs' and DBE officials' selfish-motivated-decisions negated attempts to successfully implement the SASA reform programme, the DD respondent emphasised another aspect of this theme. The DD expressed his/her experience of the boundary crossing phenomenon as follows:

> DD, NMU 17(A): "Any form of boundary crossing, whether pronounced or not pronounced, would definitely compromise and have a negative impact on the core business of any school or any institution because it creates conflicts. Even in this district it is like that. It has an influence to the extent to which teaching and learning takes place. It affects it."

The DD respondent asserted that the all forms boundary crossing phenomenon would not only compromise the core business of any school or any institution but would also negatively impact on teaching and learning. The interview data also highlighted the fact that these negative results emanated from the fact that boundary spanning creates conflicts. This interpretation was distilled from the raw narrative data cited below:

> "Any form of boundary crossing, whether pronounced or not pronounced, would definitely compromise and have a negative impact on the core business of any school or any institution because it creates conflicts". [DD, NMU 17(A)]

The DD respondent concluded that the viewpoint that intimated that SGB-SMT conflicts triggered by the boundary spanning phenomenon that strapped schools and which was outlined above strangulated schools in the Butterworth Education District, impacting negatively on teaching and learning. This interpretative conclusion is supported by the following data piece:

> "Even in this district it is like that. It has an influence to the extent to which teaching and learning takes place. It affects it". [DD, NMU 17(A)]

The second education department participants' reaction [EDO, NMU 6(D)] to the SGB-SMT conflicts, which were generated by boundary spanning and their negative effects on the overall outcomes of the South African school reform agenda, is cited verbatim below:

EDO, NMU 6(D): "*You will find that all these people, the secretary is an educator, the treasurer is a parent, the chairperson is a parent, and the clerk. The SMT instead of ensuring that school finances are used appropriately, they just take the role of the SGB into their own hands. They use money and this result in serious conflicts.*"

The third education department participants' comment on the above ongoing debate on the effectiveness of the financial role performance rates of the SASA mandated implementers was assessed by the EDO respondent's response narrative [EDO, NMU 6(D)]. The EDO participant pointed out that the core executive of the SGB consisted of members from the SGB and the SMT. The mixed membership of the SGB dominated by parent members majority posed the inherent challenge that has continued to impact negatively on attempts by the SGBs and SMTs to work together as one team. This interpretation was re-affirmed by the following sentence extracted from the interview data:

"*You will find that all these people: the secretary is an educator, the treasurer is a parent, the chairperson is a parent, and the clerk….*" [EDO, NMU 6(D)]

That the SGB-SMT tensions was sometimes ignited by the principal's addiction to the desire to control the SGB chairperson's and other parent governors' SASA mandated overall authority in school financial resources and expenditure of school funds is re-echoed by the following narrative fragment:

"*The SMT instead of ensuring that school finances are used appropriately, they just take the role of the SGB into their own hands. They use money and this result in serious conflicts*". [EDO, NMU 6(D)]

The third education department participant comment [EDO, NMU 8(D)] on this issue did not only rehearsed the thematic concern articulated by the two education department respondents' viewpoints [DD, NMU 17(A)] and [EDO, NMU 8(D)] but also unveiled how the SGB parent members led by the SGB chairperson deliberately exploited the passive resistance to ensure that the school principal and the SMT members could not exercise the school financial authority usurped by the principal and the SMT.

The passive resistance strategy adopted by the SGB parent members entailed a non-compromising withdrawal of all financial services the SGB was mandated to perform and refusal to participate in all SGB financial governance duties. The overall purpose of the non-cooperation strategies was to hit back at the principal and SMT members for usurping their SASA-allocated final word in all school funds expenditure and related managing of school financial resources.

The above interpretations were confirmed by the following EDO commentary on the issue under critical scrutiny:

> "*The reason why they are quiet is that, one, is to respect the school principal. Because the principal has power at school, they think that even if the principal crosses the bounds, they just keep quiet, just be silent, they just know that they will simple withdraw their services. When the time comes for the SGBs to be elected they simple do not attend".* [EDO, NMU 8(D)]

The education department participant's fourth reaction [EDO, NMU 14(B)] focused on the competing versions of SGB's and SMT's assessments of each other's performance of the SASA-mandated-financial-roles. The data analysed and interpreted also revealed that the SGB-SMT conflicts' unintended negative consequences were generated by the selfish self-interests of both structures. This thematic positioning was re-affirmed by the EDO's recreation of his/her boundary crossing experience, which is cited below:

> *EDO, NMU 14(B): "You notice that the school does not buy any teacher leaner support equipment. There are no laptops, no computers nothing is being bought to bridge the gap between the haves and the have nots."*

The EDO respondent's view criticised the resources-depleted teaching and learning environment imposed upon black rural schools located in the Butterworth District. The EDO respondent revealed that school does not buy teacher-learner support equipment. Hence, no laptops and computers are bought "*to bridge the gap between the haves and the have nots"* [EDO, NMU 14(B)].

The insights generated by the interview data and discussed above are confirmed by the following narrative data fragment:

> "*You notice that the school does not buy any teacher leaner support equipment. There are no laptops, no computers nothing is being bought to bridge the gap between the haves and the have nots*". [EDO, NMU 14(B)]

The five education department participant commentary [EDO, NMU 9(B)] on the ongoing theme provided a summative conclusion to this vexed thematic debate as follows:

> "*Teachers revolted, and it becomes a chaotic situation because even the teachers can see*". [EDO, NMU 9(B)]

The unmistakeable conclusion projected by the EDO's view appeared to be urging the reader focus on the havocs created by selfish interests that transcended national and communal educational priorities.

One of the most revealing self-revelation accounts on the issue of SGB-SMT struggles was offered by SGB chairperson participant 1 [SGBC 1, NMU 13(C)]. These meaningless SGB-SMT struggles for power are aimed at outdoing each other's perpetration of the most destructive actions that have produced enormous dents in implementation processes intended to achieve the stated official objectives of the SASA/SGB-DoE-SMT reform programme. The SGB chairperson respondent 1's confession was expressed as follows:

> *SGBC 1, NMU 13(C): "Teachers would budget for things like furniture, books and other things but those things will not happen. You will just see the construction of a boardroom instead. SGB would organise Mercedes Benz for metric dance students. And you are told that one of those cars got involved in an accident and it needs R150 000.00. These things are deliberate because people want to benefit from the school funds."*

The SGB chairperson participant 1's story initiated its self-revelation by stating that teacher-learner products like textbooks and school furniture would be budgeted for by teachers who have insider knowledge on the requirements of the school. But SGB

chairperson and SGB parent members would, instead of the essential items required for achieving the core business of teaching and learning, spend the available school funds either on the construction a boardroom or for hiring a Mercedes Benz for students' metric dance. More depressing was the fact that the hired Mercedes Benz got involved in an accident the school had to pay R150 000.00 for repairs.

The interpretations distilled from the SGB chairperson participant 1's response to the issue under critical scrutiny was re-affirmed by the following raw narrative piece:

> "*Teachers would budget for things like furniture, books and other things but those things will not happen. You will just see the construction of a boardroom instead. SGB would organise Mercedes Benz for metric dance students. And you are told that one of those cars got involved in an accident and it needs R150 000.00*". [SGBC 1, NMU 13(C)]

The research evidence, however, seemed to indicate that most harrowing outcome of the SGB chairperson participant 1's actions is not only the hidden selfish motives that triggered this sell-out behaviour but the audacity that pushed the female leader of the SGB parent members to boastfully declared that this was a deliberate action aimed at making money. This disturbing viewpoint was confirmed by the sentence:

> "*These things are deliberate because people want to benefit from the school funds*". [SGBC 1, NMU 13(C)]

The ongoing self-interest-driven actions taken by all stakeholders involved in implementing school financial roles – SGB chairpersons, SGB parent members, school principals, SMT members, and DBE officials – unveiled hidden negative implementation consequences responsible for the systemic failure of SASA/SGB-DoE-SMT reform agenda.

The principal participant 2's perspective [HSP 2, NMU 19(A)] did not only reconsolidate the core arguments and the multi-voiced interpretations presented during the course of interviews data analysis and interpretation but also revealed another interesting aspect of the under critical synthesis. Namely, that even teaching

staff is affected by the SGB-SMT conflicts generated by the boundary crossing The principal respondent 2 conveyed his/her account of the issue as follows:

> *HSP 2, NMU 19(A): "I remember, here, there are times when we have serious problems. And sometimes, you do not know people would so personalise these issues such that they would, sometimes, decide we are not going to the classes. Because a, b, c has not been done or the principal did not tell us that he is buying a new mower. Why did he not tell us? You see those kinds of things."*

The involvement of teaching staff in the tug-of-war between SGB chairpersons and the school principals was narrated by the principal participant 2. The principal respondent 2 stated he/she remembered serious incidents in which teachers deliberately personalised school-based problems to such an extent that "*sometimes, decide we are not going to the classes*" [HSP 2, NMU 19(A)]. The petty reasons given for the decisions to boycott classes or to refuse perform their professional duties as educators for which they are paid were:

> "*Because a, b, c has not been done or the principal did not tell us that he is buying a new mower. Why did he not tell us? You see those kinds of things".*
> [HSP 2, NMU 19(A)]

The educators involvement in the meaningless and sometimes naïve but destructive SGB-SMT conflicts blamed for the failure of the South African post-1994 school reform programme was further highlighted by the SGB chairperson participant 3's view [SGBC 3, NMU 11(A)] on this theme. The SGB chairperson respondent 3 expressed her account as follows:

> *SGBC 3, NMU 11(A): "If the principal does all these things without consulting the other stakeholders and because the principal forms part of SGB. So if he purchases text books and stationery it means that he is representing the SGB. So it means the SGB does that. Buys laboratory kits, without consulting the SMT. Sometimes the books that you never ordered from the catalogue are delivered. Yeah, it happens."*

The SGB chairperson participant 3 observed that the school principal performs all financial functions including those belonging to SGB parent members without consulting other school stakeholders because the principal is ex-officio member of the SGB. Hence, if the principal "*purchases text books and stationery*" [SGBC 3, NMU 11(A)]*,* he does so on behalf of the SGB. The above interpretation of the research data is confirmed by the following narrative extract:

> "*If the principal does all these things without consulting the other stakeholders and because the principal forms part of SGB. So if he purchases text books and stationery it means that he is representing the SGB*". [SGBC 3, NMU 11(A)]

The unilateral tendency of the school principal use school funds to purchase products without prior consultation with the SGB chairperson or the relevant school based stakeholders had been cited by the SGB chairperson respondent 3. The SGB chairperson was reported to have purchased "*laboratory kits*" and "*sometimes books that were never ordered from the catalogue were delivered*" [SGBC 3, NMU 11(A)] without consulting the SMT.

The above interpretations were further re-affirmed by the following:

> "*So it means the SGB does that. Buys laboratory kits, without consulting the SMT. Sometimes the books that you never ordered from the catalogue are delivered. Yeah, it happens*". [SGBC 3, NMU 11(A)]

The negative outcomes of the SGB's selfish and materialistic-driven decisions, which tend to exclude the school principal and educators, who are better informed on the core business of teaching and learning, were underscored by the EDO participant's comment [EDO, NMU 21(A)] cited below:

> *EDO, NMU 21(A): "This threatens the successful achievement of teaching and learning outcomes: In the sense that most of the time teachers are at school. And when things are not happening the right way, their moral is affected. They become de-motivated. Immediately they know that you mismanage funds for your own benefit. Eh…things are not done. Teachers need teaching*

materials. And the school does not buy these. That affects them morally and they are de-moralised. And that affects the school teaching and learning in a negative way."

The EDO respondent's perspective [EDO, NMU 21(A)] on the ongoing issue of SGB parent members' tendency to buy school teaching and learning materials without any consultation with the school principal and teachers reinforced the negative impact of these practices. According to the EDO respondent, the SGB's egoistic behaviour generated by their inordinate desire to amass wealth "*threatens the successful achievement of teaching and learning outcomes"* [EDO, NMU 21(A)]. The demoralizing effect of SGB's selfish actions undermined teachers' classroom practices and reduced the learners' acquisition of knowledge. Furthermore, the hostile atmosphere and non-availability of the appropriate teacher-learner impacts negatively impacted on the quality teaching and learning. These interpretative positioning is supported by the following narrative data:

> *"This threatens the successful achievement of teaching and learning outcomes: In the sense that most of the time teachers are at school. And when things are not happening the right way, their moral is affected. They become de-motivated".* [EDO, NMU 21(A)]

Finally, the EDO participant concluded that chaotic outcomes that strangulated the school environment – the demoralizing outcome generated by the SGB chairperson's and SGB parent members' systematic undermining of the school programme implementation process – "*affects the school teaching and learning in a negative way"* [EDO, NMU 21(A)].

The SGB chairperson participant 1's construction of her boundary spanning phenomenon experience re-focused on the school principal tight control on school budgeting, which one of the earlier versions of the principal respondent 2's response [HSP 2 NMU 12 (A)] (see Chapter 5, page 248) declared that was supposed to be initiated by the principal in the staffroom and the draft copy also presented to the SGB chairperson at the full sitting of the SGB meeting.

How did the SGB chairperson's story [SGBC 1, NMU 13(B)] react to the budget issue here? The answer to this rhetorical question is presented below:

> SGBC 1, NMU 13(B): "It's negative; it's negative, very negative. As a result, one, let me start here, our school because of numbers we have SGB paid educators. SGB paid educators are paid out of this money paid by the parents. But after some time, the school had no funds. To such an extent that SGB paid teachers were no longer paid. Remember these people were budgeted for. But…did not get their salaries. Yet the money was there as early as August".

The hidden reasons behind school principals' devious strategies to control school budgeting, which is technically difficult for the majority of SGB chairpersons to comprehend, was the focus of SGB chairperson participant 1's response narrative [SGBC 1, NMU 13(B)]. The school principal's selfish-motivated strategies aimed at enriching himself/herself through corrupt manipulation of the school budgeting system produced nothing but cycles of negative outcomes. This interpretation was signified by the endless repetition of the word *negative* that dominated the opening of SGB chairperson participant 1's rebuttal of the principal's viewpoint on budgeting [HSP 2 NMU 12 (A)] – a viewpoint already cited two times. The above interpretation is conveyed by the narrative data fragment: ""*It's negative; it's negative, very negative*" [SGBC 1, NMU 13(B)].

The interview data on this theme indicate that the principal of the school had taken over the complete control of the school's budgeting manipulated the budgeting to enrich him/her. It was revealed that owing to large learner numbers number teachers were recruited as SGB-paid-educators. This meant the SGB-paid educators' salaries "*are paid out…money paid by the parents*" [SGBC 1, NMU 13(B)]. However, when the school had no funds to pay the SGB-recruited teachers, these educators were no longer paid even though they were budgeted for and continued to teach learners. This synthesis and the interpretation of the interview raw data is confirmed by the following narrative extract:

"*As a result, one, let me start here, our school because of numbers we have SGB paid educators. SGB paid educators are paid out of this money paid by the parents. But after some time, the school had no funds. To such an extent that SGB paid teachers were no longer paid"*. [SGBC 1, NMU 13(B)]

The incriminating evidence extracted from the raw research data confirmed the fact that principal's claim that the SGB-paid teachers duly budgeted for could no longer be paid because there were no funds to pay them was a deliberately designed corrupt stratagem to steal the funds budgeted for paying SGB-paid educators. This interpretation is conveyed by the raw narrative data as follows:

"*Remember these people were budgeted for. But…did not get their salaries. Yet the money was there as early as August"*. [SGBC 2, NMU 15(A)]

The next SGB reaction to the principal's continuous list of corrupt budgeting strategies exploited to siphon cash from the school coffers was presented by the SGB chairperson participant 2's re-creation [SGBC 2, NMU 15(A)] of her boundary spanning story. The SGB chairperson respondent 2 focused her attention on how the parents who pay school fees reacted to the principal's fraudulent actions regarding the non-payment of SGB-recruited educators whose salaries are paid from parents' school fees paid to the school. The negative outcomes of the principal's selfish behaviours are conveyed by the SGB chairperson participant 2 below:

SGBC 2, NMU 15(A): "It has a negative impact. For example a parent, who was paying fees, the moment you fight over school finances, he/she doesn't want to pay fees. Because he/she will be giving them the chance to misuse this money; so it is better not to pay, so that impacts negatively."

The SGB chairperson respondent 2's perspective [SGBC 2, NMU 15(A)] explicated the negative outcomes of the school principal's corrupt practices involving the exploitation of the school budgeting system. The raw interview data indicated that when parents who pay school fees realised that fees that they pay into school account were being stolen by corrupt school stakeholders, the natural reaction is they stop paying school fees into the school account in order to avoid *giving them* (corrupt school stakeholders) *the chance to misuse this money"* [SGBC 2, NMU

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15(A)]. The parents' refusal to pay any more school fess that would only end in the pockets of corrupt school stakeholders ultimately impact negatively on the school and the quality of the core business of teaching and learning.

The above interpretative positioning is conveyed by the following narrative extract cited below:

> "It has a negative impact. For example a parent, who was paying fees, the moment you fight over school finances, he/she doesn't want to pay fees. Because he/she will be giving them the chance to misuse this money; so it is better not to pay, so that impacts negatively". [SGBC 2, NMU 15(A)]

The SGB chairperson respondent 3's viewpoint [SGBC 3, NMU 15(A)] also underscored the negative effects of the SGB-SMT conflicts. The conflicts was further intensified by struggles over the control of school budgeting system and how these had negatively impacted the teachers who were forced to involve themselves in the SGB chairperson versus school principal power struggles. The worse negative outcome of the-SGB-SMT power struggles were their negative impact on teacher classroom effectiveness and learners' academic results. This issue constitutes the next focus of attention that involves a number of respondents' reactions that dealt with closely related themes like to the theme under scrutiny.

Respondents SGBC 3 and HSP 1 felt that this crossing of bounds on financial matters creates some hostilities among these structures. The focus of Chapter 5 had been increasingly involved with SGB-SMT conflicts that spilled over into other aspects of the running of the institution of school: namely educators, leaners and the administrative and the professional management of the school. The SGB chairperson respondent 3's perspective [SGBC 3, NMU 15(A)] on this theme is conveyed below:

> SGBC 3, NMU 15(A): "It creates the tension or bitter animosity in the school environment. Even when people talk, people do not talk freely. And it does not end in affecting the SMT and the SGB. It boils down to all staff members and the learners."

The SGB chairperson participant 3's story [SGBC 3, NMU 15(A)] revealed that SGB-SMT chronic conflicts had succeeded in creating tension and bitter animosity that had poisoned the school environment. The school's conflict-saturated atmosphere was so acrimonious that when people talk they can no longer do that freely. This state of affairs is conveyed as follows:

"It creates the tension or bitter animosity in the school environment. Even when people talk, people do not talk freely". [SGBC 3, NMU 15(A)]

The interview data analysed and interpreted further indicated that the fierce but futile power struggles between SGB chairpersons and school principals that had spread to teachers and school leaners did not only negatively impact on SGNs and SMTs but also all school staff members and learners. This interpretation is supported by the following raw interview data fragment:

"And it does not end in affecting the SMT and the SGB. It boils down to all staff members and the learners." [SGBC 3, NMU 15(A)]

The next respondent narrative [HSP 1, NMU 13(A)] on this issue focused on, like the previous perceptive analysed and interpreted above, how the hostility between SGB chairpersons and the school principals had undermined the multiple components of the complex process of the SASA/SGB-DoE-SMT school reform implementation. The principal respondent 1's viewpoint [HSP 1, NMU 13(A)] is cited below:

HSP 1, NMU 13(A): "You would find resistance on the part of the SMT. That's point number one. The SMT would say let the SGB come and administer everything in the school. That's a negative attitude and…And one would say, therefore, that would create unnecessary animosity between the governing body and the SMT and staff in general. There would be those attitudes which are unwarranted. Because, for the smooth running of the school and you would find things. Perhaps the SMT and teachers in general…have been in control of the school, because they want to prove a point to the governing body. They would not attend to those things. And it becomes a frustration on the part of the principal. To such an extent that one would kind of view the

school as going down the drain because of the decline of the standards which have been set before eh… eh….That's the negative aspect of it...."

The principal participant 1's story further rehearsed the negative effects of the SGB-SMT power struggles. The respondent admitted the SMT's ideological preoccupation in participating in the SASA school improvement programme is to undermine SGB parent governors' inclusion in the management and the administration of the school. Hence, he/she sarcastically stated that they (SMTs) used to invite the SGBs to come and manage everything in the school. The respondent also admitted that their wow selfish attitudes towards SGBs were negative and created unnecessary animosity between SGBs and SMTs and the general staff.

The above interpretative positioning is affirmed by the following:

"You would find resistance on the part of the SMT. Tthat's point number one. The SMT would say let the SGB come and administer everything in the school. That's a negative attitude and…And one would say, therefore, that would create unnecessary animosity between the governing body and the SMT and staff in general". [HSP 1, NMU 13(A)]

Furthermore, the principal participant 1 intimated that self-glorified attitudes principals and SMT educators adopted towards disadvantaged poorly educated SGB parent members, particularly from rural schools were "*unwarranted".* However, SMTs tend to use theses haughty postures when they deal with the less privileged South African communities. The evidence also suggested that SGB-SMT battle for control of school financial resources had not only tarnished the image of the school but had also reduced the quality of teaching and learning as well the learners' matric results. These views are conveyed below by raw interview data:

"There would be those attitudes which are unwarranted. Because, for the smooth running of the school and you would find things. Perhaps the SMT and teachers in general…have been in control of the school, because they want to prove a point to the governing body. They would not attend to those things. And it becomes a frustration on the part of the principal. To such an extent that one would kind of view the school as going down the drain

because of the decline of the standards which have been set before eh…
eh….That's the negative aspect of it…." [HSP 1, NMU 13(A)]

The principal respondent 1's perspective on the issue analysed above was re-enacted by SGB chairperson participant 1's view which was cited below:

SGBC 1, NMU 18(A): "It has a huge impact, because this causes a lot of instability and there is no harmony between the governance and management so it creates conflicts. This conflict does not end between the two structures; it creates sides within one school. The principal as a school manager he is expected to manage, now the people that he is managing if they so feel they cannot take his authority because there is this other authority that they get from other people. As a result of that sometimes teachers check if the principal's car is there and if it is not there is no school that particular day. The principal has two deputy principals and HODs but if he is absent there is no school. What does that mean? Another thing is that this thing affects the morale of teachers and does not assist in building the teamwork."

The SGB chairperson respondent 1's reaction to the issue of chronic hostility between SGB chairpersons and school principals and how the negative outcomes of SGB-SMT conflicts negatively affected school learners and educators within the school landscape re-consolidated what the collective voices of other respondents had projected above.

Within this ongoing thematic context the principal respondent 1's viewpoint [HSP 1, NMU 20(A)] unveiled how the negative impacts generated by the chronic conflicts between SGB chairpersons (SGBS) and school principals (SMTs) destroyed the educational core business of teaching and learning, matric results and poisoned the school environment. These negative consequences of power struggles between SGBs and SMTs are expressed through the high school principal participant 1's story, which is cited verbatim below:

HSP 1, NMU 20(A): "On learning and teaching eh…I would say, yes, it affects. Immediately there is no harmony there is no unity in the circles of people who are supposed to work as a team. This would find its own way of…of…of

going to those who are to write examinations, in particular, the children. As to
how best does that happen, I really don't know. But it does happen because
we can be seated here, the two of us. But somebody outside this room would
be telling what were we here for? And that often happens in a school setting."

The reaction [HSP 1, NMU 20(A)] the principal respondent 1 to the toxic consequences of the boundary crossing phenomenon which reduced the South African school environment into an educational wasteland revealed negative outcomes of this harrowing educational tragedy. The narrative data analysed and interpreted indicated that teaching and learning tends to be the first casualty in school academic environment poisoned and stripped off harmony essential for academic pursuit. The second major casualty entailed schoolchildren's inherent intellectual abilities to successfully write their examinations are seriously undermined by the acrimonious school environment created by endless fights between SGB chairpersons, SGB parent members (SGBs), Education Department officials, school principals, teachers (SMTs) and school children. The above factual and reflective interpretations of the principal participant 1's recreation of how he/she experienced the boundary crossing phenomenon in section 21 high schools are re-affirmed by the following raw narrative fragment:

> *"On learning and teaching eh…I would say, yes, it affects. Immediately there*
> *is no harmony there is no unity in the circles of people who are supposed to*
> *work as a team. This would find its own way of…of…of going to those who*
> *are to write examinations, in particular, the children".* [HSP 1, NMU 20(A)]

The interview data extracted from the principal respondent 1's construction of his/her real-life experience of the SGB-SMT conflicts generated by the boundary crossing phenomenon that negatively impacted on section 21 high schools across the Butterworth district also unveiled other negative effects.

The principal participant 1 intimated rather ambiguously that the continuous SGB-SMT fights for the control over school resources had occurred in his/her school and had become the central topic for conversation among all school stakeholders. The overall negative consequences of these chronic conflicts were highlighted by the

narrative data. Namely, that the in-fights made teachers expected to embrace their professional calling, which entailed teaching and training learners for the future, began to question what they were doing in schools. The principal participant 1's response narrative exposed the depressing outcome of the SASA-envisaged dream to transform the undemocratic pre-1994 school landscape into an inclusive and democratic schooling system, which could enable even poor illiterate rural parents to participate in their children's education-decision-making processes at the school level. This ineffectual outcome of the SASA stakeholders' efforts to implement the large scale school reform project is underlined by the following narrative extract:

> "As to how best does that happen, I really don't know. But it does happen because we can be seated here, the two of us. But somebody outside this room would be telling what were we here for? And that often happens in a school setting". [HSP 1, NMU 20(A)]

The core thematic interpretation advocated by all the interview respondents is that the negative effects, which were produced by boundary spanning conflicts across section 21 schools located in the Butterworth Education District, undermined all school implementation activities. The respondents' collective views re-affirmed the ongoing thematic generalisation presented above. Namely, that the inherent divisions among the SASA/SGB-DoE-SMT structures and the attendant conflict-ravaged school environment, which are being fuelled by school-based chronic disharmony, are responsible for the failure of the South African reform agenda. This interpretative orientation was not only reinforced by the NNSSFCO's reaction to the ongoing issue of SGB-SMT conflicts and the attendant negative effects that undermined the core business of teaching and learning but also led to poor quality of school academic performance. The thematic positioning, which was projected by the NNSSFCO participant's narrative response [NNSSFCO, NMU 16(A)], is cited below:

> NNSSFCO, NMU 16(A): "You know this crossing of bounds indeed has an impact in our school for instance our schools cannot perform the way they are expected to perform because of these fights. It affects grade 12 results severely. It affects the process of teaching and learning. There is insufficient

knowledge in our schools. Anything that is negative in schools affects the learning outcomes."

The NNSSFCO participant's story re-enacted the issue of SGB-SMT fierce conflicts created by the boundary spanning phenomenon and the resulting negative consequences that undermined all aspects of the SASA reform agenda implementation processes. The evidence suggested that one of the negative outcomes of the boundary crossing phenomenon was that "*our schools cannot perform the way they are expected to perform because of these fights"* [NNSSFCO, NMU 16(A)]. Another negative result of the in-fights among SASA stakeholders – conflicts injected into the school system by SGB-SMT boundary crossing conflicts – was that: "*It affects grade 12 results severely"* [NNSSFCO, NMU 16(A)]. The third negative outcome of the boundary crossing related fights between SGBs and SMTs is that: "*It affects the process of teaching and learning"* [NNSSFCO, NMU 16(A)]. The fourth negative consequence of the boundary spanning conflicts between SGBs and SMTs was that the conflicts had led to "*insufficient knowledge"* production *"in our schools".* The NNSSFCO participant concluded that: *"Anything that is negative in schools affects the learning outcomes"* [NNSSFCO, NMU 16(A)].

The collective views of the respondents had repeatedly asserted that the crossing of bounds creates serious conflicts in schools. This overall interpretative summative positioning is re-affirmed by the high school principal respondent 3's recollection [HSP 3, NMU 11(A)] of how he/she experienced the SGB-SMT conflicts created by boundary crossing phenomenon in section 21 schools. This response story is conveyed below:

> *HSP 3, NMU 11(A): "Of course, it impacts negatively. Because it's going to influence the attitudes which will eventually translate into conflicts. And once there are conflicts, it impacts negatively on the running of the school. This will eventually have a negative bearing on the academic results."*

The principal participant 3's perspective [HSP 3, NMU 11(A)] reaffirmed the ongoing respondents' collective views that argued that the boundary crossing phenomenon impacted negatively on the core business of teaching and learning within section 21

schools. Besides this re-affirmation of the multiple negative roles played by the boundary crossing phenomenon, the principal respondent 3's viewpoint also re-emphasised the SGB-SMT conflicts generated by the boundary crossing phenomenon impacted negatively on the running of schools and ultimately compromising learners' academic results.

The above interpretations were deduced from the following raw interview data:

> *"Of course, it impacts negatively on the running of the school. Because it's going to influence the attitudes which will eventually translate into conflicts. And once there are conflicts, it impacts negatively on the running of the school. This will eventually have a negative bearing on the academic results".* [HSP 3, NMU 11(A)]

The thematic concerns being subjected to critical scrutiny – the boundary spanning phenomenon's negative outcomes that undermined the educational objectives within the Eastern Cape Province's section 21 high schools – had also been highlighted by the SGB chairperson participant 1's reaction [SGBC 1, NMU 13(A)] to these thematic issues. The SGB chairperson participant 1 responded to these issues as follows:

> *SGBC 1, NMU 13(A): "These things impact negatively on the day to day running of the school. There are examples that I can quote which tell that the learner who is supposed to benefit here does not benefit. The teaching and learning is affected badly as a result the grade 12 results are going down."*

According to the SGB chairperson respondent 1's comment [SGBC 1, NMU 13(A)] on this issue the boundary-crossing-related SGB-SMT conflicts impacted negatively on data-to-day running of the school. This view was supported by the following interview narrative fragment:

> *"These things impact negatively on the day to day running of the school".* [SGBC 1, NMU 13(A)]

These boundary-crossing-related conflicts negatively impacted on teaching and learning, the school core business, leading to declined grade 12 results. This interpretation was supported by the following raw narrative piece:

> "*The teaching and learning is affected badly as a result the grade 12 results are going down*". [SGBC 1, NMU 13(A)]

The principal participant 3's reconstruction his/her experience [HSP 3, NMU 12(A)] of the conflicts created by the boundary spanning and their negative impacts on the implementers of the SASA/SGB-DoE-SMT reform programme.

> *HSP 3, NMU 12(A):* "It does where there are conflicts you know it tarnishes, it means there is no leadership, you know, there is no good governance and as such there is lawlessness there. The impression that it creates and the atmosphere that is in existence now is not conducive for teaching and learning."

The principal respondent 3's recreation [HSP 3, NMU 12(A)] of how he/she experienced the boundary crossing related phenomenon and its devastating negative effects is analysed and synthesised below. The analysis and the interpretation of principal participant 3's story unveiled a number of insights. Firstly, the raw narrative data fragment indicated that boundary-crossing related conflicts produced a number of negative outcomes. The first of these negative outcomes suggested that boundary crossing phenomenon tarnished everything within South Africa's schooling system. These negative outcomes included the demise of school-based "leadership" ("no school leadership" and erosion of school governance ("no school governance") that led to lawlessness across the country's schooling landscape. According to interview data, the accumulative effect of these adverse outcomes of school boundary crossing phenomenon was the development of a sterile academic environment that was no longer conducive to for academic knowledge acquisition. The principal respondent 3 indicated the non-existence of the ideal vibrant teaching and learning atmosphere when he/she confirmed that "the atmosphere that is in existence now is not conducive for teaching and learning" [HSP 3, NMU 12(A)].

The principal participant 1 explicated how negative and destructive effects of boundary spanning conflicts had grown and extended its destructive tentacles and the minds of learners did not only become poisoned but they also created their conflicts by backing either the school principal, the educators or the SGB chairperson

and the SSGB parent members. The high school principal respondent 1 expressed his/her viewpoint on this issue as follows:

> *HSP 1, NMU 20(B): "When the principal and the chairperson, perhaps, do not see eye to eye. And they are not working as a team that is easy to translate to the performance of the children and you would find to some extent the learners taking either the side of the chairperson of the governing body or taking the side of the principal where you…you…you would say eh…m these learners would say not with our principal and some perhaps would say not with our parents so…so immediately children get involved to that it tells me one thing that eh…the problem has started, their focus is going to be shifted and once they…they have a stretched focus."*

The principal respondent 1's story [HSP 1, NMU 20(B)] presented an objective assessment of the SGB-SMT's responsibility for the catastrophic mismanagement of school financial resources and the failure of the SASA/SGB-DoE-SMT school improvement programme. The SGB-DoE-SMT conflicts triggered by boundary spanning phenomenon that turned section 21 schools in the Butterworth District into endless power struggles for control of school financial resources were the focus the principal respondent 1's construction [HSP 1, NMU 20(B)] on how he/she experienced this destructive phenomenon. The principal participant 1's story [HSP 1, NMU 20(B)] did not only re-affirm the other respondents' collective views on the subject by he/she also unveiled how this school-based national cancer had spread to school children and the resultant destructive consequences. The learners who have become entangled in these poisonous SGB-SMT conflicts were not only forced to become actively involved in these meaningless SGB-SMT squabbles but also to decide which of the warring school-based social actors to back. The most stressful negative outcome of the SGB-SMT conflicts is the fact that school children are forced to decide whether to support the SGB chairperson and the SGB parent members or the principal and SMT members. The overall consequence of the need to back either the SGBs or the SMTs learners had to waste their energy that was to be devoted to learning and passing their examinations should be directing towards the SGB-SMT power struggles.

The key negative outcomes of principal participant 1's response narrative [HSP 1, NMU 20(B)] could be listed as follows: (1) "*the principal and the chairperson...do not see eye to eye*"; (2) the SGB chairperson and the principal "*are not working as a team*"; (3) the non-cooperation between thee SGB chairperson and the principal would negatively impact on the learners' academic objectives; (4) learners being forced by the SGB-SMT conflicts to either support the SGB chairperson (the SGB) or the principal (the SMT). Three of central concerns of the previous respondent, the principal respondent 1[HSP 1, NMU 20(B)] outlined above were the negative outcomes (1) school children being forced by the poisonous school environment to either support the SGB chairperson or the school principal; (2) the poor academic performance of learners and (3) the death of SGB-SMT teamwork, fundamental SASA-envisaged partnership concept.

The principal respondent 1's real-lived-experiential construction of how he/she experienced the destructive consequences of the SGB-SMT conflicts produced by boundary crossing phenomenon visited upon section 21 schools exposed deep insights. These insights unmasked the principal participant 1's deeply felt concerns over how the members of SGBs and SMTs had allowed their selfish interests to create a horrific school landscape. This school wasteland created by the SGB-SMT never-ending fights fashioned corrosive negative consequences negated almost all the desirable objectives of SASA, including denying learners the opportunity to achieve their educational goals.

The school principal 1's balanced factual portraiture [HSP 1, NMU 20(B)] concretely captured the negative effects of the SGB-SMT selfish power struggles and how these destructive SASA implementation results had destroyed the cherished educational dreams of rural learners in Butterworth District (the Eastern Cape Province).

Contrary to the expected rebuttal of the principal respondent 1's anti-SGB positioning, the SGB chairperson participant 3's story [SGBC 3, NMU 20(A)] overtly endorsed the views expressed by the principal respondent 1 above. The most important question that had to be posed here, who, according to the SGB chairperson participant 3's story, was responsible for this catastrophe: SGB chairperson and SGB parent governors, Education Department Officials or the

principal and MST educators? While the principal respondent 1's balanced viewpoint discussed above apportioned blame to both SGBs and SMTs, the SGB chairperson participant 3's view appeared to blame the principal participant and SMT members for the systemic failure of the SASA school project.

The SGB chairperson participant 3's position on the ongoing respondents' views on this core thematic concern is cited verbatim below:

> SGBC 3, NMU 20(A): "They impact negatively on teaching and learning outcomes. You would find out that in what I want to term as the misuse of funds the school would run short of the resources that would assist the learners in their learning. For example the textbooks that are used, there are things that the teachers need to copy as an attachment to their textbooks, you find that there are no resources. There is no money to buy. The money has been misused, so I say it has an impact. To say learners should go to excursion especially on technical subjects, tourism, learners need to go and be orientated in their subjects and the school cannot assist them financially because there are no funds and it affects the teaching and learning out comes."

Unlike the principal participant 1's reconstruction of his/her experience of the boundary spanning conflicts in schools and their negative impacts on school financial resources management, which clearly identified the culprits of the negative consequences that adversely affected different aspects of teaching and learning, the SGB chairperson respondent 3's version [SGBC 3, NMU 20(A)] did not mention the school stakeholders responsible for the negative outcomes.

The SGB chairperson respondent 3's story re-consolidated the following negative outcomes of the SGB-SMT power struggles: (1) compromised teaching and learning; (2) the teamwork concept incorporated into the SASA legal framework being used for corrupt practices aimed at stealing school funds – a situation that led to the depletion of school funds; (3) the misuse of school funds led to nil-purchase of teacher-learner products (textbooks), and (4) the cancellations of all educational tours aimed at experiential knowledge acquisition.

The SGB chairperson participant 3 asserted that the selfish and corrupt actions of SASA stakeholders negatively impacted "*on teaching and learning outcomes*", emphasising the fact these corrupt practices constituted "*misuse of school funds*" which ultimately led to the depletion of school financial resources assigned for assisting "*the learners in their learning*" [SGBC 3, NMU 20(A)]. What needs to be reiterated is the fact that SGB chairperson respondent'3's account has deliberately veered away from specifying directly the perpetrators of the corrupt practices which was described as "misuse of school financial resources" set aside to provide teacher-learner education materials for maximising learners' academic performance. The SGB chairperson respondent 3's response version, however, vaguely intimated that the school principal and the SMT members were responsible for the corrupt practices that depleted the school funds.

The next response narrative, SGB chairperson participant 1's story [SGBC 1, NMU 10(A)], which was analysed and interpreted here, also focused on the ongoing theme of SGB-SMT power struggles and their negative impacts on the core business of teaching and learning. SGB chairperson participant 1's story is cited verbatim below:

> *SGBC 1, NMU 10(A): "You know what the SGB did at one stage? The clerk that the school had, left because of her personal reasons and the SGB appointed a certain lady teacher who is already teaching here at school to be a clerk, remember, this person is paid by the Department of Education as a teacher now they appoint her to be the clerk. This person gets two salaries, the one from the Department as teacher and the other from the SGB without the knowledge of the principal or SMT. I am telling you. Taken away from the class to the clerk's office."*

The SGB chairperson 1' retelling of how she experienced the dehumanising consequences of the SGB-SMT conflicts generated by boundary crossing phenomenon that have continued to overwhelmed section 21 schools locate in the Butterworth Education District of the Eastern Cape Province. The story centred on the SGB's appointment of a certain permanent-appointed lady teacher, who was employed by the Department of Education and was already teaching at the school as

replacement for the school clerk that had resigned because of personal reasons without the knowledge of the school principal. The consequences of the SGB chairperson's action were that it enabled the lady teacher to enjoy two salaries: "*one from the Education Department as teacher and the other from the SGB without the knowledge of the principal or SMT*".

The question that comes to mind was what would the SGB chairperson gain from this unethical financial governance action? The narrative fragment that intimated to a concealed deeper insight is:

> "*I am telling you. Taken away from the class to the clerk's office*". [SGBC 1, NMU 10(A)]

The above narrative fragment appeared to be posing a question: What secret compelled a qualified teacher to trade her professional teacher career for a school clerk position? Why did the SGB chairperson take such a reckless action? It could further be speculated that all these unanswered questions point to only one conclusion: impending huge corrupt procurement transactions involving millions of Rands and the lady teacher is the key to controlling these multi-millions deals.

The last response narrative, SGB chairperson participant 3's story [SGBC 3, NMU 14(A)], which was constructed in response to need to understand how she experienced the boundary spanning and its countless negative outcomes, also re-echoed the ongoing collective views of the other interview respondents on the same issue. The SGB chairperson respondent 3's reaction re-affirmed the ongoing debate on the dominant thematic concerns of the boundary spanning phenomenon and its attendant overwhelming negative consequences, which negated all the implementers of the SASA/SGB-DoE-SMT school reform agenda. Despite the similarities the respondent's raw data fragment, [SGBC 3, NMU 14(A)], strived to expose the fact that the SGB-SMT's boundary crossing on financial matters compromised the day to day running of schools.

This multidimensional viewpoint was conveyed by the SGB chairperson participant 3 as follows:

> *SGBC 3, NMU 14(A):* "*It is affected especially by the time these things are happening. You will notice that they have not been discussed anywhere. The whole money will be taken to do this. And you find that examinations are just around the corner. The stationary need to be bought, servicing of photocopying machines. You are told the money is not there and yet the money was used in the cutting of grass. So it affects negatively. Teachers cannot make copies for assignments, case studies etc. There is no toner.*"

The SGB chairperson participant 3's response story [SGBC 3, NMU 14(A)] did not only endorse the collective multi-voiced thematic interpretations outlined above but it also underpinned other aspects of the research problem. For example, the SGB chairperson participant 3 had isolated the mismanagement of school financial resources by the school principal and the SMT members. This non-cooperative management of school financial resources led to the depletion of school funds. The other negative outcome of this misuse of school funds led to the school's inability to purchase the essential consumables for day-to-day running of the school. The SGB chairperson respondent 3 painted the depressing outcomes of the principal's misuse of school funds.   The mismanagement attributed was highlighted by the fact that although examinations were about to start soon and there was no money to buy the "*stationery*" *and* to pay for "*servicing of photocopying machines*", [SGBC 3, NMU 14(A)] the little money left was used to pay for cutting the grass. What was more aggravating was the fact that teachers were unable to make copies for assignments and examinations because there was no money for servicing the photocopying machines. However, there was money to pay for cutting grass.

These negative effects are presented below as follows:

> "*And you find that examinations are just around the corner. The stationary need to be bought, servicing of photocopying machines. You are told the money is not there and yet the money was used in the cutting of grass. So it affects negatively. Teachers cannot make copies for assignments, case studies etc. There is no toner*". [SGBC 3, NMU 14(A)]

The participants' response narratives extracted from their real-life experiences of the boundary spanning phenomenon's corrosive negative impacts combined to negate all SASA implementers' concerted efforts to achieve official objectives of South Africa's school reform agenda. Section 5.4 (interviews data analysis), which was focused on the above issues, had been completed. Hence, Chapter 5's next focus of attention concerned Section 5.5 (Interpretation of Text and Themes).

5.5 INTERPRETATION OF TEXT AND THEMES

The analysis and the interpretations of the NMUs from the interview protocol (Section 5.4) helped the researcher to lay the foundation from which the interview respondents' descriptive narratives emanated. Their raw response narratives or stories, which were generated by how the interview respondents experienced boundary spanning phenomenon conflicts at section 21 schools, were interpreted so as to convey the meanings determined in the summary form. The research question posed for this study was: "What ideas of consciousness raising strategies could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of the section 21 high schools?" This enabled the researcher to consciously disregard less relevant perceptions and experiences, which had been discovered through some of the NMUs and focused on those relating to the phenomenon that was investigated.

The three officials of the Butterworth Education District, three school principals and three SGB chairpersons were considered the rich-information informants for this study. These participants were also responsible for the management and governance of school finances in their respective schools and at the district level. The dominant data analysis method used in this sub-section was Natural Meaning Units (NMUs). The narratives of the participants' transcripts were processed into analysable and manageable data pieces extracted from general descriptions of the respondents' experiential statements. This was the main objective of using NMUs.

5.6 THEMES THAT EMERGED FROM THE QUALITATIVE INTERVIEWS DATA SET WERE:

From the data, which was presented in their natural meaning form, it was discovered that SGBs and SMTs in schools do not trust each other when it comes to

financial management. The SGBs and SMTs have always suspected each other of wanting to misuse school finances. The first theme presented as NMUs focused on the lack of trust and suspicions between the SGBs and SMTs. These NMUs, which were extracted from the participants' transcripts provided by the data collected, are presented and analysed in the tabular form in **subsection 5.6.1** below.

5.6.1 LACK OF TRUST AND SUSPICIONS BETWEEN THE SGBs AND SMTs (PRINCIPALS).

Natural Meaning Units (NMUs)	Explication
HSP 1, NMU 21(D): *"The level of trust is very low, very, very low. We don't trust each other at all. Not at all, not at all."*	HSP 1 believed that there is a very low level of trust between SGBs and SMTs in their school. He further described their trust between each other as non-existent.
HSP 1, NMU 22(B): *"With us, the level of trust is very low because there is no transparency and there is no honesty."*	He attributed the low level of trust to the lack of transparency and dishonesty among the two structures (SGBs and SMTs).
HSP 1, NMU 22 (D): *"Suspicions were there that these SGBs, perhaps, there is something. They wanted to enrich themselves."*	He maintains that they are always suspicious of each other. And that whenever there is something that needs to be bought, either the SGB or the SMT, would want to benefit from that purchase in the form of kickbacks.
HSP 1, NMU 22 (E): *"it begins to confirm the suspicion that somewhere, somehow, something indeed was not right."*	He also made mention of the things that were ordered and papers signed to confirm the delivery of those things. But those who purchased the products could not point them anywhere in the school. This situation also confirms that the SMTs (the principal and SMT members) felt they were right in suspecting the SGB.
HSP 2, NMU 4(B): *"…and…and unfortunately one would say there is always suspicion between the parent component of the SGB and…and… and shall I say SMT. Eh…SGBs would always be suspicious that the SMT is*	HSP 2 observed that SGBs and SMTs in their school were always suspecting each other when it came to financial management. SGB would always be suspicious that SMTs were mismanaging school funds whilst on the other hand

mismanaging funds. You see, at the same time SMTs would want to have absolute control over the finances of the school without necessarily being told by the parent component. As to what is it that they should do about the money and how they should do it you see."	the SMT wanted to control everything pertaining school finances.
HSP 2, NMU 4(C): *"…so that's where the struggle is more than anything. Tt's interest in the money. The suspicion that the other wants to immerse in the funds. The suspicion that the other wants to control. They don't trust each other; there is lack of trust."*	It is his belief that these structures' (SGBs' and SMTs') motivating interests are driven by money. To these monery goals, each structure wants to have full control. This desire to amass wealth led to the struggle for the control of school finances. This struggle for control created a lack of trust because it is believed that each structure wants to immerse in the school funds for different reasons.
HSP 2, NMU 14 (B): *"The principal not being free because he/she believes that these people are suspicious of him, you see."*	The school principal participant also believed that principals (who are part of SMTs and SGBs respectively) do not work freely. He attributed this unease on the part of school principals because they are always suspected by the SGBs of mismanaging school funds.
HSP 3, NMU 4 (C): *"He is always there to accuse people of misusing and stealing money…"*	HSP 3 noted that the SGB chairperson of his school always accuses them of misusing school funds.
HSP 3, NMU 11 (B): *"It brings about mistrust. A parent component sometimes, if you want to do something here at school, does not want to sign because he/she has his/her personal agenda, you see."*	He believes the fact that if a parent component of the SGB in his school refuses sometimes to sign cheques, it is an indication that there is mistrust between the SGBs and SMTs.
HSP 3, NMU 15 (A): *"No there is an element of mistrust. Yeah, more particularly, from the parent component of the SGBs…"*	He feels that the parent component of the SGB is the one who does not trust them as SMT members.
HSP 3, NMU 15 (B): *"Even the parents' body does not trust the people they voted for. Because they say, if they don't*	It is his perception that parents who elected the parent component of the SGB do not even trust them because they

complain about their principal, it means they buy in whatever the principal dictates to them"	believe that they are not strict enough with the principal. Instead of dealing with principal critically, they simple do what the school principal instructs them to do.
SGBC 2, NMU 12 (A): *"The level of trust is in the lowest end between the SGB and the SMT in this school. It is almost nonexistent"*	SGBC 2 similarly states that the the trust level between SGBs and the SMTs is very low, describing it it as almost non-existent.

The interview respondents emphasised the negative effects of boundary spanning conflicts triggered by the SGB-SMT power struggles over the control for school finanacial resources. The second theme presented as NMUs also focused on the power struggles between the SGBs and SMTs. The participants' transcripts extracted from the data collected through the SGB-SMT power struggles was analysed and presented in the table in **subsection 5.6.2** below.

5.6.2 POWER STRUGGLES BETWEEN SGBS AND SMTS IN SCHOOLS FOR THE CONTROL OF SCHOOL FINANCES

DD, NMU 5(A): *"For me it could be two causes. One it could be a cause in terms of the spell of power or authority. This could mean that who between the principal and the SGB has power over financial resources or authority over financial resources of schools. This will then include both, in terms of policy governing this. Namely, how it should be used as well as expenditure, procurement of goods and services including financial accountability."*	He believes that the boundary crossing on financial matters in schools between the SGBs and SMTs is caused by the spell of authority or power over financial resources between the SGBs and SMTs. This is not very clear. However, this includes how policy should be used as well as those who are responsible for expenditure, procurement of goods and services including financial accountability.
DD, NMU 5(B): *"...if the SGB has the financial function and the principal is appointed the accounting officer inherent in that relationship is a contradiction, a contradiction wherein the SGB might feel that, which gives them the power to dictate."*	He feels that, one of the contributing factors is that if the SGB is the one that is responsible for managing school finances and the principal on the other hand is an accounting officer naturally this relationship is marred by contradiction. Hence, SGBs might feel

	that, the function allocation gives them power to dictate.
DD, NMU 5 (C): "...*In actual fact the powers of the SGB in terms of section 21 status with regard to finances defines the following: our parameters, our frameworks,and policies that should govern these. But in terms of the actual expenditure of the funding I still maintain that as the accounting officer the principal remains...*"	He further states that the only powers for SGBs as outlined in terms that define section 21 status. But as far as finances are concerned SASA set out parameters, frameworks, and policies that should govern the finances. But in terms of the actual expenditure he believes that the principal must be the one doing the expenses.
HSP 1, NMU 4 (D): "...*Now you'll find that tag of war or the power struggle again finding expression, which is when it comes to the requisition. Who is supposed to sign first? And who is supposed to sign last? And at...at what appropriate time is the cheque supposed to be signed and be issued out? You know there are those roles which are not very clear to me and that requires a lot of time and understanding and flexibility on both parties be it the SMTs or the Governors.*"	He also reveals that there are power struggles that find expression when it is time to deal with requisition. The problem centres on who signs first and last and what is the appropriate time for the cheque to be signed and issued out. There are roles governing requisition which are not clear to him. Comprehending the requisition regulations require a lot of time, understanding and flexibility on both the SGBs and the SMTs.
HSP 1, NMU 7(A): "*Eh...the major cause I would say it's...it's...it's this thing of eh...power struggle in the main it's a power struggle eh....Where one would try to do what I said earlier on. Who has got the power? Is it the SMT? Is it the governing body? Eh...you would often and...and...and frequently see this kind of crossing of boundaries, in the main.*"	He believes and maintains that the major cause of the boundary spanning between the SGBs and SMTs in schools is the power struggle.
SGBC 1, NMU 7(A*):* "...*people are power hungry because the principal is a manager of the school and an administrator. And ours is governance. And I don't think we are right as the governing body if we do things that have not been approved by the management. Because according to me, things, that must be done, are from the management of the school.*"	She says that money is the first major cause. And the second major cause is power. People are power hungry because the principal is a manager of the school and an administrator. The SGBC 1 said their power resides in governance. And she does not think they are right (as the governing body) if they do things that have not been approved by the management. Because according to her,

	things that must be done should come from the management of the school.
SGBC 1, NMU 7 (B): *"...The SGB here is controlling everything. Even if we don't want the school to attend a match we simple say the school is not going to that match finish. Even if the principal doesn't know, we don't care about that. So, that's power. You know now people say, as the SGB, we have built our small kingdom. You know some people are power hungry. You know the SGB here was clever enough to recruit people from other school for senior positions. Here at school that will align themselves with. So they knew that in the SMT, it will have people of their own, who will side with them throughout. In so much that there were tricks that in the SGB. There must be some SMT members, something that is not suppose to happen. Only the principal is supposed to be there when this has happened. And you can imagine how many SMT members here are trying to infiltrate the SGB with the purpose of benefiting from the school finances. And then the principal, as the head of the school, becomes powerless..."*	It is her view that the SGB is controlling everything. Even if they don't want the school to attend a match they simple say the school is not going to that match. And that is the end of the matter. Even if the principal doesn't know about their decision, they don't care about. That is what wielding power means. She further says that people say we the the SGBs have built our own small kingdom. SGBs are power hungry. She says that the SGB in the school was clever enough to recruit people from other schools for senior positions. The purpose of this strategy was to ensure that the teachers recommended by SGBs for recruitement from other schoolsn would SGB parent members in school financial matters. So SGBs knew they have loyal teachers in the SMT, who would be their side with throughout. The power tactics enabled the SGBs to have access to vital information from the SMT camp, crucial information the school principal would like to be hidden from the SGB chairpersons. There must be some SMT members with vital information on something that is not suppose to happen and only the principal is supposed to know about it. One can imagine how many SMT members are trying to infiltrate the SGB with the purpose of benefiting from the school finances and the principal, the head of the school is rendered powerlessb through our cleverness.

The participant reconstructed stoties in response to the interview schedule questions suggested that a lot of corrupt practices are being exploited by SASA/SGB-Doe-STM members. The school landscape is being trashed by the nauseating boundary

spanning related school financial malpractices committed by SGBs and SMTs. The third theme presented as NMUs also focused on the corrupt practices perpetrated by both the SGBs and SMTs. The participant transcripts extracted from the data collected were analysed and presented in the table in **subsection 5.6.3** below.

5.6.3 CORRUPT PRACTICES BY BOTH SGBs AND SMTs

Natural Meaning Unit	Explication
DD, NMU 10(A): *"A person who is not used and suddenly gets exposed that can lead to corruption. But nobody wants to believe nobody is inherently corrupt. But situations can make people corrupt."*	In defending the corrupt practices by the SGBs and SMTs the DD believes that if people are not used to being exposed to financial management and suddenly get exposed to that situation, they can become corrupt.
DD, NMU 10 (B): *"...For me, it is more like a nurture debate. We are all born good. But the earth can always change us into something else. If the interest is money, it might as well confirm that in the majority of cases, because we reflect span of authority or power to....It depends on whose hands are close to the money. And considering that the inequalities and unemployment and so on may then cause people to act in such ways...."*	He believes that the motivativation behind all the conflicts is money and each of the two structures wants to be the dominant authority or power. Both structures want to be closer to money. The DD also considers the fact that the structures are not equal in terms of their financial status. For example, the SGBs are mostly unemployed. These poverty-stricken socioeconomic conditions may induce starving people to become corrupt.
DD, NMU 14 (C): *"If you have a principal, who is corrupt, that principal will manipulate the SGB to further his own selfish interests. When in actual fact you are a principal who may be corrupt, if you have a strong SGB you will not be able to get through."*	He feels that if you have a corrupt principal, that principal will manipulate the SGB to further his own selfis interests. But if you have a strong SGB and corrupt a principal who may be corrupt, your corrupt principal will not be able to perpetrate his/her corrupt deals.
DD, NMU 16 (A): *"The fact of the matter remains irrespective of how you may train people. If people want to use the resources made available to them for their own selfish interests, surely you will not be successful."*	He states that the fact of the matter remains irrespective of how you may train people. If people want to use the resources made available to them for their own selfish interests, surely you will not be successful.
EDO, NMU 13(A): *"Eh...one let us take the issue of nutrition. In nutrition what usually happens people say the food needs to be bought for learners from the*	Referring to primary school nutrition programme, he explains what usually happens when the school food supply runs out and it is time to buy grocery for

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wholesale. The principal takes his/her car to buy this food. You notice that the principal takes a lot of food to his/her homestead and the other portion to the school. The rest of the food is left in that wholesale to be collected later. The principal tells people that he/she is going to take the food that is left behind when the food that he/she transported to school is finished."	learners from a nearby wholesale. The principal uses hi/her car and takes large quantity of the grocery to his/her homestead and the other portion of the grocery to school. The rest of grocery is left at the wholesale to be collected at a later stage. The grocery left at the whosale warehouse is collected when the portion transported to school has been used or finished.
EDO, NMU 13(B): "Remember, food is money. You see, so you notice that... you know that is supposed to be done by the SGB. So the principals have corrupt practises in as far as school finances are concerned. They are very, very corrupt. You can notice when there will be a match. They're supposed to be procuring. Procurement procedures need to be followed. There is no procurement; they just go to that bus owner or that taxi owner. Because they know that they are going to get some kickbacks. There will be some kickbacks."	He also emphasised that grocery is money and also reminded me that buying grocery for learners is SGB's responsibility. He stated that the principals had been using corrupt practices in as far as school finances are concerned. Yhey are very corrupt. Even if there are going to be games for learners. No procurement procedures are followed. They just consult the transport owner because they know they are going to get some kickbacks.
EDO, NMU 13(C): "When they order learner-teacher support material and stationery, you notice that the principal together with his/her SMT meet with a certain book seller. And they agree that if we by books from you at a certain amount the commission that we are suppose to get is so much or is this amount of money."	He also revealed that when they order teacher support material and stationery, the principal together with his/her SMT consulted their favourite book seller and agreed about a certain amount of money that they would be paid back as kickbacks if they buy books from him/her.
EDO, NMU 13 (D): "I want to say there are very strong corrupt practises in the whole set up."	It is his understanding that the school finance management is full of corruption.
EDO, NMU 19 (E): "The principals who were called in that workshop were those of the affected schools and who were understood to be corrupt."	He states that the principals who were called in one workshop at the District Education Office are those who were from the affected schools. Namely, the schools which were perceived to be corrupt by the Department of Education.
NNSSFCO, NMU 6(A): "Ei, I'm sure it goes to the issue of interest because as	NNSSFCO attributes these corrupt practices to the lack of knowledge on the

we spend money the principal knows that he/she has these requirements and the SGB on the other hand does not know. You know, somebody who knows better about the funds is the one who is involved."	part of SGBs. He believes that those who are well informed like the school principlals are just interested in money and not in how to manage it.
HSP 1, NMU 22(D): *"There is no way that I can object to the fact that the SGB members wanted to benefit in that infrastructure in the form of bribes. Remember, we are entitled to our perceptions. It becomes important then though entitled as we are, we contextualise them. Yeah, in this context, one would be of the view that really eh…m suspicions were there. That these SGBs, perhaps, there is something. They wanted to enrich themselves....There were things that were delivered by the service provider but which never reached the school. But somebody signed for those things. I'm being honest and be realistic now in our case."*	He said that there was no way that he could object to the fact that the SGB members wanted to benefit in that infrastructure in the form of bribes. He said that they were entitled to their perceptions. It was important that although they were entitled, they contextualised these corrupt practices. In this context he was really suspicions of the way these SGBs conducted school financial management deals. Perhaps the SGBs were engaged in something fishy in order to enrich themselves. He says that there were things that were delivered by the service provider but which never reached the school but an SGB member signed for those things.
HSP 1, NMU 22(E): *"For argument sake your urn to boil water. What is called urn papers were signed to have been delivered. But you cannot point it anywhere in the school. Water set cutlery, cookery, so to speak was delivered for that infrastructure project. But none of those you contacted can locate cannot find the goods in the school though the papers were saying those were delivered. So it begins to confirm the suspicion that somewhere somehow something indeed was not right. Or the service provider was appointed on the basis of some of the people wanting to benefit. Yeah, a lot has happened."*	He further argues and illustrates his argument with an example. Nalely, that for the urn to boil water, papers were signed to have been delivered but you cannot point it anywhere in the school. Water set cutlery, cookery, so to speak, was delivered for the infrastructure project. But none of the products purchased could be located in the school. Although the papers were saying goods purchased were delivered the disappearance of the goods tended to confirm the suspicion that somewhere somehow something, indeed, was not right. Or the service provider was appointed on the basis of some of the people wanting to benefit. So he says that a lot has happened in the form of corruption.
HSP 2, NMU 4 (A): *"My sense is that more than the desire to want to manage and to ensure that eh…finances are*	He feels that more than the desire to want manage school finances and to ensure that finances are spent correctly,

spent correctly people are much more interested in the aspect money; the aspect of money in the financial management of school funds more than anything else."	people are interested in the aspect money in the financial management more than anything else.
HSP 2, NMU 5(B): *My personal opinion, you see, once you gave independence to schools to manage their own finances you also guaranteed certain rights that schools, for example, may appoint and employ service providers. Eh…m which is a function of a procurement that lies within the SGB and its subcommittee. That is the procurement committee, now service providers. Because they want the job and the competition out there is very tight, so people began to put kickbacks now here, either in the parent component of the SGB or in the SMT."*	His personal opinion is that once the independence is given to schools to manage their own funds, certain rights are guaranteed. Namely, schools may appoint and employ service providers, which is the function of the procurement committee that lies within the SGB as its subcommittee. He also indicates that because the service providers want the job and the competition out there is very tight, they begin to use kickbacks that are either given to the parent component of the SGB or to the SMT.
HSP 2, NMU 5(C): "*A member of the SMT or a member of the parent component of the SGB is given a kickback so that she facilitates a process to ensure that somebody's tender must be approved. So that that particular person must get that particular business. You see, it's that kind of an exchange because despite the fact that you would say it's the prerogative of the procurement committee, which is the subcommittee of the SGB to look into eh…if I can say the tender documents that you still have to tell people. So you see, companies would target the most influential and give some incentive so that their business is approved. So that's where the thing is. That's where the thing is, yeah."*	HSP 2 indicated that the service providers are the ones who entice SGBs ane SMTs with kickbacks. He believed that a member of the SMT or a member of the parent component of the SGB tends to given a kickback so that he/she facilitates a process so that somebody's tender must be approved. So that a particular person must get that business. It is that kind of an exchange. Despite the fact that one would say it is the procurement committee, the subcommittee of the SGB, which has the authority to sign those tender documents people get the information and the companies target the most influential people, and give them some incentives so that their businesses are approved.
HSP 2, NMU 5(D): "*The other thing which eh…I've seen it's a trend: these out going trips by schools; eh…hiring buses, booking accommodations and food in far places. It's quite an incentive related. We have seen these things happening. People would arrange accommodation, say in Durban. You*	He also has highlighted something that he has seen as a trend, which entails the outgoing trips by schools where schools hire transport, book the accommodation and order food from faraway places. People would arrange accommodation for example in Durban. The HSP2 said he does know how they connect. But

don't know how they connect but somebody would be promised that eh…if you pay so much, we will give you a certain percentage from this amount, you see."	somebody would be promised that if you pay so much then we will give as a kickback a certain percentage from that amount.
HSP 2, NMU 5(F): "…so there's always that competition. Now the parent component of the SGB wants to have complete control. The SGB wants this because if they have complete control in the finances of the school. Both SGBs and SMTs want to have a complete control of the financial management of the school, which is a gateway to getting those kickbacks."	He says that there is always that competition and the parent component of the SGB and SMTs, each of them wants to have complete control in school finances and school financial management because it is a gateway to getting those kickbacks.
HSP 2, NMU 12 (C): "if one of the segments says this is not a priority the other would be saying this is a priority especially if there could be something that could be obtained in the process. You see, because already in the form of money…"	He says that SGBs and SMTs deliberately oppose each other even when there is no justification for criticising each other's position or suggestion. For example, if one of the segments says this is not a priority the other would be saying this is a priority especially if there could be something that could be some financial gain that could be obtained in the process. In other words everything within the SASA framework is dominated by money.
SGBC 1, NMU 10 (B): "You know what the SGB did at one stage? The clerk that the school had, left because of personal reasons and the SGB appointed a certain lady teacher who is already teaching here at school to be a clerk. Remember this person is paid by the Department of Education as a teacher now they appointed her to be the clerk. This person gets two salaries, the one from the Department as teacher and the other from the SGB, without the knowledge of the principal or SMT. I am telling you. Taken away from the class to the clerk's office. During the December holidays the SGB and that teacher would be here. What are they doing? Nobody knows. It was discovered that they are doing these corrupt practices with this teacher. It's	She says that the clerk, who the school had, left because of personal reasons. And the SGB appointed a certain permanent lady teacher, who was employed by the Department of Education at that school, to be the school clerk. She says the teacher-clerk was paid twice. Shes receives one salary from the Department as teacher and the other from the SGB, without any consent from the principal or SMT. During the December holidays the SGB and that teacher would be working in the SGB chairperson's office at the school. Nobody knows what they are doing during holidays. She says that it was discovered that they are doing these corrupt practices with this teacher. It's the SGB not the principal of the school.

the SGB not the principal of the school. They play this dillydally because the SMT members are working with these people."	They play this dillydally because the SMT members are working with these people.
SGBC 1, NMU 12(A): "*The SGB has been dominant in this school for quite a long time doing wrong things, without following procedures in spending school funds even in management issues. They become governance and management at the same time. You can notice that there are things that are done secretly without the knowledge of even other members of the SGB, corrupt practices.*"	She says that the SGB has been dominant in that school for quite a long time doing wrong things without following procedures in spending school funds even on management issues. They have taken over governance and management at the same time. She says that she has noticed that things are done secretly without the knowledge of even other members of the SGB, corrupt practices.
SGBC 1, NMU 13 (C): "*Teachers would budget for things like furniture, books and other things but those things will not be happen. You will just see the construction of a boardroom instead. SGB would organise Mercedes Benz for metric dance students and you are told that one of those cars it involved in an accident. And it needs R150 000.00. These things are deliberate because people want to benefit from the school funds.*"	She says that teachers would prioritise in the budget things like furniture, books and other things. But those things would never be bought. And all of a sudden they see the construction of a boardroom instead. The SGB would organise Mercedes Benz for students' metric dance. And you are told that one of those cars got involved in an accident and reparing the car would cost R150, 000.00. These things are deliberate because people want to benefit from the school funds.
SGBC 1, NMU 15(A): "*The problem is that people want to enrich themselves here. They are just corrupt.*"	She also feels that the problem is that people want to enrich themselves from managing school finabcial resourses. They are just corrupt.
SGBC 1, NMU 17(A): "*The CES was working hand in hand with these corrupt people here at school.*"	She also states that some Departmental Officials work with corrupt people in their school."
SGBC 2, NMU4(C): "*....for example this is one of the things that the principal in this particular school did. The one who used to present budget. The budget money was said to come from the principal's pocket, full stop. He is giving favours in his school. If a teacher needed something, those he favours, they simple go to him and sought loans and he gives*	He states that the principal used to present the budget. He further states that he uses the school fund as if it is from his pocket. As the principal has his favourites within the staff, if his favourite teachers need something, they simple go to him and he would give teachers loans of up to R11 000.00 from the school fund. He further states that more than

teachers loans. Loans of up to R11 000.00 and those teachers will never repay back the money. They are over ten of them. The one who got the list from him was given R4 000.00 and that one died last year. I mean the teacher who had the list amount from him. The one who has more money than any other else had left the school now. She had been loaned about R11 000.00. More than ten teachers have loans that range between R4 000.00 and R11 000.00. It is over R100 000.00. So if you happen to be elected SGB you've got to put clerk on that and when you put clerks those teachers who have been benefiting will know that you seem to have no interest in the school."	ten teachers never paid back that money. The smallest amount that was given out as a loan to teachers was R4 000.00, and the teacher who was given that money died last year. The one who was loaned R11, 000.00 which was the largest amount had left the school. He says that the amount of money that is loaned out to teachers is over R100 000.00. So if you happen to be elected SGB you've got to employ a clerk. And when you recruit clerks from the reaching staff those teachers who have been benefiting will know that you seem to have no interest in the school.
SGBC 2, NMU 12 (B): *"People are interested in the money... Its corrupt practices that prevail here.... Everybody is chasing to get a share"*	He says that the problem is money. People are only interested in the money. He further states that it's corrupt practices that prevail there. Everybody is chasing to get a share of the money.
SGBC 2, NMU 14(A): *"Now the SGB that is here today is equally corrupt like the SMT members who want to benefit as well."*	The SGB chairperson 2 admits that the SGB that we have today is equally corrupt like the SMT members who want to enrich themselves as well.
SGBC 3, NMU 5(A): *"The principal is in full control of the school funds. We discuss everything in the SGB meeting on how to use the school funds. But you find that the principal takes all the roles and he even became the signatory."*	She also states that since her arrival the principal has been in full control of the school funds. We would discuss everything in the SGB meeting on how to use the school funds. When dicisions taken at meetings are to be implemented we would find that the principal has seized all the roles including making himself the signatory.
SGBC 3, NMU 7 (A): *"The principal benefited a lot from the school funds. He used to go to East London and claimed lot of money for these trips. But we found out at a later stage that the principal was out with his girl friend and their child to buy clothing for the farewell*	She revealed that the principal is benefiting a lot from the school funds. She complaind that the principal used to go to East London and claimed a lot of money for the trip. But it was later discovered that the trip was not official and that principal took his girl friend and

function, claiming school funds...When he takes a trip for personal things, he will go to East London and claim a lot of money"	their child to buy clothing for the farewell function. The principal fraudulently claimed school funds for the private trips. And yet when things need to be done for the school he would come to people and say this and that need to be done. When he takes a trip for personal things, he will go to East London and claim a lot of money for non-official activities.
SGBC 3, NMU 7 (B): "When he wants to do all these things he will make it a point that the school is closed for the day. It is after school and will ask Mrs so and so to sign a cheque. In the morning I need to go and do a, b, c in East London. And Mrs so and so will sign and the principal is also a signatory. Then he goes. And you would find that there is not a single teacher component of the SGB who knows what is happening, even myself"	She also states that when the principal wants to do all these things he will make it a point that the school is closed for the day. It is after school and he will ask Mrs so and so to sign a cheque. He achieves his selfish objective by manipulating her. He perpetrates this manipulation by telling the signatory that in the morning he needs to go and do a, b, c in East London. And Mrs so and so signs and the principal is also a signatory. Then he goes. Aand you would find that there is not a single teacher component of the SGB who knows what is happening not even SGB chairperson participant 3 herself.
SGBC 3, NMU 7(C): "Sometimes you find out that the money spent in cutting the grass here is around R7 000.00. And you wonder where are these quotations from? How many quotations were there and you found out that there was only one quotation. Repairing burglar proofing, there is no quotation, nothing. The principal is benefiting from the school financeial resources. He is taking a chance and the SGBs know but they are afraid to say no."	She says that sometimes you find out that the money spent in cutting the grass here is around R7 000.00. And they wondered where the quotations for cutting the grass come from. How many quotations were used? And it was found out that there was only one quotation. Repairing burglar proofing, there was no quotation, nothing. The principal is benefiting from the school financial resources. He is taking a chance and the SGBs know but they are afraid to say no.
SGBC 3, NMU 21(C): "You know, I have an experience of a corrupt principal here who always uses school funds for his benefit. These SGB members do not know that is the problem."	She says that she has an experience of a corrupt principal there who always uses school funds for his own personal benefit. These SGB members do not know that is the problem.

The interviewees' raw narratives also revealed that corrupt practices dominated their schools' finance management processes. The fourth theme presented as NMUs highlighted the SGBs' and SMTs lack of capacity building. The members of the SGBs and SMTs were expected to be skills capacitated through workshops which were conducted by the Department of Education. The interview data collected from SGBs and SMTs was converted into participant transcripts, which were analysed and presented in tabular form in **subsection 5.6.4** below.

5.6.4 LACK OF CAPACITY BUILDING BY THE DEPARTMENT OF EDUCATION

Natural Meaning Unit	Explication
NNSSFCO, NMU 7 (A): *"You know if you give both SMTs and SGBs knowledge on financial matters….You need to teach them that this is the procedure on how to do this. The problem is lack of knowledge so they are bound to cross their bounds. My assumption would go to the direction that these people are not fully capacitated that is another reason for this".*	He believes that if SGBs and SMTs are capacitated on financial matters, they will be taught the procedure to manage finances. He also points out that the problem is the lack of knowledge. This problem is one of the root causes of the boundary crossing phenomenon. So, he feels that SGBs are not fully capacitated.
NNSSFCO, NMU 9 (A): *"HRD section has also the timing of capacitating all the schools. The schools are supposed to be capacitated by that section. That is exactly where the training is supposed to come from"*	In addition to what he has said, he stated that HRD section in the District Education Office is the one to deal with the conflicts between SGBs and SMTs on financial matters. This section was mandated to train or capacitate schools on how the use school finances.
NNSSFCO, NMU 10(A): *"Once you capacitate someone, you show him/her, that you gave given the person his/her rules. That is, when that person will not perform any functions assigned to another person"*	He is of the view that once SGBs and SMTs are capacitated they will not cross to each other's financial function domain.
NNSSFCO, NMU 17(B): *"This workshop of SGBs and principals is not an intensive training. Remember, an intensive training can't be for only three days or one day. An intensive training, I think, can take two to three months. You cannot train somebody on financial matters and take only three days, no. This training is not continuous or maybe they call it continuous. I don't understand because they call these SGBs only after election."*	The NNSSFCO criticised the workshops organised for principals and SGB for not being intensive workshops. According to him, an intensive workshop cannot take three days. He also feels that the capacity building currently provided is not continuous. The workshop organisers call SGBs for training only once after their elections. He also believes that an intensive training should take two to three months. Hence, he rejects the idea of training people on financial matters within only three days.

HSP 1, NMU 5 (B): *"You would understand that people are not that conversant with the terms of…of…of your South African Schools Act. And…and even the training of the Governing bodies is not at its best"*	He believes that the SGBs are not well-trained. As a result of this poor training SGBs are not aware about the provisions on financial issues incorporated into the South African Schools Act.
HSP 1, NMU 15 (B): *"And then if you go to SASA, I believe it's Section 19. Section 19 talks about the capacity that has got to be provided on a yearly basis be inculcated if not developed in the governing bodies"*	He indicates that Section 19 of SASA talks about the capacity building that has to be provided on a yearly basis to develop the SGBs.
HSP 1, NMU 15 (C): *"And immediately people are developed and have this knowledge because we normally say knowledge is power. And…and it would be different from when they were not cited because they get that knowledge be cited and would begin dealing with things in a most different way"*	He believes that if people are developed and given knowledge, they will be able to perform their financial functions differently and better.
HSP 1, NMU 15(D): *"Unfortunately as you may know, in our case on few occasions this is not done thoroughly. Hence, you would find in the…in the lips of many principals a term. The term which is microwaving kind of workshops. Because they are not given a good kind of workshop that we would clearly enhance the capacity of both the principal and that of the school governing body. So it becomes problematic because it's as if it's done for the sake of being done."*	He highlights that this capacity building is not done frequently. Even if it is done, it turns out to be a microwaving kind of a workshop. That is, the organisers are not providing the kind of workshops that are capable of clearly enhancing the capacity of both principals and the SGBs. So it becomes problematic. It is as if the workshops are provided for the sake of being done.
HSP 1, NMU 15 (E): *"It leaves much to be desired in this case. I'm saying Section 19 of SASA is not implemented"*	He says that section 19 of the South African Schools Act (About capacity building of SGBs) is not implemented by the Department of Education.
HSP 1, NMU 15(F): *"For argument sake a case at point now is the SGBs that were elected last year in 2012. Now it's end 2013. They have not been called for any form of intensive training. So that these people in playing their roles and responsibilities according to the pieces of legislation go and be fully capacitated.*	He also cited a case in order to illustrate his argument. He has argued that the failure of the DBE workshop organisers to successfully capacitate SGBs is responsible for the constant tag of war between the SGBs and SMTs. This SGB-SMT struggle enabled the principals to exploit SGBs' lack of knowledge to

Now it's almost year, we are getting to the second year and nothing has been done to those people. So it becomes to say to me, you would constantly find this tag of war between the managers. As we say, the managers or anything and the principal would take advantage because it's very glaring, it's very glaring thing."	dominate school financial management issues. It was revealed that SGBs who were elected in 2012 have not yet been capacitated according to SASA Section 19. Now it is the end of 2013 and those SGBs have not been called for any form of intensive workshop. Now the question is how would the untrained SGBs perform their roles which were defined according to the pieces of legislation? It was further stated that the capacity training workshop was expected to be provided a year ago and it is getting to the second year and no training workshop has been provided for the SGBs.
HSP 1, NMU 18 (A): *"I went to the extent of saying the intervention could be either way….could be in a form of capacity building. If not, the capacity building should be in a form of enquiry: so as to check where do we go wrong"*P	He says that the Departmental Officials are aware of the development of boundary crossing. And at one stage, he wrote a letter to the Department expressing his frustration and asking for speedy intervention. And he went on to advise the Department that the intervention could be in the form of capacity building or enquiry as to check where they did go wrong.
HSP 1, NMU 19 (A): *"Eh…m it's really unfortunate that I have to answer that question. Nevertheless, what I have said is that, according to SASA Section 19, this is something that is supposed to happen every year. But unfortunately, the people in the position of authority do not seem to be keen. If I may use the word to implement that hence I spoke earlier on of microwaving."*	He feels very sorry that he has to answer a question that is related to the capacity building of SGBs. According to the South African Schools Act section 19, skills capacity training is supposed to happen every year. But, unfortunately, those who are in the positions of authority are not very keen to provided capacity building. Hence, he describes what currently offered as microwaving workshops.
EDO , NMU 4 (C): *"You find that most parents usually say, please organise a workshop at a level of sub-district so that all of us we are on par in terms of understanding"*	The parents who serve in the SGB have requested that workshops must be organised at the level of the Sub-District. The reason behind holding workshops at the Sub-District level is to ensure that both SGB parent members and other SGB members are starting from the same knowledge level. That is, they have the same understanding in as far as financial management is concerned. The SGB parents requested Sub-District

	workshops because they felt they had more limited knowledge skills than the other members of the SGB.
EDO, NMU 6 (F): "*The reason why these SGBs do not know is that they are not being capacitated. The capacity building is done once in a while. The capacity building…they know nothing… maan, they know nothing*"	He believes that SGBs have not been capacitated. If any capacity building has been carried out at all, it has probably been carried out only once every year and occasionally. He is complaining about the capacity building training workshops because he says SGBs, who are located in remote rural areas, know nothing.
EDO, NMU 16 (A): "*The Department of Education is expected to manage this boundary crossing though workshops through running the workshops. The Department of Education through the EDOs are custodians of the policies.*"	He briefly explained that the Department of Education official, the EDO as the custodian of the policies, is expected to manage boundary crossing through running workshops
EDO, NMU 16 (B): "*What the Department of Education is supposed to do on a regular basis is to organise the workshops to capacitate parents. What is the role of the treasurer? Because according to the South African Schools Act, the treasurer is supposed to be a parent. But because the parents do not know what to do, they don't know, so the treasurer end up being an SMT member. Sometimes the principal plays the role of being a treasurer.*"	He also suggests that the Department of Education should organise workshops on a regular basis to capacitate the parent components of the SGBs on their roles. He further reveals that in some schools the treasurer is a member of the SMT. That is not all. In some cases the principal himself/herself, who is not a parent, serves as the school treasurer– a situation that contravenes the SASA regulations. But unfortunately parents who serve in the SGB do not know what to do.
EDO, NMU 22(D): "*For instance, SGBs were elected in 2012. It was only last year (2013), towards the end of the year when they were called for a one day workshop which lasted for few hours. And if you check the register, many schools were not represented in that three-hour workshop. So which means the problem is still there and it is still going to be there.*"	He indicates although SGBs were elected in 2012, it was only towards the end of last year (2013) that SGBS were called for a one-day workshop which lasted for few hours. A register check revealed that many schools did not attend the three-hour workshop. Hence, the problem of SGB parent members not being capacitated has not bee addressed and will continue to pose a challenge.
HSP 2, NMU 7 (A): "*In the majority of instances the responsibility is now on the shoulders of the principal to ensure that*	He states that the principal is the one who responsible to make the SGBs understand what is expected of them in

these people understand what is expected of them. The principal's responsibility is to workshop them you see on their roles"	the majority of cases. It's the principals' responsibility to workshop the SGBs on their financial functions.
HSP 2, NMU 7 (B): *"My sense is that unless you could have circuit managers doing that kind of training probably twice a year at the beginning and towards the end of the year, at the beginning and towards the end of the year training SGBs and SMTs."*	He suggests that the Circuit Managers manadated for training SGBs and SMTs should probably conduct skills training probably twice a year. The traning should be mounted for both SGBs and SMTs at the beginning and towards the end of the year.
HSP 2, NMU 10 (B): *"Unfortunately, one of the things that you will note is that eh…some of the circuit managers would, in the process of conducting workshops and trying to adjudicate over these matters, also cause confusion and probably further the confusion instead of decreasing it. It expands because of their probably lack of in-depth knowledge about that which they should do. The other thing with circuit managers is that they never visit schools. I believe it is also their responsibility to visit schools at certain times to see what the practices at schools are so that you are not only surprised when there are crises at school. Now how would they do that I'm sure? Unfortunately this is not done properly.*	He is very concerned that Departmental Officials in the process of conducting workshops and trying to adjudicate over financial management matters also cause confusions. They might probably further the confusion instead of decreasing it. He attributes this negative probability of increasing existing problems and confusions instead of decreasing them to their lack of in-depth knowledge about the nature of the problems they are expected to address.
HSP 3, NMU4 (B): *"People lack that financial management capacity. Schools, in the first place, do not have capacity to manage these funds. And I believe personally that there should have been an extensive in-service training. You see, for the managers, first those who are declared as accounting officers, and then the SGBs. So that nobody should run in another person's lane. Yeah, I think that's where the problem lies. This causes this boundary crossing."*	He says that SGBs lack the financial management capacity. He further states that schools do not have capacity to manage their financial resources. And he suggests that there should have been an extensive in-service training for the SMTs (principals) and SGBs to enable them stop the boundary crossing when they are engaged managing school financial resources.
HSP 3, NMU 4 (C): *"The SGBs are not well informed about these things"*	He concludes that SGBs are not well informed about how school financial

	resources should be competently managed.
HSP 3, NMU5 (A): "*That is what I am saying that the major cause is the lack of financial capacitation. Even those at the helm of the school…are not financially capacitated. And they are not well conversant with the laws of Public Finance Management.*"	He believes that the major cause of boundary crossing is lack of capacity building. He stressed the fact that even the school principals are not financially capacitated. That is not all their weakness in skills knowledge. They are not even aware of the fact that the Public Finance Management contains invaluable information.
HSP 3, NMU 17(A): "*I don't know of any situation where there has been a training workshop where one would brag about. To say that was a workshop not orientation. Because what usually happens, you know, the stakeholders are just invited to the orientation programmes not intensive workshops. So one would be tempted to say that if they are aware they pretend to be aware…. The problem is that they themselves are microwaved and these programmes are microwaved. No effective strategies because they may claim that there are strategies which might be ineffective.*"	He does not know of any situation where there has been training where one would say that it was actually a workshop not orientation. Because currently all workshops entail inviting SASA stakeholders to orientation programmes and not to intensive workshops. The problem is that Education Departmental officials themselves were microwaved and so theses programmes need to be microwaved. There are no effective skills capacity training strategies and so all capacity training workshops can only end in ineffective dead-ends.
SGBC 1, NMU 10 (A): "*The Department of Education is supposed to train the SGBs, I mean the Department of Education in the person of the Circuit Manager. Even if the workshop organiser is working with other Circuit Managers and run workshops for SGBs and SMTs so that everybody knows his/her boundary that this is where I stop. Both SGBs and SMTs need to be capacitated*"	She believes that it is the Department of Education in the person of the Circuit Manager which is suppose to train, and run workshops for SGBs and SMTs so that SASA stakeholder knows his/her boundary. She feels that SGBs and SMTs need to be capacitated. The Department used to go to their schools when there are crises, which are related to the boundary crossing concerning managing school finances. The Departmental explainations the financial roles offered to both SGB and SMT during boundary spanning crises in schools were never followed by SGBs and SMTs. Hence, the two major partners have continued to cross into each other's financial domains.

SGBC 1, NMU 14 (A): *"The Department must manage it by capacitating them."*	She feels that the Department of Education must manage the boundary crossing by capacitating both SGBs and SMTs.
SGBC 2, NMU 6 (A): *"SGBs do not attend any workshops to empower them on their duties....Some SGBs around Butterworth they happen to depend on the principal all the time"*	He states some SGBs do not attend any workshops to enhance their own skills knowledge base in their financial roles. Hence, these SGBs are forced to rely entirely on the principals to perform their financial functions for them.
SGBC 2, NMU 10 (A): *"Yes, sometimes the SGBs would want to buy the laboratory kit because they saw it elsewhere. Something I think should be brought into the budget by the SMT but these things happen and we can't help them because we are not capacitated enough about these things. Sometimes SGB decides to do something without consulting the parents."*	The SGB chairperson says that sometimes the SGBs would want to buy a laboratory kit because they saw it elsewhere. Something she thinks the item she wants should be brought into the budget by the SMT. But these things happen and they can't help themselves. These problems exist because SGB parent members are not capacitated enough about these things. Sometimes SGB chairperson decides to do something without consulting other parent members of the SGB.
SGBC 3, NMU 19 (A): *"There is nothing that they came up with up to now other than saying the general thing to say in February or after the newly elected SGB to say they must attend a 3 hour workshop".*	She states that the Department of Education has not be able to design an alternative strategy for the current inffective three-hour capacity building worksop for SGBs and SMTs. Hence, in February or after the newly elected SGB members must attend the usual 3-hour worksop training that tranfers no capacity skills competences in finances to any SGBs or SMTs
SGBC 3, NMU 21 (A): *"I think the financial issue should be addressed. I feel that something is not enough. Firstly, those workshops are very scarce....So when people meet for 3 hours in 12 months, I think that is not enough. People who are going to handle school finances must get an intensive training".*	She feels that the three-hour training workshop does not provide enough or extensive training for SGB parent members. Firstly, the workshops are either not provided or they are not regularly provided. She states that when people attend 3-hour workshops once in every 12 months no-one expects them to acquire any useful knowledge in complex financial management procedures. Thus, she declares, I think that is not enough. People who are going to handle school

	finances must get an intensive training.
SGBC 3, NMU 21 (B): *"I call for intensive training for people who will handle school finances...It becomes a once off thing that is not right."*	She calls for intensive training for people who will handle school finances. It becomes a once-off thing that is not right.
DD, NMU 14 (A): *"My difficult would be when I say for example SGBs in reality do not have capacity, whilst on the other hand you have SGBs who are well capacitated"*	He doesn't want to generalise and say SGBs do not have capacity because there are SGBs who have capacity. This statement does not suggest that all SGBs lack skills capacity: indeed some SGBs are well capacitated.
DD, NMU 14 (B): *"The SGB of some of our schools, particularly in the rural areas of the district, do not have absolute capacity. And, therefore, they put it to the principal. The principal determines everything. All they do is to donate their signatures, finish."*	He says that the SGBs of some schools, particularly schools located in rural areas of the district, do not have absolute capacity. Therefore, they are compelled to surrender their financial roles to school principals to perform on their behalves. Consequently, the principals determine everything and all the SGBs have to do is to donate their signatures.
DD, NMU 16(A): *"In the first instance it shouldn't be there because almost on yearly basis both principals and SGBs are capacitated. When the appointment of principals we induct them, similarly, when SGBs are elected, they are inducted. And on a continuous basis we capacitate them on financial management modules. However, the fact of the matter remains irrespective of how you may train people, if people want to use the resources made available to them for their own selfish interests, surely you will not be successful."*	He states that on a yearly basis both principals and SGBs are capacitated. And when the principals are appointed, they induct them. Similarly, when SGBs are elected they are inducted. And on continuous basis SGBs are capaticipated on financial management modules. He further emphasises the fact that no matter how often mandated officials train stakeholders incapacitated by financial skill deficits if the trainees tend to use the skills resources made available to them for their own selfish interests the objectives of the skills training intervention will surely be unachievable.
DD, NMU 16 (B): *"An enabling environment should be created by the education authorities. At any rate the governors of the school is the SGBs. Primary responsibility of the SGBs is to create an enabling environment together with the principal. So I maintain that help*	He believes that an enabling environment should be created by education authorities. The governors of the school are SGBs. He also expects both SGBs and the principal to create an enabling environment. Furthermore, he maintains that help from outside would

from outside would only comes when so required. You cannot expect the outside to have an influence when the inside is not ready. Because, irrespective of the levels of capacitation that you may bring but if the internal stakeholders are not ready for that, it becomes waste of time."	only come when so required. He also believes that SGBs and SMTs cannot expect the outside to have any influence on their actions when the inside processes are not ready. The highest level of capacitation injected into any programme implementation is ineffectual unless if the internal stakeholders are ready and are able to use them successfully. This inability scenario leads to waste of time.
DD, NMU 18(C): *"We might have development programmes or capacity building programmes that are informal; we may also have formal ones. The formal ones which are initiated by us. We do not have less than three a year on different modules. We always make sure that we train SGBs in roles and responsibilities We always make sure that we train SGBs on financial management, financial matters which includes procurement, accounting and auditing. We also have general leadership training for SGBs so that people begin to gain their confidence."*	He states that they have development programmes or capacity building programmes that are both informal and formal. The formal developmental programmes are initiated by Education Department officials. The three-year skills training materials are composed of different SGB modules. They include training SGBs in their roles and responsibilities, financial management which includes procurement, accounting and auditing. They also have general leadership training for the SGBs – skills training component aimed at enahancing the confidence of stakeholders.
DD, NMU 7(A): *"They should, they should because I will tell you as I said the amount of capacitation that is given to SGBs. They should know who should do what. But surely people when they see that there is a potential grey area they definitely exploit that. It is exploited at both sides. It may be exploited by the SGB, it may be exploited by the principal as well."*	He believes that based on the amount of capacity building that is given to SGBs and SMTs on financial matters, they should know their roles. They should know who should do what. It must, however, be highlighted when both SGBs and SMTs see that there is a money-making potential grey area, they exploit it.

All the respondents focused on the correlation between SGBs' high level of illiteracy and the SGBs-SMTs' boundary crossing phenomenon on school finance matters. The fifth theme presented as NMUs focused on the SGB parent members' high illiteracy level. The participant transcripts produced from the data collected were analysed and presented in table form in **subsection 5.6.5** below.

5.6.5 HIGH ILLITERACY LEVEL OF SGBS PARENT COMPONENT

Natural Meaning Units	Explication
EDO, NMU 8(B): "*In SGB the rate of illiteracy is a problem. Now that the SGB members are illiterate, they use that at the expense of…Now that they are illiterate they become afraid to talk to the SMTs.*"	He is concerned about the rate of illiteracy among SGB parent members, which is an enormous problem. And the fact that they are uneducated makes them feel inferior. Their lack of education makes them lose self-confidence and scared to express their views to the SMTs.
HSP 2, NMU 9(A): "*Generally, I'm saying they don't, they don't know their roles. Eh…particularly in schools where you have the high illiteracy rate. It's…it's…it's always a problem.*"	He believes that SGBs do not know their roles particularly in schools where there is high level of illiteracy rate. The illiteracy factor has created a chronic problem that is always on the background.
HSP 3, NMU 5(B): "*People who form the core of the SGBs in the 80% of our schools in the Butterworth Education District are highly illiterate to start off with.*"	He also believes that most members of the SGBs are highly illiterate in the Butterworth Education District.
HSP 3, NMU 7(D): "*Remember, our SGBs and SMTs do not know their demarcated roles, especially SGBs parent component because they are old, even if they can attend that workshop, tomorrow they know nothing because they are not learned. They are uneducated*"	He has stated that SGBs and SMTs do not know their demarcated roles. The highest illiteracy rates are found among SGBs parent members. Most SGB parent members are old and so even if they have been subjected to workshoping they are likely to forget everthing they did learn the following day because they are not educated.
HSP 3, NMU 10(D): "*Remember, these people are illiteracy so it is difficult for them to do these things. In most cases they listen to what we are saying although they voice their views. Sometime because of time for example just yesterday, there is a project called ilima which is dealing with providing schools with food. They were saying at half past three we were told to sign a cheque at half past three yesterday. And I was not at school at that time. This cheque was going to be crossed because it was for budgeting purposes and make a quotation at Tembani and I made a*	He says that SGB members are illiterate so it is difficult for them to do these things. In most cases they listen to what is being discussed and occasionaly express their views. Sometimes owing to the fact that most of them old they tend to lose the sequence of time. For example during the previous day, there was a discussion on a project called *ilima*, which deals with providing schools with food. They were told to sign a cheque at half past three in the afternoon. He was not at school at that time. This cheque was going to be crossed because it was for budgeting

requisition and made submission to the District Office failing which I may not get money that is suppose to be deposited I our school account. Things like those sometime cause you to be on the other side of the law. Can I tell you that the SGBs just listen to us if we say do this they just do that."	purposes and a quotation to be collected from Tembani (The nearby wholesale) and he (the principal) was to make a requisition and a submission to the District Office. Without compliance with the above procedure the principal might not get money that was supposed to be deposited in their school account. He says that things like those sometime cause you to be on the other side of the law. He tells me that the SGBs just listen to them. If they are told to do this they just do that without any understanding why they have to do what they are told to do.
HSP 3, NMU 15 (A): "I have already said that 80% of the parent component is illiterate. So they always think that that people are cheating them because they don't know these things."	He emphasises the fact that 80% of the parent component is illiterate so they always think that people are cheating them because they don't know these things.
SGBC 3, NMU5(C): "You know solely the school finances are under his control. And I think that, in fact, I don't know whether among other things is the fact that those who are in SGB are not educated. They are illiterate so the principal is able to manipulate the SGB. And many SGB members believe him when he speaks. Secondly, SGBs do not know the specifics of South African Schools Act. What is our role as SGB? Or if there is anything that the SGBs know, they have that they just have to listen to the principal. Because of their limited education background as a result if there is anything that needs expenditure some of us don't even know where it was discussed."	She says that the school finances are under the principal's control. She believes that the mess is caused by the fact that those who are in SGB are not educated. They SGB parent membes are illiterate so the principal is able to manipulate them. And many SGB members believe him when he says something. Secondly SGBs do not know what South African Schools Act says about their roles. They just listen to what the principal says because of their limited education background. Owing to the SGB parent members' lack of education if there is anything that needs expenditure some them don't even know where it was discussed in in SASA.
SGBC 2, NMU 6(A): "You will find out that even the SGB they are not on the same level. You see, some of us are illiterate. And then now you'll find that those who are illiterate do not think you	He states the SGBs depend on the principal all the time because some of us are illiterate. Then you would find out that those who are illiterate do not think you are doing the right thing by trying to

are doing the right thing by calling the principal into order. And at the end of the day, who reads these documents around, no body."	question the principal on how he manages the school's financial resources.
SGBC 3, NMU 7(B): *"He has a chance to do that because the people he is working with, that is, the parent component of the SGB are so illiterate. And he sidesteps the teacher component of the SGB. When he wants to do all these things he will make it a point that the school is out first. It is after school, will ask Mrs so and so to sign a cheque. In the morning I need to go and do a, b, c in East London. And Mrs so and so will sign and the principal is also a signatory. Then he goes. And you would find that there is not a single teacher component of the SGB who knows what is happening, even myself."*	She also states that another reason why the principal has been to ignore the prescribed proedures regarning management of school resources stems from the fact that he is working with the SGB parent members who are completely illiterate. Hence, the principal achieves his crooked objectives by dodging the teacher component of the SGB. When he wants to do any of the unethical things he will make sure that the school has closed for the day. When the school is closed and all staff members have gone home, the principal would ask Mrs so and so to sign a cheque. He achieves his immoral objectives by manipulating her. He begins by telling the signatory that in the morning he needs to go and do a, b, c in East London and Mrs so and so signs and since the principal is also a signatory he quickly completes the paperwork and leaves. And you would find that there is not a single teacher component of the SGB who knows what is happening, not even the SGB chairperson.
SGBC 3, NMU 7 (C): *"So he is benefiting and is also taking a chance because he knows these SGBs are illiterate"*	She says believes that the principal is enriching himself. She thinks the principal is unduly reckless because he knows the paremt members of SGBs are illiteratee.
SGBC 3, NMU 21 (A): *"When it is done, it is done to people who have no education background or who are not educated on how to handle school finances."*	She thinks that even when the school funds are siphoned by the school principal, who manipulates illiterate parent members of SGBs, is clear that the uneducated background of these SGB parent governors was exploited.
SGBC 3, NMU 21(C): *"Principals should then guide the SGBs especially those*	She has suggested that principals should guide the parent members of SGBs.

parent components and not take the advantage of their illiteracy levels. And that these people do not understand other things and want to use school finances for their own benefits. They should guide them. These SGB members do not know that is the problem. They must know what the South African Schools Act says. A lot that the SGBs do not know that is in the South African Schools Act."	School principals, according to the SGB chairperson participant, should not expoit the vulnerability of SGB members' illiteracy to amass wealth. The greatest problem facing the SASA programme is the fact that SGB parent members do not know their high levels of illiteracy pose a great problem. They must know what the South African Schools Act says. The SGBs' greatest knowledge deficit relates to the vital body of knowledge contained in the South African Schools Act.
SGBC 3, NMU 21(B): "They are not educated. We also need to consider that in SGBs most people are not educated at all. Another thing is that when choosing people who will administer school finances, people at least who cannot read even the South African Schools Act should not be considered for elections because these people are manipulated for other reasons. At least it must be an educated person who will be able to follow the logic.These funds are huge to be administered by illiterate people."	She has declared that SGBs are not educated. She has also pointed out that there is the need to consider the fact that most parent members of SGBs are not educated. Another factor identified is that individual stakeholders chosen to administer and manage school finances should exclude people who cannot read and interpret even the South African Schools Act. Those SGB members who cannot even read and interpret the South Africa Schools Act, according to SGB chairperson participant should not be considered for elections because these people tend to be easily manipulated for other reasons. At least SGB members should educated persons who will be able to present their views logically. The school funds are too huge to be administered by illiterate people.
SGBC 3, NMU 8(A): "There is something like a finance committee. But unfortunately this finance committee is composed of a parent component that is very illiterate."	She states that the finance committee, which is composed of parent members of the SGB, plays a crucial financial management role. It is suggested that work of the finance committee is undermined by the fact that it is composed of SGB parent members who are totally illiterate, a teacher component that might be loyal to the SMT and the principal who frequently sabotages the participation and performance of SGB parent governors.
DD, NMU 7(B): "Principals may	He believes that principals may

deliberately want to exploit the illiteracy levels of the parents in terms of financial resources."	deliberately want to exploit the illiteracy levels of the parents during the managent process of schhols' financial resources in section 21 high schools.
HSP1 NMU 5(C): *"People are accustomed to this issue of crossing boundaries, in particular, the SMT taking full advantage of the Governing body."*	He has observed that people are accustomed to the boundary crossing phenomenon that entails the tendency of SMTs to seize the financial roles allocated by SASA to SGBs due to SGBs' high illiteracy levels.

The interviewees had unanimously acknowledged the fact that both SGBs and SMTs have been using manipulation during the school management processes. The sixth theme presented as NMUs focused on the manipulation by School Governing Bodies and School Management Teams during school finance management processes. The participants' transcripts extracted from the data collected was analysed and presented in tabular form in **subsection 5.6.6** below.

5.6.6 MANIPULATION CAUSED BY SCHOOL GOVERNING BODIES AND SCHOOL MANAGEMENT TEAMS DURING SCHOOL FINANCE MANAGEMENT PROCESSES

Natural Meaning Units	Explication
EDO, NMU 4(F): "*There is a great problem in our schools. Great, great, great problem and as a result you find that the principals manipulate the financial activities of the school. What principals do, they don't act as… They don' play the oversight role. They are deeply involved in financial activities of the schools as a result they manipulate everything. They manipulate these people. They manipulate. Hence, you'll find that in some schools there are lot of conflicts."*	He believes that there is a great financial management related problem in their schools. Owing to this problem, principals have been able to manipulate successfully the financial activities of schools. Principals do not play the oversight role. Instead, they are deeply involved in the financial activities of the school, whose objectives are achieved through the manipulation of parent members of these SGBs. The overall negative outcome of this manipulation is the intensification SGB-SMT conflicts in most of the schools.
EDO, NMU 9(B): "*SMTs together with those teachers who have financial expertise like those who teach commercial subjects and who are accountants in these schools manipulate anything that has to do with school finances. In as far as manipulating is*	The EDO has observed that SMTs together with those teachers who have financial expertise tend manipulate all school activities related to financial resources. These manipulative teachers include those teachers who teach commercial subjects and those who

concerned it's the SMT that is manipulating."	teach accounting and those who are accountants. These commercial teachers at school manipulate anything that has to do with school finances.
NNSSFCO, NMU 6(B): "*An SGB member comes to the meeting at a particular time when he/she is being called by the principal. He/she does not just go or else he/she is the chairman. Because the principal says I need these things and the meeting is called by the chairman. But even the chairman already manipulated by the principal for these things that the principal wants to be bought. Sometimes the principals manipulate the SGB because of the pressure they find themselves in. For instance, there was a tornado recently that damaged many schools. And the principal sees a problem and tries to cover the school using the funds at school.*"	He states that the SGB members only come to meetings when they are called by the principal. Although the chairperson of the SGB has come to the meeting because she had already been manipulated by the principal to attend. The principal had already told the chairperson what he/she needs and the SGBC in turn had told the SGB parent members what the principal needs, the things that have to be bought. But sometimes the principal manipulates the SGBC because of the pressure he derives from manipulating the SGB parent members. He cites an example about the natural disasters such as tornadoes that damage many schools. Principals are under pressure to fix that problem using school funds to take insurance policies to cover schools.
HSP 2, NMU 7 (B): "*I understand you know a mischievous principal eh…would manipulate that process*"	He understands that mischievous principals manipulate that process (Financial managenment process) for their own benefit.
HSP 2, NMU 8 (D): "*Before the fincom meeting sits, there must have been a meeting as least between treasurer, convenor and the principal at least to map out: What is it that should be discussed? Because if you allow them to go to a meeting without you inputting in terms of what outcomes should the meeting have, you will have to change everything comes from that meeting in terms of the decisions that they have made.*"	According to him, before the fincom meeting sits, there must have been a meeting. This prior fincom meeting should be at least between treasurer, the convenor of the meeting and the principal. The objective of this preliminary meeting is at least to map out: What is it that should be discussed? Because if you allow them to go to a meeting without identifying the agenda or topics to discuss and the desirable outcomes the meeting should produce, the results of the meeting might be might not resolve the problems. Then the principal will have to change every decision that was taken at that meeting.
HSP 2, NMU 12 (A): "*I'm not sure if I will be able to be specific here. But one*	He says that budgeting is a process that starts from the staff room. The budget

typical example would be eh…when we do the budgeting, for example, it's a process that starts from the staff room. You see, because you will have committees in putting into what is it that they would like to have done. And then, the SGB full SGB sitting and drafting a budget. Unfortunately, a budget is always largely influenced by the principal. It's influenced by the principal. The principal crosses the boundary or oversteps most definitely when it comes to budgeting. The SMTs cross boundaries."	process involves committees that identify the budget items that highlight what the school stakeholders would like to be done. This stage will be followed by the SGB full sitting discussing the buget items. The next stage involves drafting the budget. Unfortunately, a budget is always largely influenced by the principal. The principal crosses the boundary or oversteps most definitely when it comes to budgeting. That is, the SMTs cross boundaries during the budgeting process and the implementation of the budget.
HSP 3, NMU 11 (B): "These people are being manipulated. If somebody, say a teacher, said don't sign he/she will not sign. These people are being manipulated. If somebody, say a teacher said don't sign he/she will not sign."	He further says that SGB members are being manipulated. If any school stakeholder who is a teacher tells any SGB parent governors not to sign any cheque they will not sign.
SGBC 1, NMU 6 (C): "They recommended this principal because they wanted to manipulate it. They don't see eye to eye with the principal now because he doesn't take their mandates. Now the principal is in conflict with the SGB in this school. It is true that the SGBs manipulate other structures when it comes to finances for their preferences. Money is a problem here. I say this manipulation is done because of the availability of funds".	She believes that they recommended their principal because they wanted to manipulate him. They don't see eye to eye with the previous principal because he tends to reject their decisions and needs. Now the principal is in conflict with the SGB in the school. He further states that it is true that the SGBs manipulate other structures when they disagree with other stakeholders over school financial activities. Money is a problem here. He says that persistent prevelance of manipulation must be attributed to the availability of huge school funds.
SGBC 1, NMU 7 (B): "The SGB here is controlling everything. Even if we don't want the school to attend a match we simple say the school is not going to that match finish. Even if the principal doesn't know, we don't care about that. So, that's power. You know now people say as the SGB we have built our small kingdom. You know some people are power hungry. You know the SGB here	The SGBC1 believes that the SGB is controlling everything. Even if they don't want the school to attend a match they simple say the school is not going to that match finish. Even if the principal doesn't know, they don't care about that. She perceives this arrogant behaviour as power. She further says that people say that SGB members have built their own small kingdom. SGBs are power hungry.

was clever enough to recruit people from other school for senior positions here at school that will align themselves with. So they knew that in the SMT it will have people of their own who will side with them throughout. In so much that there were tricks that in the SGB there must be some SMT members something that is not suppose to happen. Only the principal is supposed to be there. And this has happened and you can imagine how many SMT members here trying to infiltrate the SGB with the purpose of benefiting from the school finances. And then the principal, as the head of the school, becomes powerless."	She says that their SGB was clever enough to recruit people from other school for senior positions. This strategy enable them to successfully maintan the loyalty of the educators the recruited from from other schools. So SGB parent members know that they have faithful teachers who will side with them in all SGB-SMT conflicts. The are now believe that the educators they recommended for senior positions from other schools will become their new eyes and ears within the SMT camp and all useful financial resources related deals made by either the principal or any SMT member will be made available to SGBC by these educators recruited from other schools for senior positions. Even teacher members of the SGB, who are trying to infiltrate the SGB with the purpose of benefiting from the school finances as well as the principal, the head of the school, are bound to be rendered ineffectual. According to SGBC, most interesting outcome of her manipulative strategy is that the school principal, the powerful school autocrat, becomes powerless.
SGBC 1, NMU 7(C): "When this started, the principal was not aware. The SMTs were just complaining that the principal does not report to them. And the principal became fed up and allowed them to attend. Yet, this was deliberate. So the principal got into that trap and became surprised when these people are inside. I am trying to say even the teachers here at school contribute to these conflicts. The mere fact that the SGB is able to manipulate them so that some of them, SMT members, in particular, you know, remember that teachers who are in the SGB are elected by other teachers. They don't just go there. The SGBs had to recruit people who will know their agenda."	She believes that when this started, the principal was not aware. The SMTs have been deliberately complaining in the staffroom that the principal does not report to them. Just as SMT educators recruited from other schools through the recommendations of the SGB parent members had inticipated, the principal became fed up and alloed them to attend SGB-SMT meetings. The manipulated principal was surprised to see these newly recruited educators at the meeting. She declares that even the teachers in our schools contribute to these conflicts. The mere fact that the SGB is able to manipulate these MST educators to achieve SGB selfish interests suggests that SMT members

	can also be manipulated. She reminds me that teachers who are in the SGB are elected by other teachers and they don't just join the SGBs. The SGBs had to recruit people who will know their agenda.
SGBC 1, NMU 8 (A): "*The chairperson, when looking for managers for this school, he was looking for his people, so that whenever he clashes with the principal on financial matters, so that they will outvote the principal. Now it is SMT led by the Mr. M. though he is SGB chairperson and the principal alone*"	She thinks that it is only the principal who is trying to manage everthing. Unfortunately for the principal, the SGB is completely supported by the members of the SMT (the management), completely outracising the principal. She says the reason for excluding the principal from all school financial resource activities is the desire for absolute power. The chairperson admits that when she searches for managers for her school, her objective was to recruit people who would support her whenever she clashes with the principal on financial matters so that they could outvote the principal.
SGBC 1, NMU 8(B): "*The principal is alone and his SMT will never be against the SGB because it is here because of the SGB. The SGB recommended the appointment of these SMT members at the expense of the principal because they want to manipulate them for their personal gains.*"	She says the principal is alone and his SMT will never be able undermine the SGB anymore because he and the STM members cannot exist without the SGB. The SGB recommended the appointment of these SMT members at the expense of the principal because they wanted to manipulate them for their personal gains.
SGBC 3, NMU 5 (C): "*You know solely the school finances are under his control. And I think that among other things is the fact that those who are in SGB are not educated. They are illiterate so the principal is able to manipulate the SGB. And many SGB members believe him when he speaks. Secondly, SGBs do not know the specifics of South African Schools Act. What is our role as SGB? Or if there is anything that the SGBs know, they have that they just have to listen to the principal because of their limited education background. As a result if*	She says that the school finances are under the principal's control. She believes that the principal's total domination of the school is caused by the fact that SGB parent members are not educated. They are illiterate so the principal is able to manipulate the SGB members. What is worse is the fact that many SGB members believe the principal when he says anything. Secondly, SGBs do not know the vital financial resources management information incorporated into South African Schools Act. What is our role as SGB? SGB members just

there is anything that needs expenditure some of us don't even know where it was discussed".	listen to what the principal says because of their limited education background. Owng to SGBs' lack of education they are unable to locate vital information from documents if anything needs to be purchased or to iniate and expenditure procedure in accordance with SASA prescribed regulations.
SGBC 3, NMU 21 (B): *Another thing is that when choosing people who will administer school finances, people at least who cannot read even the South African Schools Act should not be considered for elections because these people are manipulated for other reasons.*	She has suggested that SAS candidates who could not even read and interpret the South African Schools Act, should not be considered for elections. She further added that people who will administer huge school financial resources must be educated because uneducated SGB members tend to be manipulated for other reasons.These are themes that emerged from the data presented above.

The researcher identified the participants's concerns regarding boundary spanning, which has been happening between SGBs and SMTs. The SGB-SMT boundary spanning phenomenon dealt with school finance matters in the section 21 high school of the Eastern Cape Province specifically in the Butterworth Education District. The quantitative data analysis and presentation component, which was incorporated to increase the reader's deeper understanding of the underlying phenomenon, is the next focus of the study.

5.7 QUANTITATIVE DATA PRESENTATION, ANALYSIS AND INTERPRETATION

This section of Chapter 5 deals with the quantitative data generated by the questionnaires developed for the study. This section focused on the data analysis and the presentation of quantitative findings after the qualitative data analysis was done. This meant that only the quantitative data analysis strategy received full treatment of data analysis and interpretation in this section. This is a quantitative dataset generated by the closed-ended questionnaires of 138 participants and which was presented using SPSS version 20. This Statistical Programme for Social Sciences

(SPSS) was used to analyse data (responses to the questionnaires by participants). SPSS is a widely used computer programme in survey research for authoring, data managing and statistical analysis.

To analyses the quantitative (closed-ended) data/ responses in the questionnaires, the researcher coded, labeled and gave variables to the responses from the participants in order to produce frequencies and percentages presented in a tabular format. In this section, HSP referred to the High School Principal, SGBC referred to the School Governing Body Chairperson and SFO referred to the School Finance Officer.

5.7.1 Frequency Analysis (HSPs)

One of the most basic ways to describe the data value of variables is to construct a frequency distribution. A frequency distribution is a systematic arrangement of data values in which the frequencies of each unique data value are shown (Johnson and Christensen, 2004). The meaning of the data was conveyed by arranging the data into a more interpretable form (i.e. by forming frequency distributions, calculating percentages and generating charts and graphical displays).

5.7.1.1 FREQUENCY TABLE FOR HSPs INDICATED FROM TABLE 5.1 (A) TO TABLE 5.15 (A)

5.7.1.1.1 Indicate the South African Schools Act (SASA) finance section on which your school is categorised

The HSPs were asked to indicate the South African Schools Act section on which their schools were categorised. The South African schools belong to either section 20 or section 21. The rationale behind the question was to check the link between the boundary spanning on finance matters and the SASA section these high schools belong to. The principal's responses to this question were depicted in Table 5.1 (A) below:

TABLE 5.1 (A): HSPs INDICATING THE SOUTH AFRICAN SCHOOLS ACT (SASA) FINANCE SECTION IN WHICH THEIR SCHOOLS ARE CATEGORISED

Indicate the South African Schools Act (SASA) finance section on which your school is categorised					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Section 21	46	100.0	100.0	100.0

Indicate the South African Schools Act (SASA) finance section on which your school is categorised

Section 21

100%

It was evident from the above findings that the boundary spanning on financial matters in schools is taking place specifically on section 21 high schools. This was confirmed by the 100% of the high school principals who responded to the distributed questionnaire indicating the South African School Act finance section on which their schools were categorised.

5.7.1.1.2 Indicate the fee category in which your school belongs

The HSPs were asked to indicate the fee category in which their schools belonged, considering the fact that the schools belonged to only two fee categories. That is, a fee and a no-fee category. The HSP's responses to this question were depicted in Table 5.2 (A) below:

TABLE 5.2 (A): HSPs INDICATING THE FEE CATEGORY IN WHICH THEIR SCHOOL BELONG

Indicate the fee category in which your school belongs					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No-fee school	46	100.0	100.0	100.0

Indicate the fee category in which your school belongs

No-fee school

100%
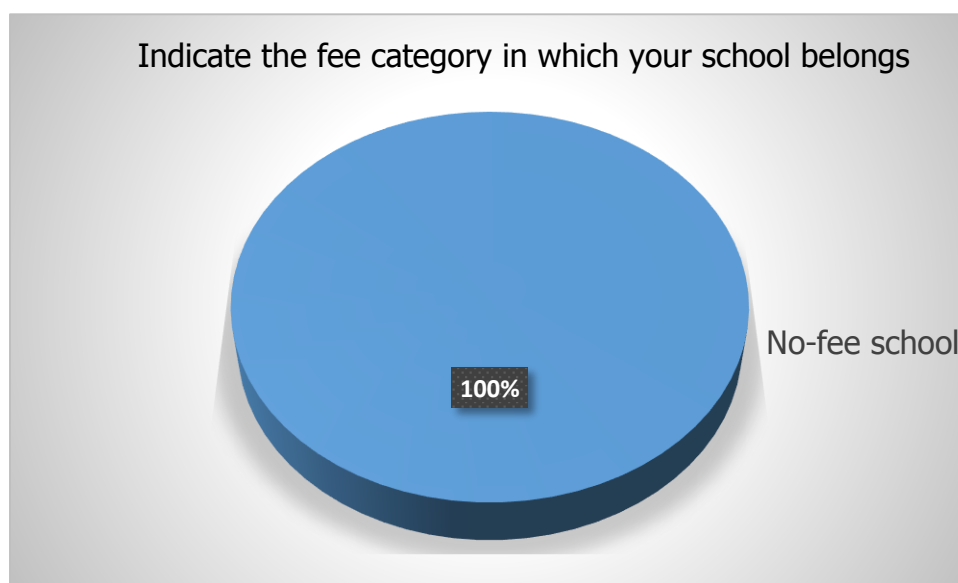
From the above findings, the HSPs unanimously agreed that their schools are no fee schools. In other words 100% of their schools do not make ther learners pay school fees. This meant that these schools received their funds from the Department of Education. Hence, they were in section 21 and also enjoying no-fee school status at the same time.

5.7.1.1.3 Categorise the socio-economic status of your school by checking the quintile in which your school is categorised

As reflected in Table 5.4 (A) below, the HSPs were asked to state their quintiles. The intention was to establish the socio-economic status of each high school in section 21.

TABLE 5.3 (A): HSPs CATEGORISING THE SOCIO-ECONOMIC STATUS OF THEIR SCHOOLS BY CHECKING THE QUINTILE IN WHICH THEIR SCHOOL ARE CATEGORISED

Categorise the socio-economic status of your school by checking the quintile in which your school is categorised					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Quintile 1	26	56.5	56.5	56.5
	Quintile 2	20	43.5	43.5	100.0
	Total	46	100.0	100.0	

Categorise the socio-economic status of your school by checking the quintile in which your school is categorised

Table 5.3 (A) above showed that high schools around Butterworth ranged between quintile 1 (56%) and quintile 2 (44%). This meant that the high schools, which were in section 21 in the Butterworth Education District, were situated in geographical location where there was high level of poverty.

5.7.1.1.4 What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school?

In order to pinpoint the form of boundary spanning by SGBs and SMTs when school financial resources were dealt with the HSP were asked to indicate the form of boundary crossing. The table below reflects the responses from the HSPs:

TABLE 5.4 (A): HSPs ON THE FORM OF THE BOUNDARY SPANNING PHENOMENON IN SCHOOL FINANCE FUNCTIONS BETWEEN THE SGB AND SMT THAT MANIFEST ITSELF IN THEIR OWN SCHOOLS

What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Overlaps in SGB and SMT finance functions	2	4.3	4.3	4.3
	Cross-over/ overstepping of the bounds	38	82.6	82.6	87.0
	Seizure/ taking-over of finance functions	6	13.0	13.0	100.0
	Total	46	100.0	100.0	

What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school

- Overlaps in SGB and SMT finance functions
- Cross-over/ overstepping of the bounds
- Seizure/ taking-over of finance functions
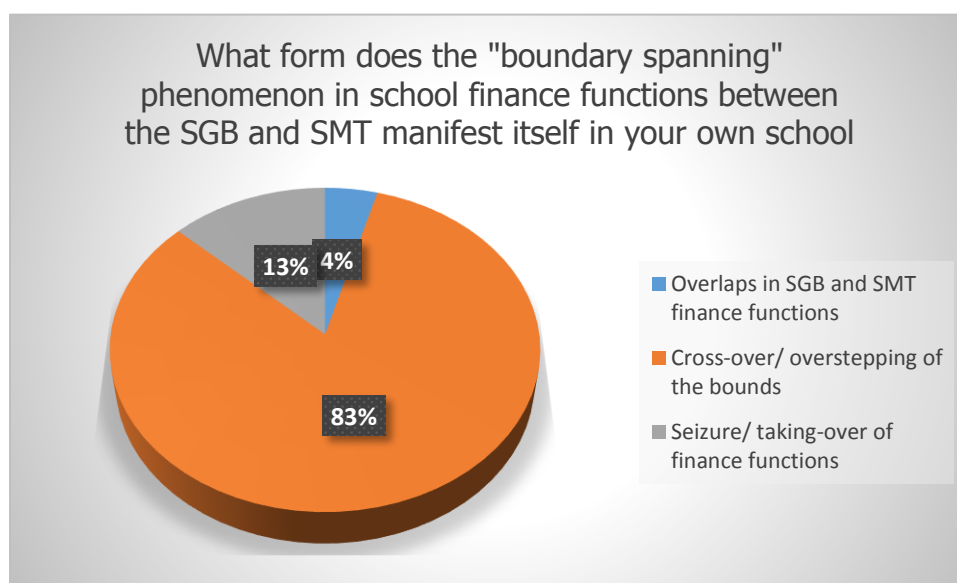
Table 5.4 (A) presented the form of SGB-SMT boundary crossing phenomenon experienced by the respondents when the research was conduted. The data showed that 83% of the HSPs indicated that SGBs and SMTs crossed over or overstepped their bounds they dealt with school finances in section 21 high schools. Furthermore, 13% of the HSPs felt that SGBs and SMTs took over or seized the finance funtions whereas 4% of HSPs reported that SGBs' and SMTs' financial roles tend to overlap when they deal with school financial resources.

The data gleaned from participant responses showed that the popular response was that SGBs and SMTs crossed their bounds they were engaged in managing school financial resources. The data also highlighted the fact that those who indicated that SGBs and SMTs tended to take over each other's financial roles or allowed their roles to overlap their prescribed function domains. The respondents' percentage rates of the above financial management proclivity were relatively low.

5.7.1.1.5 The "boundary spanning" phenomenon emerged when the school

The HSP were expected to indicate whether the boundary spanning on financial matters in their schools emerged when their schools were still in section 20 or after they had become section 21 schools. Their responses are reflected in the table below:

TABLE 5.5 (A): HSPs ON WHETHER BOUNDARY SPANNING PHENOMENON EMERGED WHEN THE SCHOOLS WERE IN SECTION 20 OR WHEN THEY BECAME SECTION 21

The "boundary spanning" phenomenon emerged when the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Became section 21	46	100.0	100.0	100.0

The "boundary spanning" phenomenon emerged when the school

100%

Became section 21

The table 5.5 (A) above indicated that the boundary crossing in praticipants' schools started after the schools had been declared section 21 schools. 100% of HSP indicated that after their schools had been declared section 21 schools, the boundary spanning problem emerged.

5.7.1.1.6 The resolution of "boundary crossing" in school finance matters is dealt with

The respondents were requested to indicate the person or body mandated to address the problem of the boundary crossing on school finance matters. The table below show their responses:

TABLE 5.6 (A) HSPs ON THE RESOLUTION OF THE BOUNDARY CROSSING IN SCHOOL FINANCE MATTERS

The resolution of "boundary crossing" in school finance matters is dealt with					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	By the Education District Officials	25	54.3	54.3	54.3
	Unsure	21	45.7	45.7	100.0
	Total	46	100.0	100.0	

The resolution of "boundary crossing" in school finance matters is dealt with

- 54% By the Education District Officials
- 46% Unsure
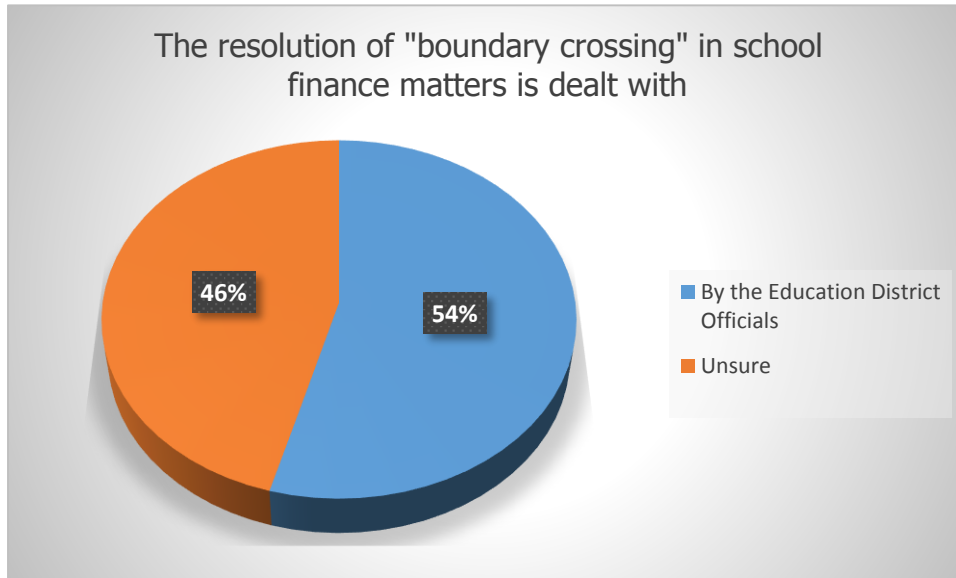
The above table shows that 54% of HSP indicated that the boundary spanning is dealt with by the District Office. However, 46% of the HSP indicated that they were not sure about who should address boundary crossing related problems.

5.7.1.1.7 SGB and SMT members know their demarcated roles in school finance matters

The HSPs were expected to rate the extent of agreement or disagreement with the statement on whether the SGB and SMT members know their demarcated roles in school finance matters. Their responses are indicated in the table below:

TABLE 5.7 (A) HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER SGB AND SMT MEMBERS KNOW THEIR DEMARCATED ROLES IN SCHOOL FINANCE MATTERS

SGB and SMT members know their demarcated roles in school finance matters					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Agree	3	6.5	6.5	6.5
	Disagree	39	84.8	84.8	91.3
	Strongly Disagree	4	8.7	8.7	100.0

	Total	46	100.0	100.0	

SGB and SMT members know their demarcated roles in school finance matters

- 9%
- 6%
- 85%
- Agree
- Disagree
- Strongly Disagree
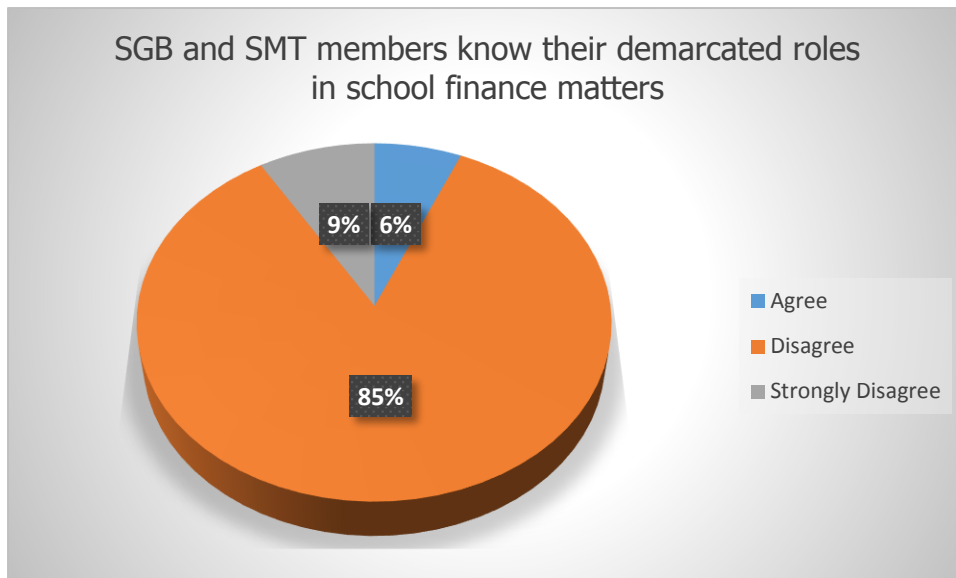
Table 5.7 (A) above indicates the varied responses from HSP's respondents. The majority of the 138 participants (87%) disagreed with the statement that SGBs and SMTs know their demarcated roles. Furthermore, 9% of the participants indicated that they strongly disagreed, whereas only 6% agreed with the statement. The data analysis revealed that the majority of HSPs who participated in this survey indicated the SGBs and SMTs do not know their demarcated roles in school finance matters.

5.7.1.1.8 The habit of performing roles assigned to each other impact positively on the day to day running of the school

The participants were asked to agree or disagree with the statement that the habit of performing roles assigned to each other (SGBs and SMTs) impacted positively on the day to day running of the school. The HSPs' responses were presented below:

TABLE 5.8 (A) HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE POSITIVE IMPACT CAUSED BY SGBs' AND SMTs' HABIT OF PERFORMING ROLES ASSIGNED TO EACH OTHER ON THE DAY TO DAY RUNNING OF SCHOOLS

The habit of performing roles assigned to each other impact positively on the day to day running of the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	35	76.1	76.1	76.1
	Strongly Disagree	11	23.9	23.9	100.0
	Total	46	100.0	100.0	

The habit of performing roles assigned to each other impact positively on the day to day running of the school
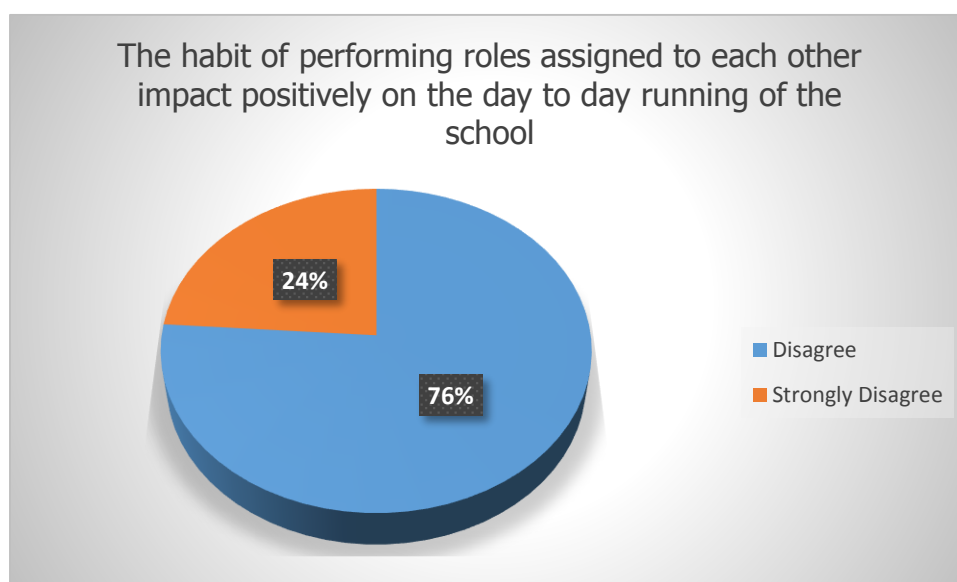
The above table, 5.8 (A), shows that 76% of the principal disagreed that the habit of performing roles assigned to each other (SGBs and SMTs) impacts positively on the day to day running of the school. In addition to 76% of the principal participants disagreeing to the statement, 24% of the HSP strongly disagreed. This meant 100% of the principal participants rejected the statement that SGB-SMT members' performance of roles assigned to each other impacts positively on the day-to-day operation of the school. In other words the SGBs' and SMTs' habit of performing roles assigned to each other had no positive impact on the day-to-day running of their schools.

5.7.1.1.9 Boundary spanning into each other's financial roles adversely affects the performance of governance

The participants were asked to confirm or refute the statement that boundary spanning into each other's financial roles adversely affects the performance of governance. The table below captured the participants' responses:

TABLE 5.9 (A) HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER BOUNDARY SPANNING INTO EACH OTHER'S FINANCIAL ROLES ADVERSELY AFFECTS THE PERFORMANCE OF GOVERNANCE

Boundary spanning into each other's financial roles adversely affects the performance of governance					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	5	10.9	10.9	10.9
	Agree	40	87.0	87.0	97.8
	Strongly Disagree	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

Boundary spanning into each other's financial roles adversely affects the performance of governance

- 11% Strongly Agree
- 87% Agree
- 2% Strongly Disagree
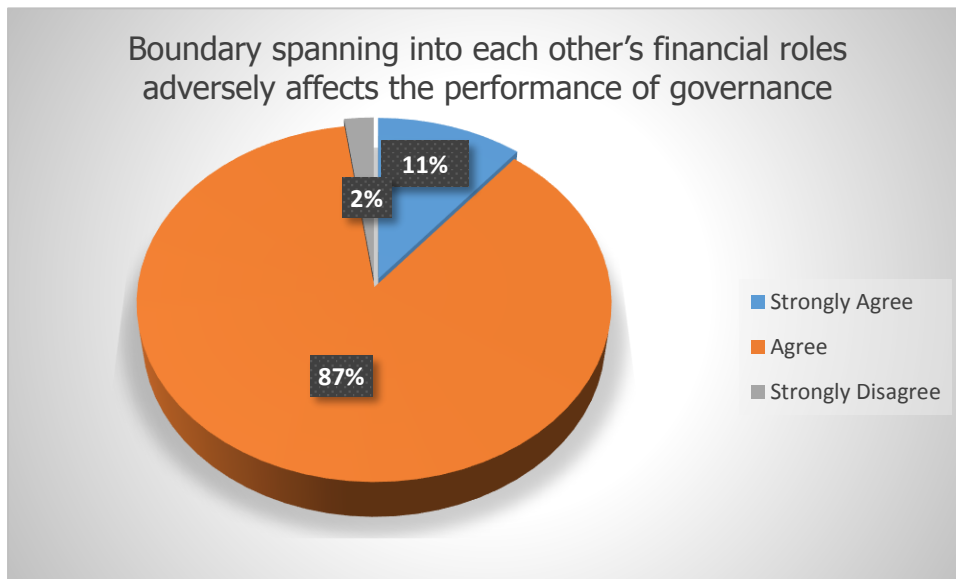
The table 5.9 (A) above showed that 87% of the HSPs believed that boundary spanning into each other's financial roles adversely affected the performance of governances in schools. The results indicated that 11% of the HSPs strongly agreed with that statement whereas only 2% of the HSPs strongly disagreed with the statement.

5.17.1.1.10 Education authorities are aware of the development of "boundary spanning conflicts" in schools

The participants were asked to respond to the statement that education authorities are aware of the developments of boundary spanning conflicts in schools. The following table showed the respondents' responses:

TABLE 5.10 (A): HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER EDUCATION AUTHORITIES ARE AWARE OF THE DEVELOPMENT OF "BOUNDARY SPANNING CONFLICTS" IN SCHOOLS

Education authorities are aware of the development of "boundary spanning conflicts" in schools					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	1	2.2	2.2	2.2

	Agree	43	93.5	93.5	95.7
	Disagree	2	4.3	4.3	100.0
	Total	46	100.0	100.0	
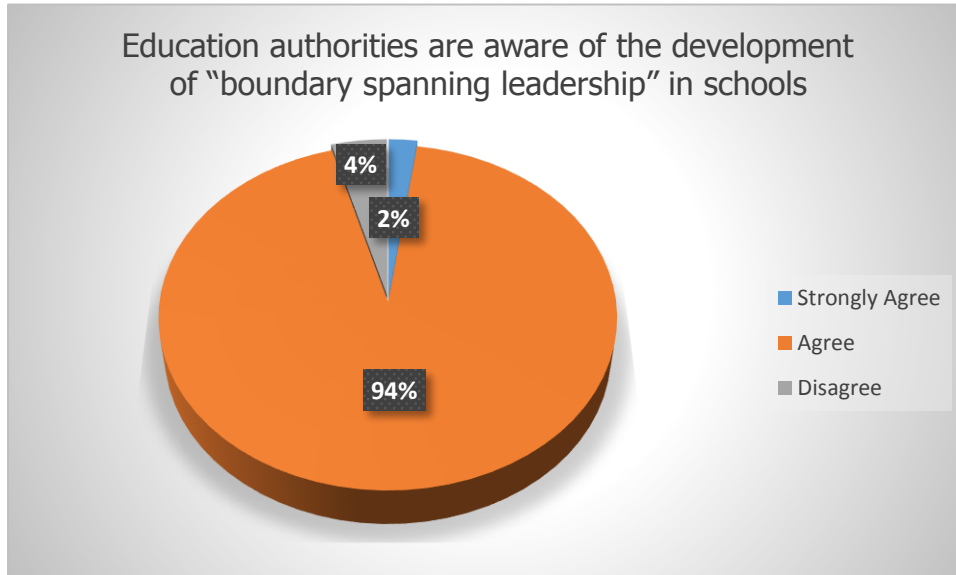
The table 5.10 (A) above shows that 94% of the participants believed that education authorities are aware of the developments of boundary spanning conflicts between SGBs and SMTs on school finance matters of section 21 high schools. Table 5.10 (A) revealed that about 4% strongly believed that education authorities were aware whereas only 2% believed that education authorities were not aware of the developments of boundary spanning conflicts on school finance matters between SGBs and SMTs on section 21 high schools.

5.7.1.1.11 SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes

The participants were requested to support or reject the statement that SGB's and SMT's crossing into each other's finance functions impacted negatively on teaching and learning outcomes. The table below indicates the responses from the participants:

TABLE 5.11 (A) HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE NEGATIVE IMPACT CAUSED BY SGBs' AND SMTs' CROSSING TO EACH OTHER'S FINANCE FUNCTIONS ON TEACHING AND LEARNING

SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	9	19.6	19.6	19.6
	Agree	37	80.4	80.4	100.0
	Total	46	100.0	100.0	

SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes
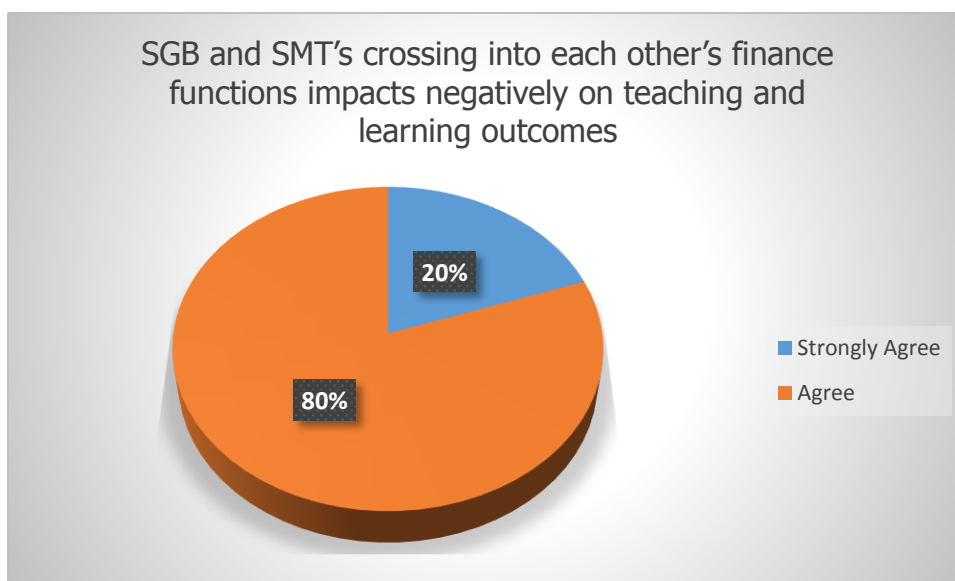
The table above 5.11 (A) shows that 80% of the HSPs agreed and felt that the SGB's and SMT's crossing over into each other's finance functions impacted negatively on the teaching and learning outcomes, whereas about 20% of the HSPs strongly agreed with the statement.

5.7.1.1.12 Boundary spanning into each other's financial roles adversely affects school management functions

The participants were asked to respond to the statement that boundary spanning into each other's financial roles adversely affects school management functions. The table below indicated the HSPs' responses:

TABLE 5.12 (A): HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER BOUNDARY SPANNING INTO EACH OTHER'S FINANCIAL ROLES ADVERSELY AFFECTS SCHOOL MANAGEMENT FUNCTIONS

Boundary spanning into each other's financial roles adversely affects school management functions				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	21	45.7	45.7	45.7
	Agree	25	54.3	54.3	100.0
	Total	46	100.0	100.0	

Boundary spanning into each other's financial roles adversely affects school management functions

- 54% Strongly Agree
- 46% Agree
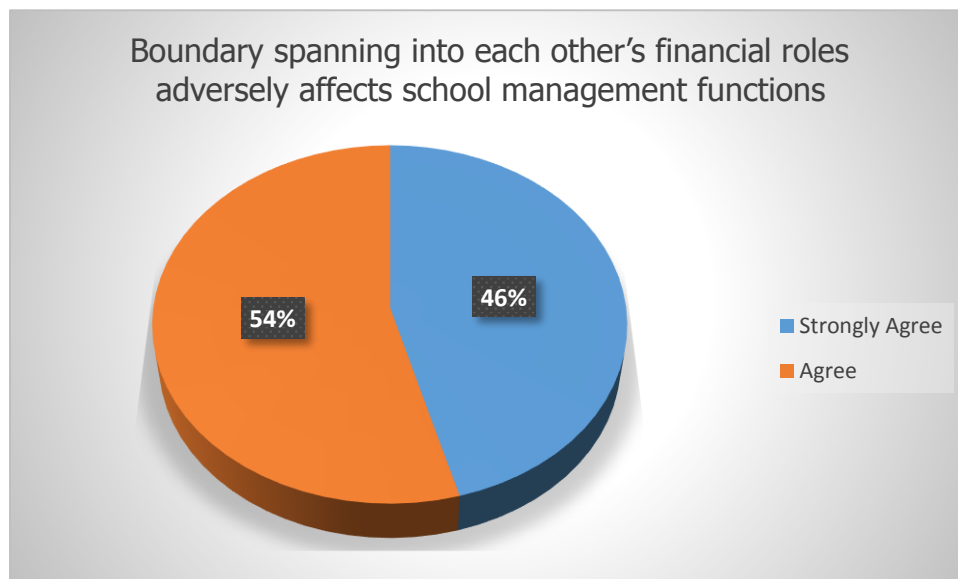
In the table 5.12 (A) above 54% of the HSPs agreed that boundary spanning by SGBs and SMTs on financial roles adversely affected the school management functions, and 46% of the HSPs strongly agreed with the same statement.

5.7.1.1.13 The habit of performing roles assigned to each other impacts negatively on the day to day running of the school

The HSPs were required to respond to the statement that the habit of performing roles assigned to each other impacts negatively on the day to day running of the school. The table below show the responses from the HSPs:

TABLE 5.13 (A) HSPs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE NEGATIVE IMPACT CAUSED BY SGBs' AND SMTs' HABIT OF PERFORMING ROLES ASSIGNED TO EACH OTHER ON THE DAY TO DAY RUNNING OF SCHOOLS

The habit of performing roles assigned to each other impacts negatively on the day to day running of the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	25	54.3	54.3	54.3
	Agree	21	45.7	45.7	100.0
	Total	46	100.0	100.0	

The habit of performing roles assigned to each other impacts negatively on the day to day running of the school

46% | 54%

■ Strongly Agree
■ Agree
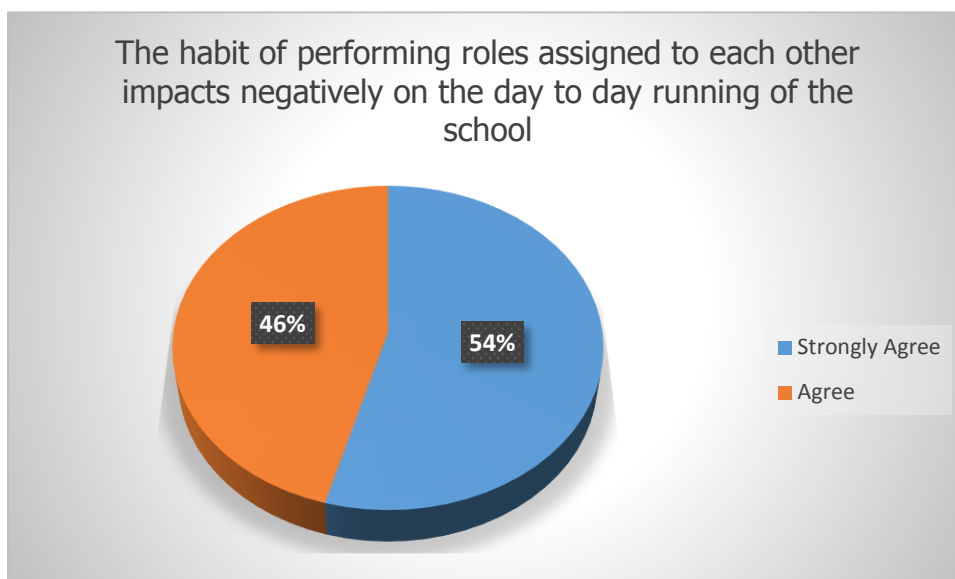
The table 5.13 (A) indicated that 54% of the HSPs felt that the habit of performing roles assigned to each other (SGBs and SMTs) impacted negatively on the day to day running of the school. About 46% of the HSPs strongly agreed with the above statement.

5.7.1.1.14 Rate the performance of your school's SGB in financial governance

The sampled HSPs were required to rate the performance of their schools' SGBs in financial governance. Initially, the rating ranged from 1 (poor) to 10 (good). The HSPs' responses were presented in the table below:

TABLE 5.14 (A) HSPs RATING THE PERFORMANCE OF THEIR SCHOOL'S SGBs IN FINANCIAL GOVERNANCE

Rate the performance of your school's SGB in financial governance					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-Poor	17	37.0	37.0	37.0
	2	26	56.5	56.5	93.5
	3	2	4.3	4.3	97.8

	4	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

Rate the performance of your school's SGB in financial governance

■ 1- Poor
■ 2
■ 3
■ 4
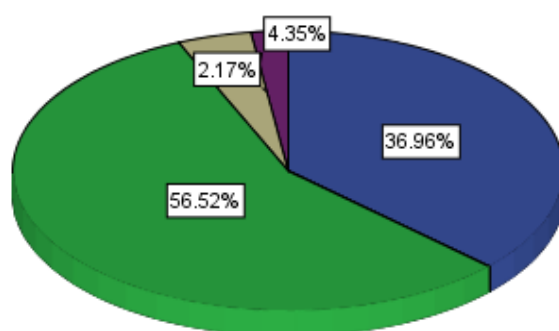
The table 5.14 (A) indicated that the HSPs' responses ranged between 1 and 4. The HSPs' response rates were ranked from the highest percentage to the lowest percentage as follows: (1) 56.52% (poor rating 2), (2) 36.96% (poor rating 1), (3) 4.35% (poor rating 3), and (4) 2.17% (poor rating 4) as shown above. The highest percentage was poor rating 2 followed by ratings 2, 3 and 4). These poor rating results were also relatively poor. These results confirmed the nine interview participants' collective conclusion: that is, the performance of SGBs in financial governance was not convincing at all. This meant that the performance of SGBs in financial governance, according to the HSPs, was generally poor.

5.7.1.1.15 Rate the performance of your school's SMT in the management of your school's finances.

The HSPs were required to rate the performance of their schools' SMTs in the management of their schools' finances. Initially, the rating was ranked from 1(poor) to 10 (good). The HSPs' responses were presented in the table below:

TABLE 5.15 (A) HSPS RATING THE PERFORMANCE OF THEIR SCHOOL'S SMTs IN THE MANAGEMENT OF THEIR SCHOOL FINANCES

Rate the performance of your school's SMT in the management of your school's finances.					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	8	17.4	17.4	17.4
	3	12	26.1	26.1	43.5
	5	4	8.7	8.7	52.2
	6	20	43.5	43.5	95.7
	7	1	2.2	2.2	97.8
	8	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

Rate the performance of your school's SMT in in the management of your school's finances.
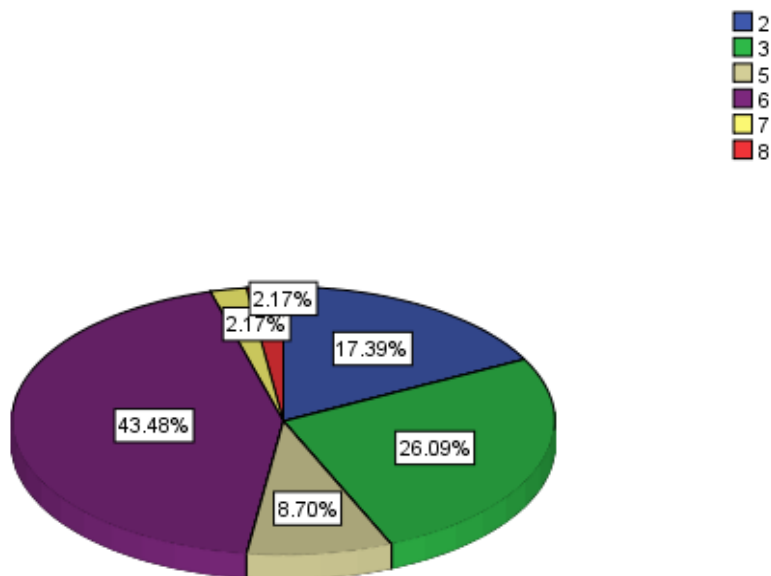
Table 5.15 (A) indicated the ratings by HSPs in the performance of their schools' SMTs in the management of their schools' financial resources. The HSPs' financial management performance rating results were ranked from the highest percentages to the lowest percentages. The HSPs' six frequency performance ratings were ranked from the highest percentages to the lowest percentages. The first highest

performance rating was 6 (43.48%), which was fair. The next two performance ratings were 3 (26.09%) and 2 (17.39%), which were both poor. The next performance rating was 5 (8.70%), which was relatively fair, was followed by 7 (2.17%) and 8 (2.17%), which were almost good. If two poor ratings of 2 and 3 are combined they amounted to 43.48%, which equalled to the rating 6 of 43.48%, which was fair. The rating 5 (8.70%) was deemed to slightly fair, and ratings 7 (2.17%) and 8 (2.17%), which were perceived to be slightly good, made up a very small percentage. This meant that the performance of schools' SMTs in the management of school finances ranged between poor and fair, an overall performance indicator that was rather unimpressive.

5.7.2 FREQUENCY ANALYSIS (SGBCS)

5.7.2.1 Frequency Table for SGBs from Table 5.1 (B) To Table 5.15 (B)

5.7.2.1.1 Indicate the South African Schools Act (SASA) finance section on which your school is categorised

The SGBCs were asked to indicate the South African Schools Act section on which their schools were categorised. The South African schools belong to either section 20 or section 21. The rationale behind the question was to check the link between the boundary spanning on finance matters and the SASA section these high schools belong to. The SGBCs' responses to this question were presented in Table 6.1 (B) below:

TABLE 5.1 (B) SGBCs INDICATING THE SOUTH AFRICAN SCHOOLS ACT (SASA) FINANCE SECTION IN WHICH THEIR SCHOOLS ARE CATEGORISED

<table>
<tr><th colspan="6">Indicate the South African Schools Act (SASA) finance section on which your school is categorised</th></tr>
<tr><th></th><th></th><th>Frequency</th><th>Percent</th><th>Valid Percent</th><th>Cumulative Percent</th></tr>
<tr><td>Valid</td><td>Section 21</td><td>46</td><td>100.0</td><td>100.0</td><td>100.0</td></tr>
</table>

Indicate the South African Schools Act (SASA) finance section on which your school is categorised

Section 21

100%

The quantitative data captured by Table 5.1 (B) produced the above findings, which indicated that the boundary spanning on financial matters in schools has been taking place specifically on section 21 high schools. This research outcome was confirmed by the 100% of the high school principals who responded to the distributed questionnaire, identifying the South African School Act finance section on which their schools were categorised.

5.7.2.1.2 Indicate the fee category in which your school belongs

The SGBCs were asked to indicate the fee category in which their schools belong. This questionnaire statement was based the fact that the schools belong to only two fee categories: a fee category and a no-fee category. The SGBCs' responses to this question were presented in Table 5.2 (B) below:

TABLE 5.2 (B) SGBCs INDICATING THE FEE CATEGORY IN WHICH THEIR SCHOOLS BELONG

Indicate the fee category in which your school belongs					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No-fee school	46	100.0	100.0	100.0

Indicate the fee category in which your school belongs

No-fee school

100%
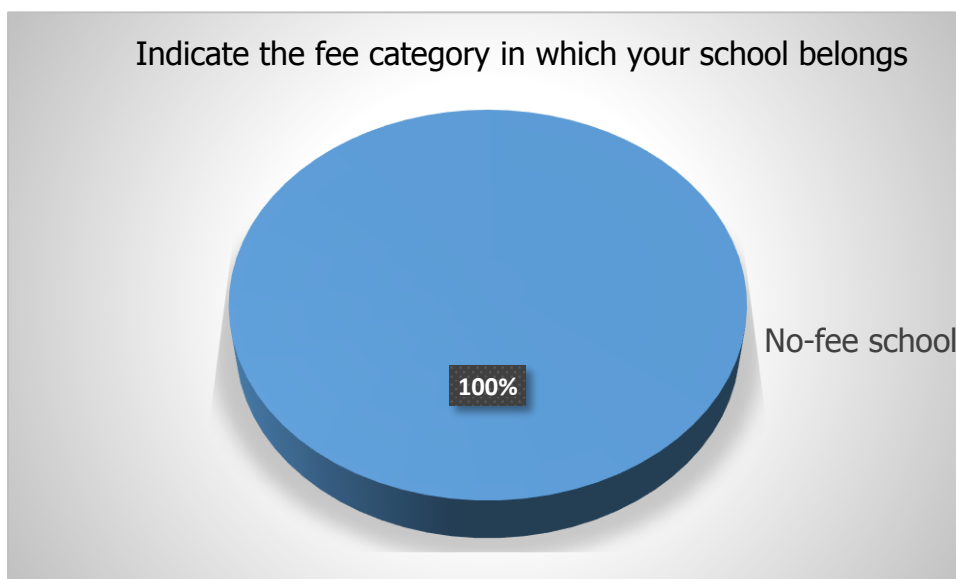
The above findings from the SGBSs indicated that their schools were no fee schools. In other words, 100% of their schools did not demand from their learners or made their learners pay school fees. This means ththese schools receive their funds direclty from the Department of Education hence they are in section 21 and no fee at the same time.

5.7.2.1.3 Categorise the socio-economic status of your school by checking the quintile in which your school is categorised

As reflected in Table 5.3 (B) below, the SGBCs were also asked to state their quintiles. The intention was to establish the socio-economic status of each high school in section 21.

TABLE 5.3 (B) SGBCs CATEGORISING THE SOCIO-ECONOMIC STATUS OF THEIR SCHOOLS BY CHECKING THE QUINTILE IN WHICH THEIR SCHOOL ARE CATEGORISED

Categorise the socio-economic status of your school by checking the quintile in which your school is categorised				
	Frequency	Percent	Valid Percent	Cumulative Percent

Valid	Quintile 1	28	60.9	60.9	60.9
	Quintile 2	18	39.1	39.1	100.0
	Total	46	100.0	100.0	
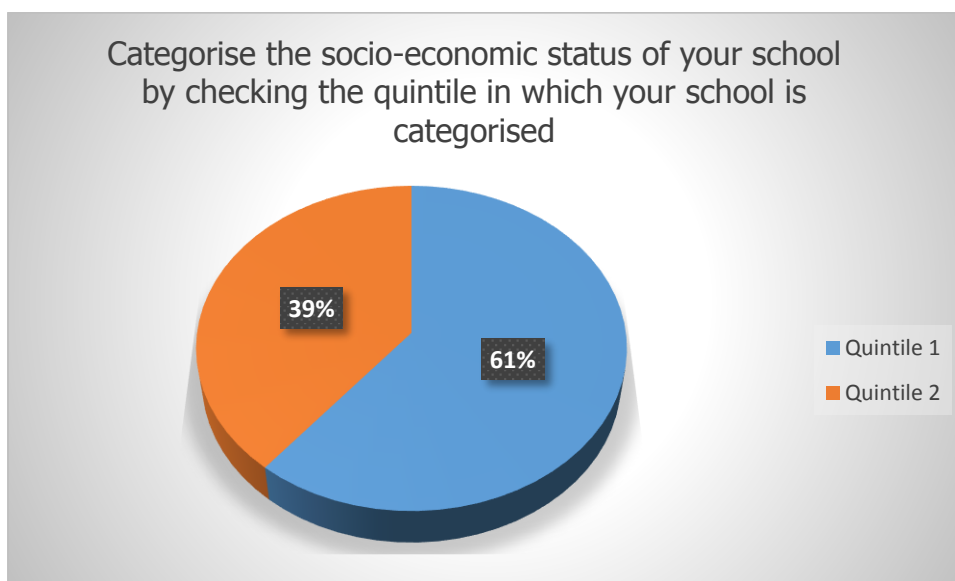
As it was reflected in Table 5.3 (B), while 61% of section 21 high schools were in quintile 1, 39% of section 21 high schools were in quintile 2. The fact that 61% of Butterworth Deucation District's section 21 high schools were in quintile 1 confirmed that the majority of SGBCs were located in the geographical locations characterised by high levels of poverty.

5.7.2.1.4 What form does the "boundary spanning" phenomenon in school financial functions between the SGBs and SMTs manifest itself in your own school?

In order to pinpoint the form of boundary spanning experienced by SGBs and SMTs when they dealt with school financial resources the SGBCs and SMTs were asked to indicate the form of boundary crossing. The table below demonstrated the SGBs' and SMTs' responses:

TABLE 5.4 (B) SGBCs ON THE FORM OF THE BOUNDARY SPANNING PHENOMENON IN SCHOOL FINANCE FUNCTIONS BETWEEN THE SGB AND SMT THAT MANIFEST ITSELF IN THEIR OWN SCHOOLS

What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Overlaps in SGB and SMT finance functions	2	4.3	4.3	4.3
	Cross-over/ overstepping of the bounds	40	87.0	87.0	91.3
	Seizure/ taking-over of finance functions	4	8.7	8.7	100.0
	Total	46	100.0	100.0	

What form does the boundary spanning phenomenon in school finance functions between SGBs and SMTs manifest itself in your own school
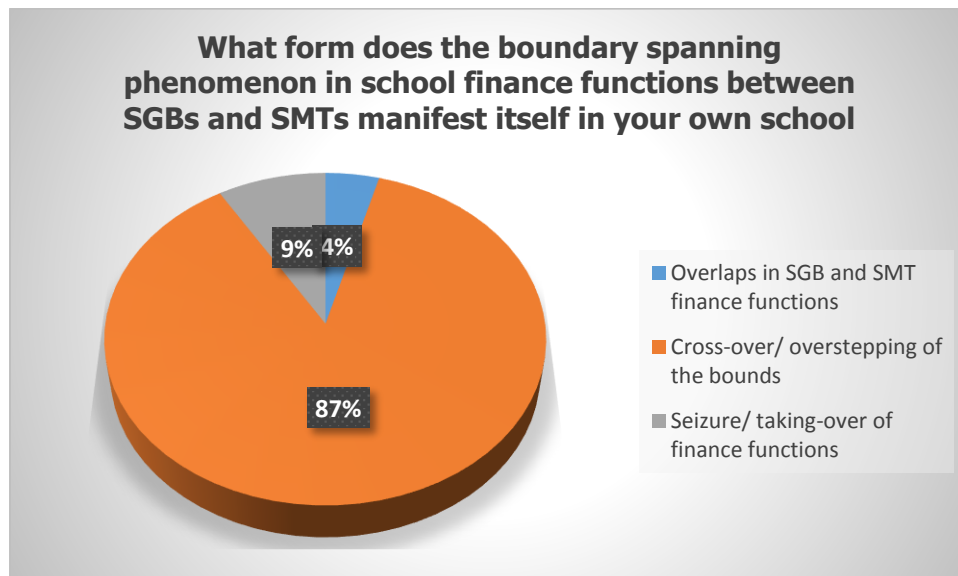
Regarding the form of boundary crossing experienced by (Table 5.4 (B)) the SGB participants and and the SMT participants during the period the research was

conducted, data showed that 87% of the SGBCs and SMTs inicated that SGBs and SMTs tended to cross over or overstep their bounds when they dealt with school finances in section 21 high schools. Furthermore, 9% of the SGBCs and SMTs felt that SGBs and SMTs took over or seized the finance funtions whereas 4% of SGBCs and SMTs demonstrated that the functions of SGBs and SMTs overlapped into each others' domains when SGBs and SMTs dealt with school finances.

The data gleaned from participant responses showed that the popular response was that SGBs and SMTs crossed their bounds when they were managing school finances. The research evidence extracted from the raw research data also revealed a relatively low percentage with regard to participants who indicated that SGBs or SMTs tended to take over or overlap when SGBs and SMTs dealt with school finances.

5.7.2.1.5 The "boundary spanning" phenomenon emerged when the school

The SGBCs (SGB chairpersons) were expected to indicate whether the boundary spanning on financial matters in their schools emerged when their school were still in section 20 or after they had become section 21. Their responses were presented in the table below:

TABLE 5.5 (B) SGBCs ON WHETHER BOUNDARY SPANNING PHENOMENON EMERGED WHEN THE SCHOOLS WERE IN SECTION 20 OR WHEN THEY BECAME SECTION 21

The "boundary spanning" phenomenon emerged when the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Became section 21	46	100.0	100.0	100.0

The "boundary spanning" phenomenon emerged when the school

100%

Became section 21

Table 5.5 (B) indicated that the boundary crossing in the SGB chairperson participants' schools started after the schools were declared section 21. All the SGB chairperson participants (100%) indicated the boundary spanning conflicts between SGBs and SMTS emerged or started after their schools had been declared section 21 high schools.

5.7.2.1.6 The resolution of "boundary crossing" in school finance matters is dealt with

The participants were requested to indicate the person or body that deals with the resolution of the boundary crossing on school finance matters. The table below showed their responses:

TABLE 5.6 (B) SGBCs ON THE RESOLUTION OF THE BOUNDARY CROSSING IN SCHOOL FINANCE MATTERS

<table>
<tr><th colspan="6">The resolution of "boundary crossing" in school finance matters is dealt with</th></tr>
<tr><th colspan="2"></th><th>Frequency</th><th>Percent</th><th>Valid Percent</th><th>Cumulative Percent</th></tr>
<tr><td>Valid</td><td>By the SGB itself</td><td>4</td><td>8.7</td><td>8.7</td><td>8.7</td></tr>
<tr><td></td><td>In the school's general meeting</td><td>1</td><td>2.2</td><td>2.2</td><td>10.9</td></tr>
</table>

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	By the Education District Officials	4	8.7	8.7	19.6
	Unsure	37	80.4	80.4	100.0
	Total	46	100.0	100.0	

The resolution of "boundary crossing" in school finance matters is dealt with
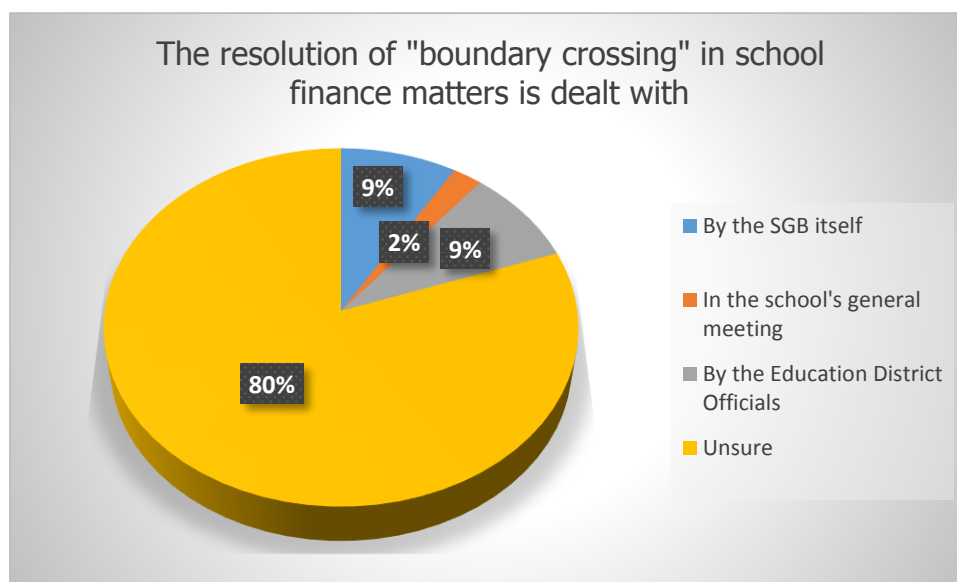
Table 6.6 (B) revealed that 80% of SGBCs indicated that they were not sure about who was mandated to deal address the boundary spanning related problems in schools' financial matters. The following three conflicting participants' responses were given: (a) 9% of the SGBCs indicated that SGBs were responsible for this role; (b) 9% stated that the District Education Office was expected to perform this role; and (c) 2% stated that it was supposed to be dealt with in the schools' general meetings.

5.7.2.1.7 SGB and SMT members know their demarcated roles in school finance matters

The SGBCs were requested to rate whether they agree or disagree with the statement that postulated that the SGB and SMT members know their demarcated roles in school finance matters. Their responses were presented in the table below:

TABLE 5.7 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER SGB AND SMT MEMBERS KNOW THEIR DEMARCATED ROLES IN SCHOOL FINANCE MATTERS

SGB and SMT members know their demarcated roles in school finance matters					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Agree	1	2.2	2.2	2.2
	Disagree	28	60.9	60.9	63.0
	Strongly Disagree	1	2.2	2.2	65.2
	Unsure	16	34.8	34.8	100.0
	Total	46	100.0	100.0	

SGB and SMT members know their demarcated roles in school finance matters
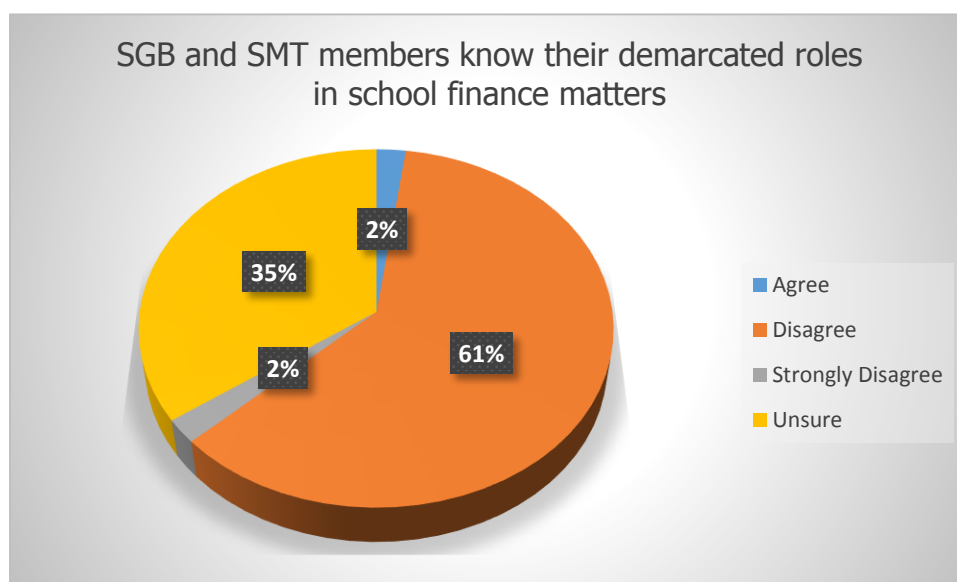
The data presented by Table 5.7 (B) revealed number of results. Firstly, the data suggested that 61% of the SGBCs did not agree that SGBs and SMTs knew their demarcated roles. Secondly, 35% of the SGBCs were not sure whether these structures knew their demarcated roles or not. Thirdly, the data also revealed that only 2% of the SGBCs strongly disagreed the SASA structures knew their demarcated roles. And finally, the data suggested that 2% of the SGBCs agreed that SGBs and SMTs knew their demarcated roles. Since only 2% of the SGBCs agreed that SGBs and SMTs knew their demarcated roles, indicating that 98% of the

members of SGB and SMTs did not know their demarcated roles, it could be declared that SGBs and SMTs do not know their demarcated roles. In other words, the data revealed that the SGBs and SMTs do not know their demarcated roles in school finance matters.

5.7.2.1.8 The habit of performing roles assigned to each other impact positively on the day to day running of the school

The participants were asked to state whether they agree or disagree with the statement that the SGBs' and SMTs' habit of performing roles assigned to each other impacted positively on the day to day running of the school. The SGBCs' responses to this statement were presented below:

TABLE 5.8 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE POSITIVE IMPACT CAUSED BY SGBs' AND SMTs' HABIT OF PERFORMING ROLES ASSIGNED TO EACH OTHER ON THE DAY TO DAY RUNNING OF SCHOOLS

The habit of performing roles assigned to each other impacts positively on the day to day running of the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	21	45.7	45.7	45.7
	Unsure	25	54.3	54.3	100.0
	Total	46	100.0	100.0	

The habit of performing roles assigned to each other impact positively on the day to day running of the school

Disagree 46%
Unsure 54%
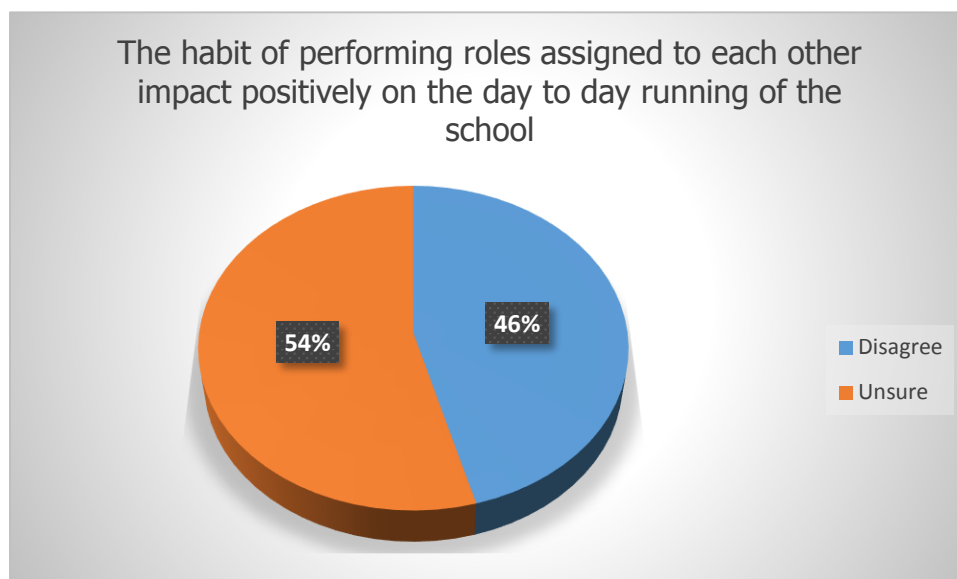
The data captured by Table 5.8 (B) above revealed that 54% of the SGBCs were not sure whether SGBs' and SMTs' habit of performing roles assigned to each other impacted positively on the day to day running of the school. In addition to the above "not sure" response, 46% of the SGBCs disagreed with the statement. In other words, not a single SGBC agreed with the statement. The overall outcome of this testing statement item was that the majority (100%) of SGBC did not know whether SGB-SMT habit of performing roles assigned to each other tends to impact positively on the day-to-day running of schools. It could be speculated that SGBCs who had some understanding of the SASA project disagreed with the statement while SGBCs, who were completely ignorant about the SGB-SMT demarcation of roles, stated that they were not sure.

5.7.2.1.9 Boundary spanning into each other's financial roles adversely affects the performance of governance

The participants were asked to confirm or to refute the statement that boundary spanning into each other's financial roles adversely affects the performance of governance. The table below shows the participants' responses:

TABLE 5.9 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER BOUNDARY SPANNING INTO EACH OTHER'S FINANCIAL ROLES ADVERSELY AFFECTS THE PERFORMANCE OF GOVERNANCE

Boundary spanning into each other's financial roles adversely affects the performance of governance					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	1	2.2	2.2	2.2
	Agree	36	78.3	78.3	80.4
	Unsure	9	19.6	19.6	100.0
	Total	46	100.0	100.0	
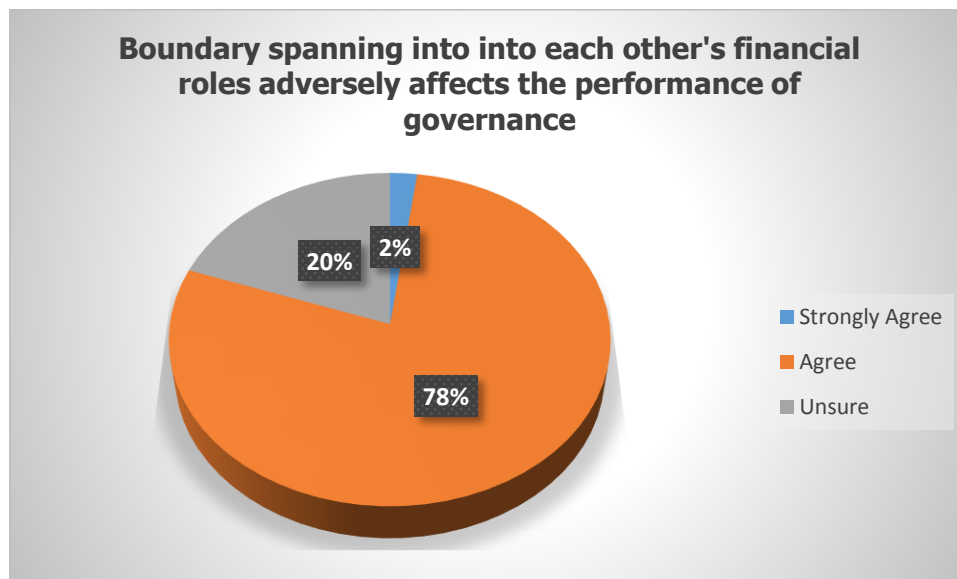
The participants' responses to the statement captured by Table 5.9 (B) above indicated that 78% of the SGBCs agreed that boundary spanning into each other's financial roles adversely affected the performance of governance. This positive outcome was further enhanced by the fact 2% of the SGBCs also strongly agreed that boundary spanning into each other's financial roles adversely affected financial governance performance. If the SGBCs' agree-score of 78% is added to the strongly-agree-score of 2%, it meant that the majority (80%) of SGBCs had positively recognised the fact that boundary crossing into each other's financial roles negatively impacted on the financial governance performance. Finally, the SGBC response data also revealed that 20% of the SGBCs were not sure whether SGBs'

and SMTs' boundary spanning into each other's financial roles negatively impacted on the performance of financial governance or not.

5.7.2.1.10 Education authorities are aware of the development of "boundary spanning conflicts" in schools

The SGB chairperson participants were asked to respond to the statement that education authorities are aware of the developments of boundary spanning conflicts in schools. The following table show their responses: DELETE ALL COLONS IN HEADINGS

TABLE 5.10 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER EDUCATION AUTHORITIES ARE AWARE OF THE DEVELOPMENT OF "BOUNDARY SPANNING CONFLICTS" IN SCHOOLS

Education authorities are aware of the development of "boundary spanning conflicts" in schools					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	2	4.3	4.3	4.3
	Unsure	44	95.7	95.7	100.0
	Total	46	100.0	100.0	

Education authorities are aware of the development of "boundary spanning leadership" in schools

4%

96%

■ Disagree
■ Unsure
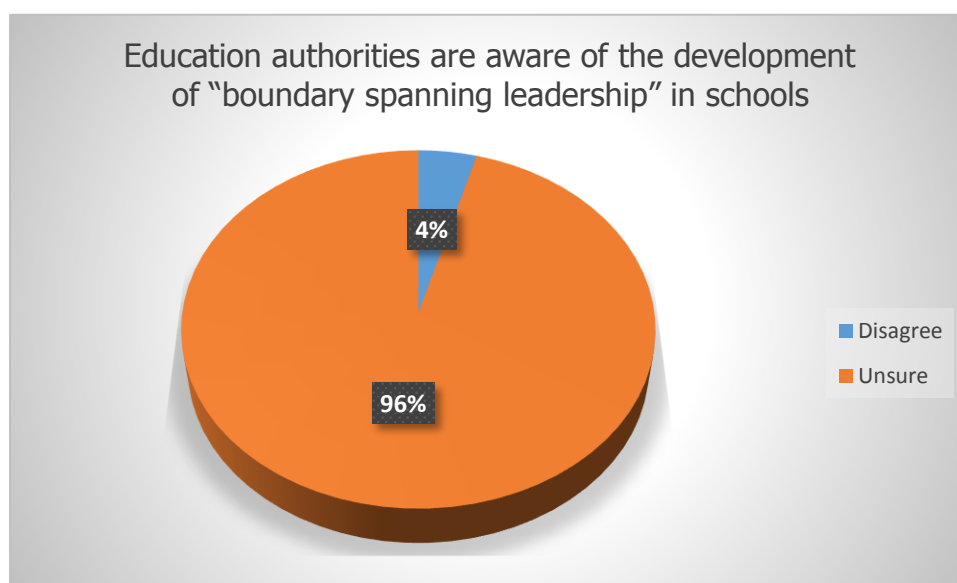
The data captured by Table 5.10 (B) above showed that 96% of SGBs were not sure about whether education authorities were aware of the developments of boundary spanning conflicts between SGBs and SMTs on school finance matters of section 21 high schools. The quantitative data indicated that only 4% of SGBCs indicated that education authorities were not aware of the developments of boundary spanning conflicts on school finance matters between SGBs and SMTs on section 21 high schools.

5.7.2.1.11 SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes

The participants were requested to support or reject the statement that SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes. The table below presents the participants' responses:

TABLE 5.11 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE NEGATIVE IMPACT CAUSED BY SGBs' AND SMTs' CROSSING TO EACH OTHER'S FINANCE FUNCTIONS ON TEACHING AND LEARNING

		Frequency	Percent	Valid Percent	Cumulative Percent
	SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes				
Valid	Strongly Agree	2	4.3	4.3	4.3
	Agree	5	10.9	10.9	15.2
	Unsure	39	84.8	84.8	100.0
	Total	46	100.0	100.0	

SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes

- Strongly Agree — 4%
- Agree — 11%
- Unsure — 85%
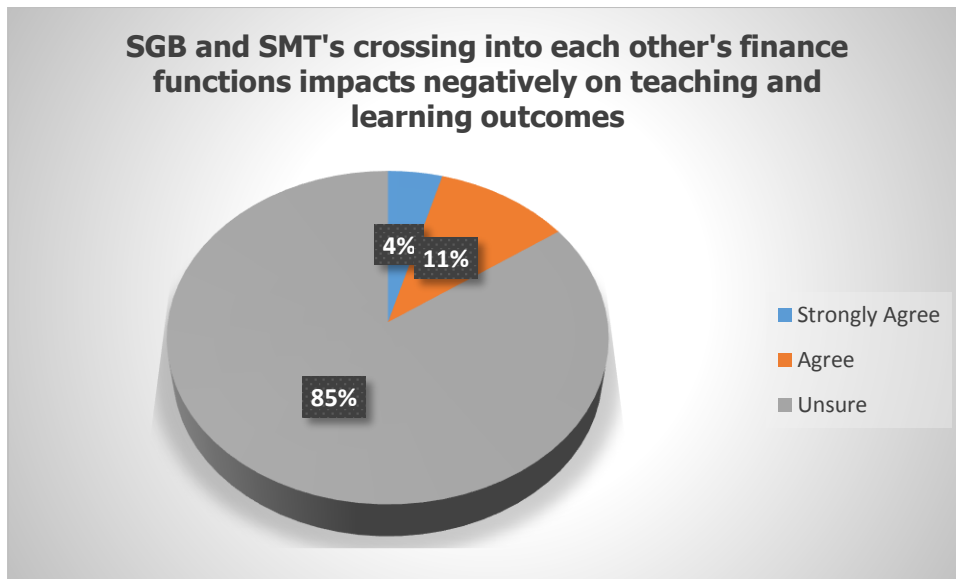
The research evidence captured by Table 5.11 (B) showed that 85% of the SGBs were not sure whether the SGB's and SMT's crossing over into each other's finance functions impacted negatively on teaching and learning outcomes. The positive response to this statement was produced by two reactions to statement. The first positive reaction was that 11% of the sampled participants agreed with the statement and the second positive reaction was that 4% strongly agreed with the same statement. Thus, only 15% of the participants clearly endorsed the statement that the SGBs' and SMTs' crossing over into each other's financial function domains impacted negatively on teaching and learning outcomes.

5.7.2.1.12 Boundary spanning into each other's financial roles adversely affects school management functions

The participants were required to respond to the statement that boundary spanning into each other's financial roles adversely affects school management functions. The table below presented the participants' responses:

TABLE 5.12 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER BOUNDARY SPANNING INTO EACH OTHER'S FINANCIAL ROLES ADVERSELY AFFECTS SCHOOL MANAGEMENT FUNCTIONS

Boundary spanning into each other's financial roles adversely affects school management functions

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	1	2.2	2.2	2.2
	Agree	20	43.5	43.5	45.7
	Unsure	25	54.3	54.3	100.0
	Total	46	100.0	100.0	
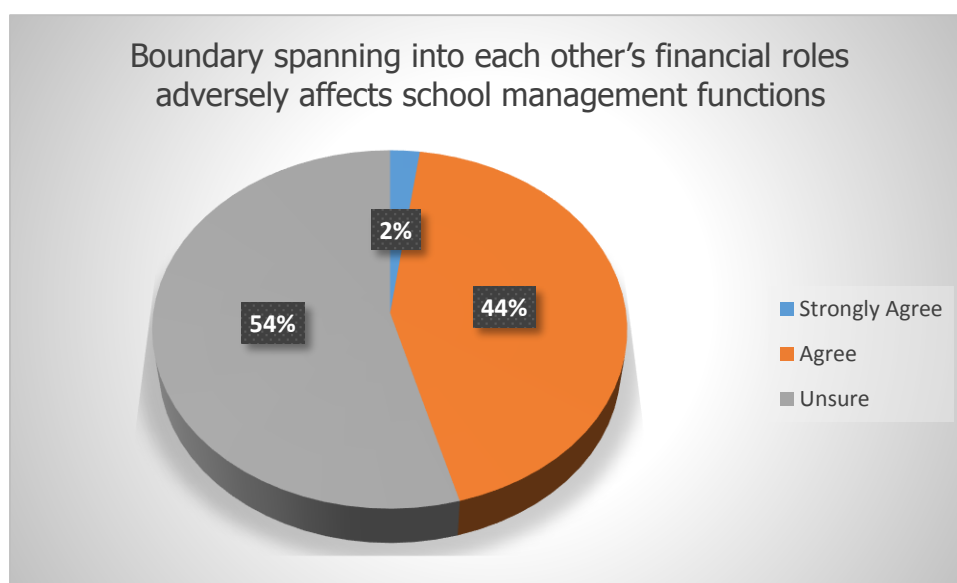
The research data captured by Table 5.12 (B) below indicated that 54% of the SGBCs were not sure whether SGBs' and SMTs' boundary spanning into each other's financial roles adversely affected school management functions. But only 46% (2% strongly agree and 44% agree) of the SGBCs positively endorsed the statement.

5.7.2.1.13 The habit of performing roles assigned to each other impacts negatively on the day to day running of the school

The SGBCs were required to respond to the statement that the habit of performing roles assigned to each other impacts negatively on the day to day running of the school. The table below presented the SGBCs' responses:

TABLE 5.13 (B) SGBCs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE NEGATIVE IMPACT CAUSED BY SGBs' AND SMTs' HABIT OF PERFORMING ROLES ASSIGNED TO EACH OTHER ON THE DAY TO DAY RUNNING OF SCHOOLS

The habit of performing roles assigned to each other impact negatively on the day to day running of the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	1	2.2	2.2	2.2
	Agree	21	45.7	45.7	47.8
	Unsure	24	52.2	52.2	100.0
	Total	46	100.0	100.0	

The habit of performing roles assigned to each other impact negatively on the day to day running of the school
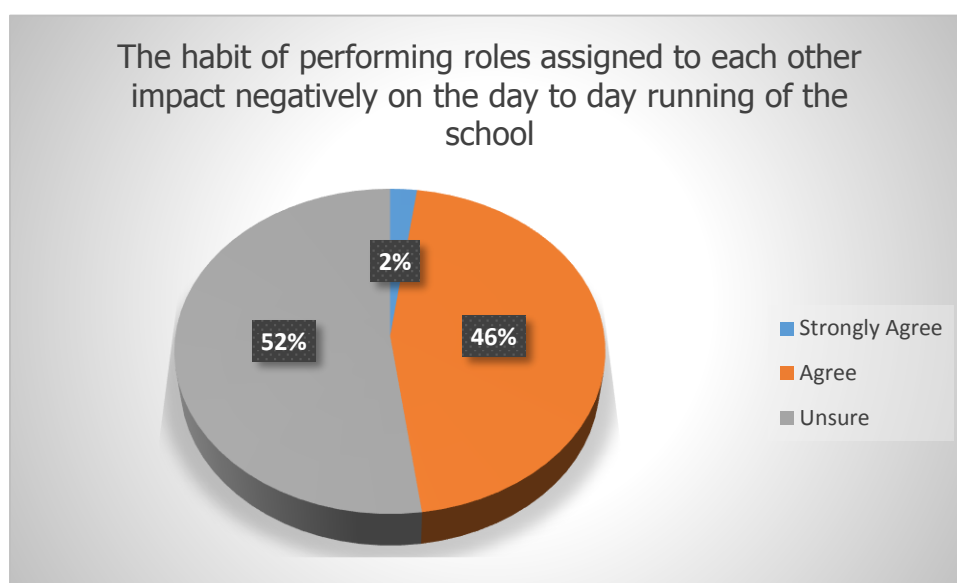
The responses to the above statement were presented by Table 5.13 (B). The analysed data captured by Table 5.13(B) indicated that 52% of the SGBCs were not sure that the habit of performing roles assigned to each other impacted negatively on the day to day running of the school. However, 48% (2% strongly agree and 46% agree) of the SGBCs positively endorsed the statement that the habit of

performing roles assigned to each other impacted negatively on the day to day running of the school.

5.7.2.1.14 Rate the performance of your school's SGB in financial governance

SGBCs were required to rate the performance of their school's SGBs in financial governance. Initially, the rating ranged from 1 (poor) to 10 (good). The SGBCs' responses are captured by the table below:

TABLE 5.14 (B) SGBCs RATING THE PERFORMANCE OF THEIR SCHOOL'S SGBs IN FINANCIAL GOVERNANCE

Rate the performance of your school's SGB in financial governance					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-Poor	18	39.1	39.1	39.1
	2	13	28.3	28.3	67.4
	3	15	32.6	32.6	100.0
	Total	46	100.0	100.0	

Rate the performance of your school's SGB in financial governance

- 1- Poor
- 2
- 3
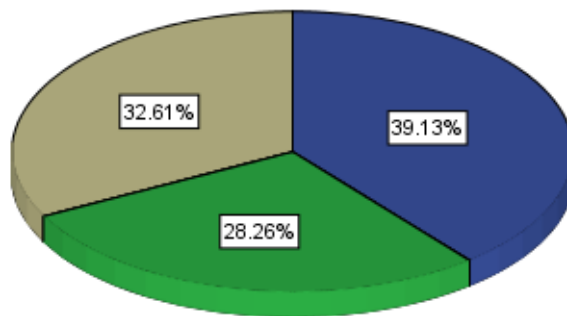
The analysed quantitative data captured by Table 5.14 (B) revealed that the SGBCs rated the performance of their school's SGBs in financial governance. The SGBCs' performance indicators ranged from 1 to 3 indicators: (a) poor rating 1 was 39.13%; (b) poor rating 2 was 28.26% and poor rating 3 was 32.61%. Ranking the SGBCs' performance indicator poor ratings from the highest percentage to the lowest percentage produced the following results: (a) poor rating 1 was 39.13%; (b) poor rating 3 was 32.61% and (c) poor rating 2 was 28.26%. The performance indicator revealed that highest percentage (39.13%) was recorded by poor rating 1 followed by poor ratings poor rating 3 was 32.61%. The lowest percentage was scored by poor 2 (28.26%). All the three performance indicator poor rating scores fell below 50%. Therefore, it could be concluded that SGBCs' three poor rating scores were also relatively poor, suggesting that the performance of SGBs in financial governance was mediocre.

5.7.2.1.15 Rate the performance of your school's SMT in the management of your school's finances.

SGBCs were required to rate the performance of their schools' SMTs in the management of their schools' finances. Initially, the ratings ranged from 1 (poor) to 10 (good). The SGBCs' responses were presented in the table below:

TABLE 5.15 (B) SGBCs RATING THE PERFORMANCE OF THEIR SCHOOL'S SMTs IN THE MANAGEMENT OF THEIR SCHOOL FINANCES

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Rate the performance of your school's SMT in in the management of your school's finances.					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1- Poor	4	8.7	8.7	8.7
	2	10	21.7	21.7	30.4
	3	16	34.8	34.8	65.2
	4	9	19.6	19.6	84.8
	5	5	10.9	10.9	95.7
	6	1	2.2	2.2	97.8
	8	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

Rate the performance of your school's SMT in in the management of your school's finances.
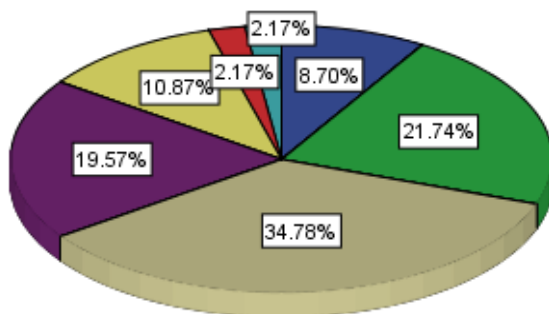
The SGBCs' rating of the performance of their schools' SMTs in the management of their schools' financial resources were presented by Table 5.15 (B) above. The poor-good rating percentage scores were ranked chronologically as followed: (1) 8.7%, (2) 21.7%, (3) 34.8%, (4) 19.6%, (5) 10.9%, (6) 2.2%, and (8) 2.2%.

However, if the SGBCs' performance ratings of their schools' performance of their schools' SMTs in the management of their schools' financial resources were ranked from the highest rating percentage scores to the lowest percentage scores, the SGBs' performance in finances would be exposed. The highest performance rate achieved by SMTs in management of their schools' finances was in 3 (34.78%), which was poor because it feel below the average performance rating score of 50%. The highest performance poor rating − 3 (34.78%) − was followed by 2 (21.74%).

The poor rating with the highest percentage score was 3 (34.78%), which could be described as slightly fair, was followed by 2 (21.74 %) that could also be described as slightly fair. The poor rating score performance indicator, 2 (21.74) which was described as slightly fair, was followed by 5 (10.87%), which was fair.

The rest of the poor rating scores ranked from the highest percentages to the lowest were: (1) (8.70%), (2) 6 (2.17%), and (3) 8 (2.17%), which were all fair. When the three poor ratings of 1, 2 and 3 were combined together, the three-combined-rating amounted to 65.22%, which was highest percentage in contrast with other rating combinations. When the fair ratings of 4 (19.6%,), 5 (10.9%) and 6 ((6) 2.2%,) were added together, the total was 32.61%. However, the poor-good performance rating indicator 8 scored only 2.17%, which was an extremely low percentage. These poor rating score analyse suggested because the combined poor ratings amounted to a higher percentage it meant that the performance of schools' SMTs in the management of school finances was generally poor and unimpressive.

5.7.3 Frequency Analysis (SFOs)

5.7.3.1 Frequency table for SFOS from Table 5.1 (c) to Table 5.15 (C)

5.7.3.1.1 Indicate the South African Schools Act (SASA) finance section on which your school is categorised

The SFOs were also asked to indicate the South African Schools Act section on which their schools are categorised. The South African schools belong to either section 20 or section 21. The rationale behind the question was to check the link between the boundary spanning on finance matters and the SASA section these high schools belong to. The SFOs responses to this question were presented in Table 6.1 (c) below:

TABLE 5.1 (C) SFOs INDICATING THE SOUTH AFRICAN SCHOOLS ACT (SASA) FINANCE SECTION IN WHICH THEIR SCHOOLS ARE CATEGORISED

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Section 21	46	100.0	100.0	100.0

Indicate the South African Schools Act (SASA) finance on which your school is categorised

Section 21 — 100%

The findings showed that 100% of the SFOs indicated that their high schools were in section 21. This suggested that the boundary spanning on financial matters in schools is taking place specifically on section 21 high schools.

5.7.3.1.2 Indicate the fee category in which your school belongs

The SFOs were asked to indicate the fee category in which their schools belonged. This question was shaped and informed by the fact that the South African schools belong to only two fee categories. The two fee categories are (1) a fee category and (2) a no-fee category. The SFOs responses to this question were presented in Table 5.2 (C) below:

TABLE 5.2 (C) SFOs INDICATING THE FEE CATEGORY IN WHICH THEIR SCHOOLS BELONG

Indicate the fee category in which your school belongs					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No-fee school	46	100.0	100.0	100.0

Indicate the fee category in which your school belongs
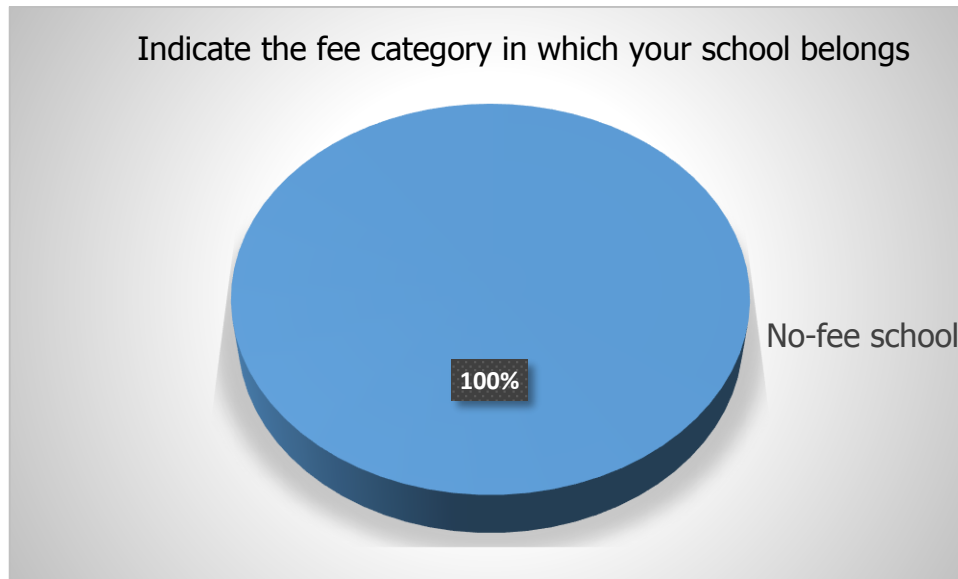
The above findings from the SFOs indicated that their schools were no fee schools. In other words, none of their schools required learners to pay school fees. This means these schools received their funds direclty from the Department of Education. Hence, it meant that these school were both section 21 high schools and no-fee paying high schools.

5.7.3.1.3 Categorise the socio-economic status of your school by checking the quintile in which your school is categorised

As reflected in Table 5.3 (C) below, the SFOs were also asked to state their schools' quintiles. The intention was to establish the socio-economic status of each high school in section 21.

TABLE 5.3 (C) SFOs CATEGORISING THE SOCIO-ECONOMIC STATUS OF THEIR SCHOOLS BY CHECKING THE QUINTILE IN WHICH THEIR SCHOOL ARE CATEGORISED

Categorise the socio-economic status of your school by checking the quintile in which your school is categorised					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Quintile 1	26	56.5	56.5	56.5
	Quintile 2	20	43.5	43.5	100.0
	Total	46	100.0	100.0	

The results generated by the SFOs' responses to the statement that demanded their stating their schools' quintiles revealed that while 56% of their schools were in quintile 1, 44% were in quintile 2. Since quintile 1 and quintile 2 pertain to disadvantaged schools located in resources depleted socio-economic locations, it could be concluded that the SFOs' quintile related responses had confirmed that their schools were located within poverty stricken areas of the Eastern Cape Province.

5.7.3.1.4 What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school?

In order to pinpoint the form of boundary spanning experienced by SGBs and SMTs when they were engaged in management of school finances the SFOs were asked to indicate the specific form of boundary crossing they had experience. Table 6.4 (C) presented the responses from the SFOs:

TABLE 5.4 (C) SFOs ON THE FORM OF THE BOUNDARY SPANNING PHENOMENON IN SCHOOL FINANCE FUNCTIONS BETWEEN THE SGB AND SMT THAT MANIFEST ITSELF IN THEIR OWN SCHOOLS

What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Cross-over/ overstepping of the bounds	45	97.8	97.8	97.8
	Seizure/ taking-over of finance functions	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school

- Cross-over/ overstepping of the bounds — 98%
- Seizure/ taking-over of finance functions — 2%
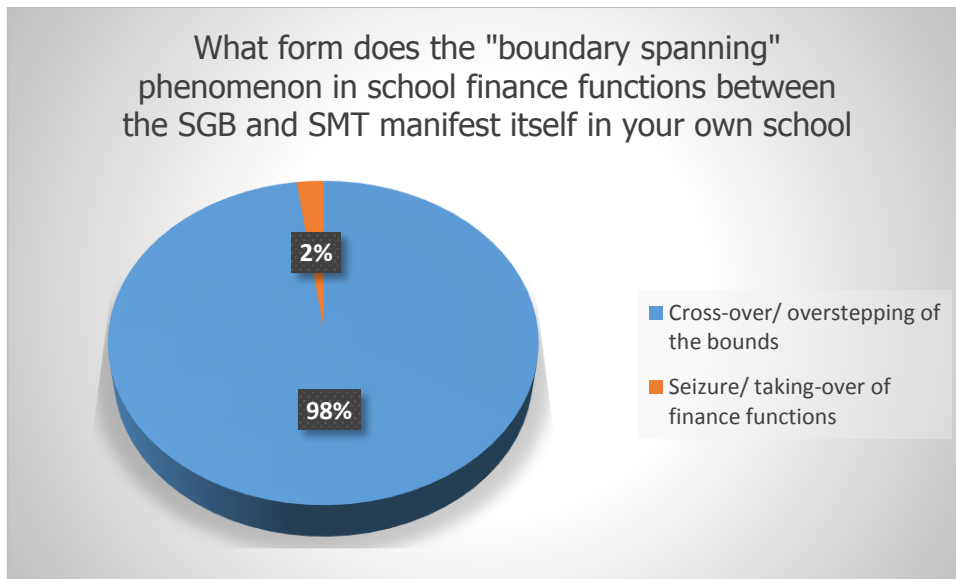
Regarding the form of boundary crossing experienced by SGBs and SMTs (Table 5.4 (C)) when the research was conducted, data showed that 98% of the SFOs indicated that SGBs and SMTs crossed over or oversteppe their bounds when they were engaged with managing school finances in section 21 high schools. Furthermore, 2% of the SFOs revealed that SGBs and SMTs took over or seized the finance funtions while 2% of SFOs indicated that SGBs and SMTs overlapped into each others financial terrain when they were preoccupied with managing school finances.

The data gleaned from participant responses showed that the popular response (98%) was that SGBs and SMTs crossed their bounds when they were engaged in managing school finances. But only a tiny percentage (2%) of SFOS indicated that SGBs or SMTs took over or overlapped when they dealt with school finances.

5.7.3.1.5 The "boundary spanning" phenomenon emerged when the school

The SFOs were expected to indicate whether the boundary spanning on financial matters in their schools emerged when their school were still in section 20 or after they had become section 21. Their responses were reflected in Table 5.5 (C) below:

TABLE 5.5 (C) SFOs ON WHETHER BOUNDARY SPANNING PHENOMENON EMERGED WHEN THE SCHOOLS WERE IN SECTION 20 OR WHEN THEY BECAME SECTION 21

The "boundary spanning" phenomenon emerged when the school

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Became section 21	46	100.0	100.0	100.0

The "boundary spanning" phenomenon emerged when the school

100%

Became section 21

Table 5.5 (C) indicated that SFOs' responses revealed that the boundary crossing in their schools started after their schools had been declared section 21. All the SFO participants (100%) indicated that the boundary crossing problem emerged after their high schools beccme section 21 high schools.

5.7.3.1.6 The resolution of "boundary crossing" in school finance matters is dealt with

The participants were requested to indicate the person or body that deals with the resolution of the boundary crossing on school finance matters. Table 5.6 (C) below showed their responses:

TABLE 5.6 (C) SFOs ON THE RESOLUTION OF THE BOUNDARY CROSSING IN SCHOOL FINANCE MATTERS.

The resolution of "boundary crossing" in school finance matters is dealt with				
	Frequency	Percent	Valid Percent	Cumulative Percent

Valid	By the SGB itself	6	13.0	13.0	13.0
	In the school's general meeting	3	6.5	6.5	19.6
	By the Education District Officials	15	32.6	32.6	52.2
	Unsure	22	47.8	47.8	100.0
	Total	46	100.0	100.0	
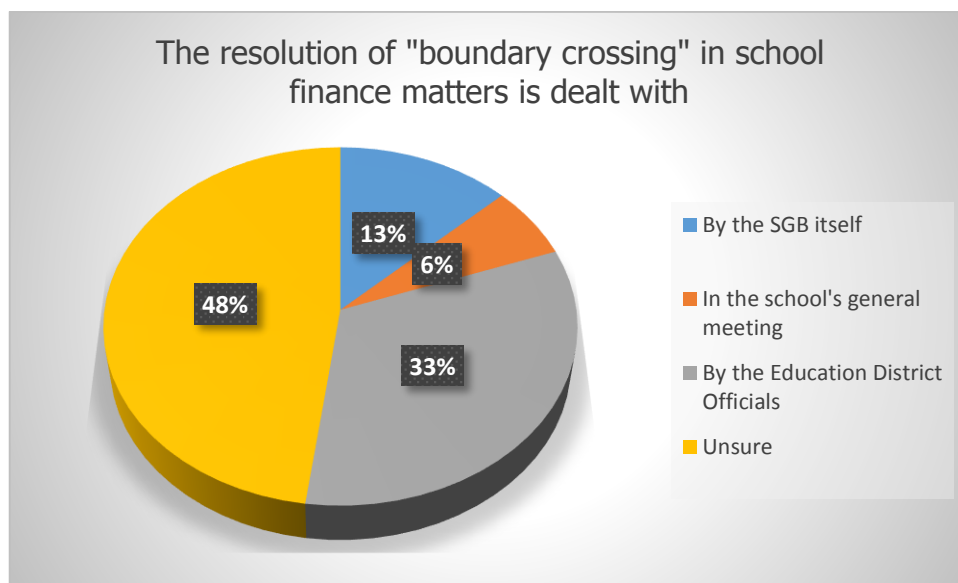
Table 5.6 (C) revealed how the SFO participants responded to the request to indicate the person or body that was mandated to SASA to address problems related to the boundary crossing on school finance matters. The result revealed that 48% of SFOs stated that they were not sure about who was responsible for addressing the boundary spanning related problems on school financial matters. While 33% of SFOs felt that the District Education Office was responsible, 13% of the SFOs indicated that SGBs were mandate to resolve boundary crossing related problems on school financial matters. Finally, the findings presented by Table 5.6 (C), revealed that 6% of SFOs indicated that the boundary spanning related problems on school financial matters were addressed at the schools' general meetings.

5.7.3.1.7 SGB and SMT members know their demarcated roles in school finance matters

The SFOs were requested to rate whether they agree or disagree with the statement that SGB and SMT members know their demarcated roles in school finance matters. Their responses were presented Table 5.7 (C) below:

TABLE 5.7 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER SGB AND SMT MEMBERS KNOW THEIR DEMARCATED ROLES IN SCHOOL FINANCE MATTERS

SGB and SMT members know their demarcated roles in school finance matters					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	32	69.6	69.6	69.6
	Strongly Disagree	1	2.2	2.2	71.7
	Unsure	13	28.3	28.3	100.0
	Total	46	100.0	100.0	
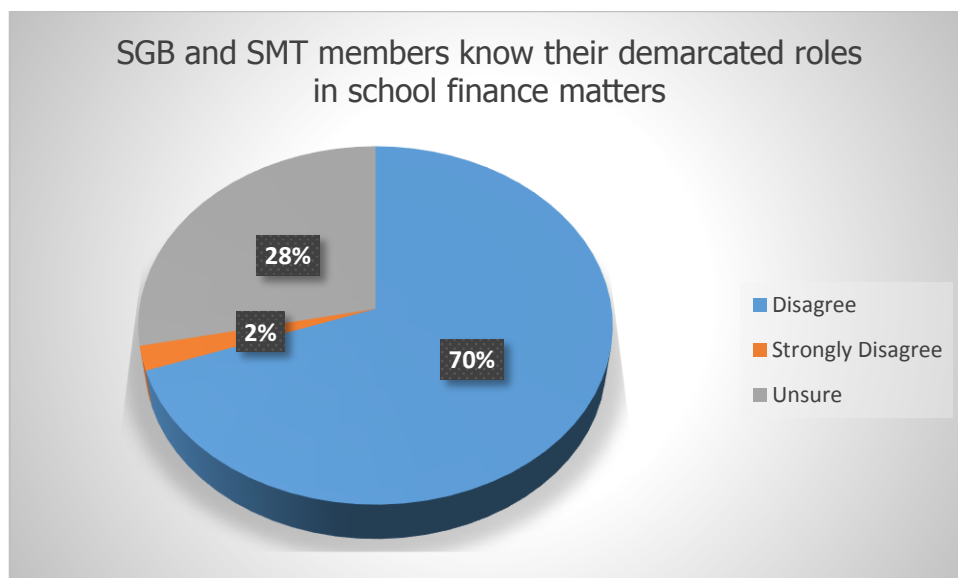
SGB and SMT members know their demarcated roles in school finance matters

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The SFOs were requested to rate whether they agree or disagree with the statement that SGB and SMT members know their demarcated roles in school finance matters. Their responses were presented Table 5.7 (C) below:

The SFOs' responses to whether they agree or disagree with the statement that SGB and SMT members know their demarcated roles in school finance matters were captured by Table 5.7 (C). The results presented by Table 5.7 (C) showed that 70% of the SFOs disagreed with the statement that SGBs and SMTs know their demarcated roles while 28% of the SFOs were not sure. Two percent (2%), however, strongly disagreed. The overall, the findings demonstrated that 72% (70% disagree + 2% strongly disagree) of SFOs felt that SGBs and SMTs do not know their demarcated roles.

5.7.3.1.8 The habit of performing roles assigned to each other impacts positively on the day to day running of the school

The participants were asked to agree or disagree with the statement that the habit of performing roles assigned to each other (SGBs and SMTs) impacts positively on the day to day running of the school. The SFOs' responses were presented in Table 5.8 (C) below:

TABLE 5.8 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE POSITIVE IMPACT CAUSED BY SGBs' AND SMTs' HABIT OF PERFORMING ROLES ASSIGNED TO EACH OTHER ON THE DAY TO DAY RUNNING OF SCHOOLS

The habit of performing roles assigned to each other impacts positively on the day to day running of the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	41	89.1	89.1	89.1
	Strongly Disagree	4	8.7	8.7	97.8
	Unsure	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

The habit of performing roles assigned to each other impact positively on the day to day running of the school

- Disagree
- Strongly Disagree
- Unsure
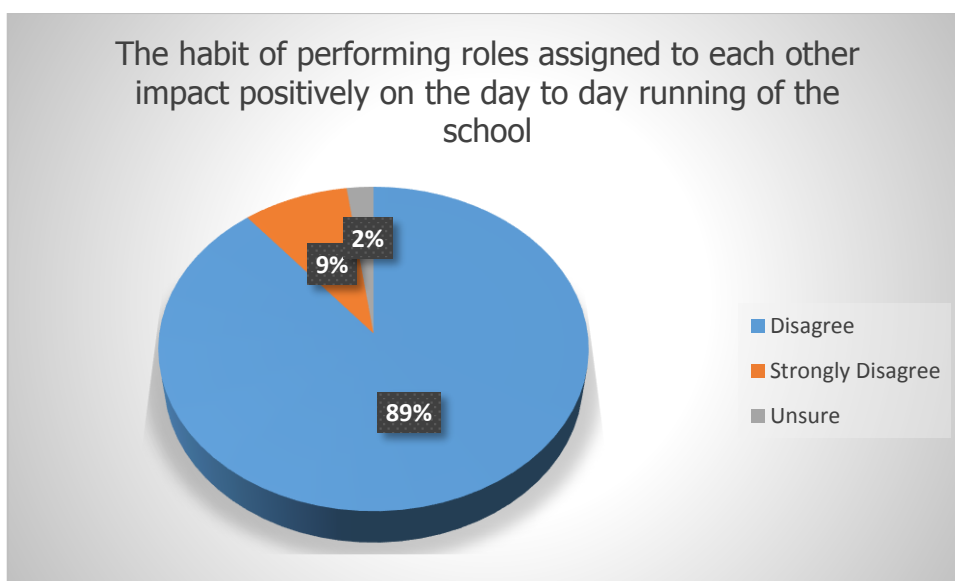
The SFO response results were presented in Table 5.8 (C). The results indicated that 89% of the SFOs disagreed that the boundary spanning by SGBs and SMTs on financial matters impacted positively on the day to day running of the school. Furthermore, 9% of the SFOs strongly disagreed with that statement whereas only 2% of the SFOs were not sure that the statement was correct. Based upon the above results, it could be concluded that 98% (89 % disagree + 9% strongly disagree) of SFOs rejected the statement that the boundary spanning by SGBs and SMTs on financial matters impacted positively on the day to day running of the school.

5.7.3.1.9 Boundary spanning into each other's financial roles adversely affects the performance of governance

The SFO participants were asked to confirm or refute the statement that boundary spanning into each other's financial roles adversely affects the performance of governance. Table 6.9 (C) below conveyed the SFO participants' responses to the statement:

TABLE 5.9 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER BOUNDARY SPANNING INTO EACH OTHER'S FINANCIAL ROLES ADVERSELY AFFECTS THE PERFORMANCE OF GOVERNANCE

Boundary spanning into each other's financial roles adversely affects the performance of governance					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	17	37.0	37.0	37.0
	Agree	28	60.9	60.9	97.8
	Unsure	1	2.2	2.2	100.0
	Total	46	100.0	100.0	
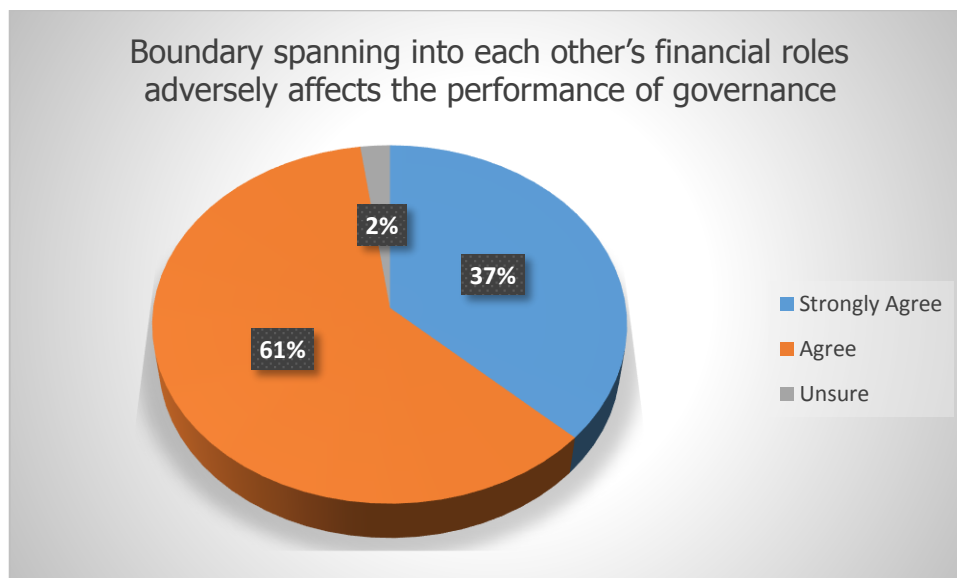
The results of the SFO participants' responses to the statement that boundary spanning into each other's financial roles adversely affects the performance of governance, which were presented in Table 5.9 (C), indicated that 61% of the SFOs agreed with the statement. The findings capture by Table 5.9 (C) also revealed that 37% of the SFOs strongly disagree while only 2% of the SFOs were not sure whether the statement was true or false. The fact that 61% of SFOs agreed with the statement while 37% strongly agreed suggested that 98% (61% agree + 37% strongly agree) SFOs were aware of the negative effects of SGBs' and SMTs' boundary spanning into each other's financial roles.

5.7.3.1.10 Education authorities are aware of the development of "boundary spanning conflicts" in schools

The SFO participants were asked to respond to the statement that education authorities are aware of the developments of boundary spanning conflicts in schools. The following table shows their responses:

TABLE 5.10 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER EDUCATION AUTHORITIES ARE AWARE OF THE DEVELOPMENT OF "BOUNDARY SPANNING CONFLICTS" IN SCHOOLS

Education authorities are aware of the development of "boundary spanning conflicts" in schools					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Agree	33	71.7	71.7	71.7
	Disagree	3	6.5	6.5	78.3
	Unsure	10	21.7	21.7	100.0
	Total	46	100.0	100.0	
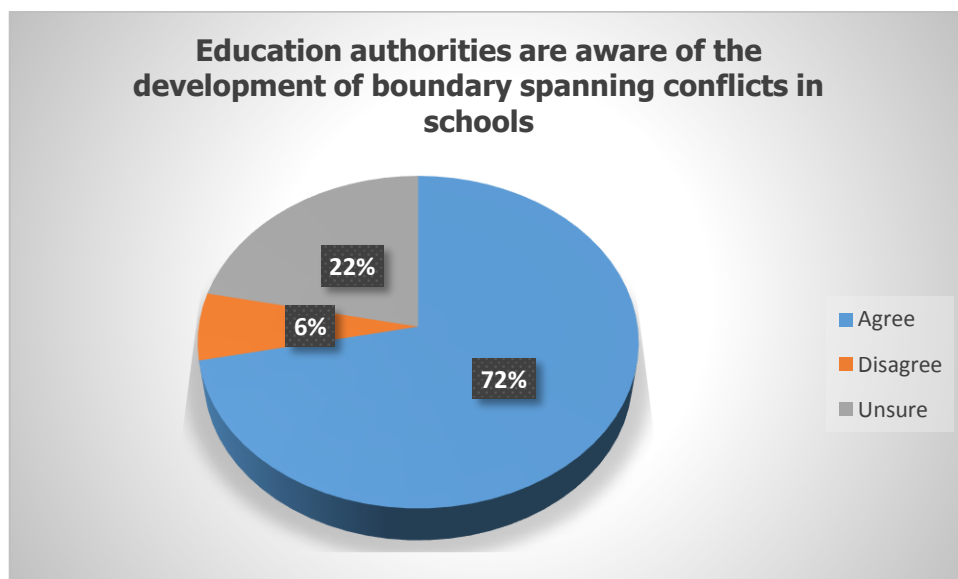
Education authorities are aware of the development of boundary spanning conflicts in schools

The results of the SFOs' responses to the statement that education authorities are aware of the developments of boundary spanning conflicts between SGBs and SMTs on school finance matters of section 21 high schools were presented in Table 5.10 (C). The results indicated that 72% of SFOs agreed with the statement that education authorities are aware of the developments of boundary spanning conflicts between SGBs and SMTs on school finance matters of section 21 high schools. However, 6% of the SFOs believed that education authorities were not aware of the developments of boundary spanning conflicts between SGBs and SMTs on school finance matters of section 21 high schools. The results captured by Table 5.10 also revealed that 22% of SFOs were not sure whether education authorities were aware of the developments of boundary spanning conflicts on school finance matters between SGBs and SMTs of section 21 high schools.

5.7.3.1.11 SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes

The SFO participants were requested to support or reject the statement that SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes. The results of the SFOs' responses were presented in Table 5.11 (C) below:

TABLE 5.11 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE NEGATIVE IMPACT CAUSED BY SGBs' AND SMTs' CROSSING TO EACH OTHER'S FINANCE FUNCTIONS ON TEACHING AND LEARNING

SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	7	15.2	15.2	15.2
	Agree	32	69.6	69.6	84.8
	Unsure	7	15.2	15.2	100.0
	Total	46	100.0	100.0	
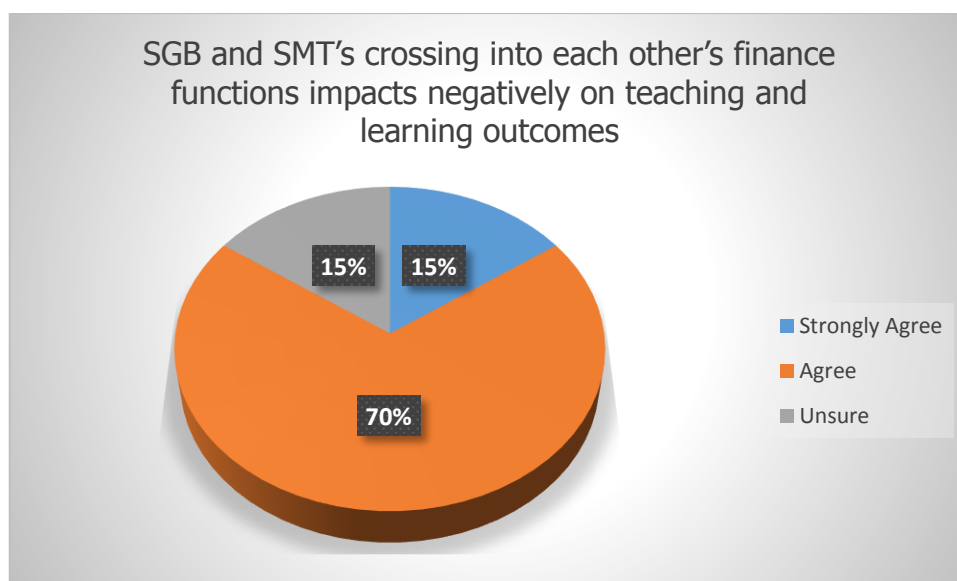
SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes

- Strongly Agree — 15%
- Agree — 70%
- Unsure — 15%

The results of SFOs' responses to the statement that SGBs' and SMTs' crossing into each other's finance functions impacts negatively on teaching and learning outcomes were captured in Table 5.11 (C). These results indicated that 70% of the SFOs agreed to the statement that SGBs' and SMTs' crossing into each other's finance functions impacts negatively on teaching and learning outcomes while 15% of the SFOs strongly agreed with the same statement. However, the SFOs' results also indicated 15% were not sure. Based upon the above results it could be concluded that 85% (70% agree + 15% strongly agree) of the SFOs had re-affirmed that SGBs' and SMTs' crossing into each other's finance functions impacted negatively on teaching and learning outcomes.

5.7.3.1.12 Boundary spanning into each other's financial roles adversely affects school management functions

The SFOs were required to respond to the statement that boundary spanning into each other's financial roles adversely affects school management functions. The results of SFOs' responses to this statement were presented by Table 5.12 (C) below.

TABLE 5.12 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON WHETHER BOUNDARY SPANNING INTO EACH OTHER'S FINANCIAL ROLES ADVERSELY AFFECTS SCHOOL MANAGEMENT FUNCTIONS

Boundary spanning into each other's financial roles adversely affects school management functions					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	6	13.0	13.0	13.0
	Agree	36	78.3	78.3	91.3
	Unsure	4	8.7	8.7	100.0
	Total	46	100.0	100.0	
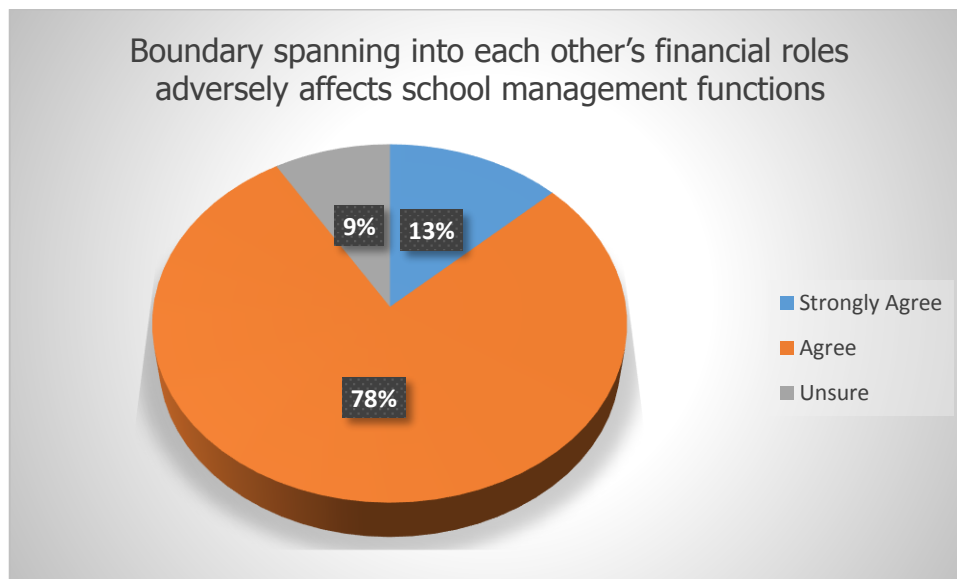
The SFOs' response results captured by Table 5.12 (C) indicated that 78% of the SFOs agreed that boundary spanning by SGBs and SMTs into each other's financial roles adversely affected school management functions while 13% of the SFOs strongly agreed. The results also revealed that 9% of the SFO participants were not sure. Based upon the above results it could be concluded that 91% (78% agree + 13% strongly agree) of the SFO participants supported the statement that boundary spanning by SGBs and SMTs into each other's financial roles adversely affected school management functions.

5.7.3.1.13 The habit of performing roles assigned to each other impacts negatively on the day to day running of the school

The SFO participants were required to respond to the statement that the habit of performing roles assigned to each other impacts negatively on the day to day running of the school. The results of the SFO participants' responses to the statement were presented by Table 5.13 (C) below.

TABLE 5.13 (C) SFOs RATING THE EXTENT OF THEIR AGREEMENT OR DISAGREEMENT ON THE NEGATIVE IMPACT CAUSED BY SGBs' AND SMTs' HABIT OF PERFORMING ROLES ASSIGNED TO EACH OTHER ON THE DAY TO DAY RUNNING OF SCHOOLS

The habit of performing roles assigned to each other impact negatively on the day to day running of the school					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	5	10.9	10.9	10.9
	Agree	39	84.8	84.8	95.7
	Unsure	2	4.3	4.3	100.0
	Total	46	100.0	100.0	
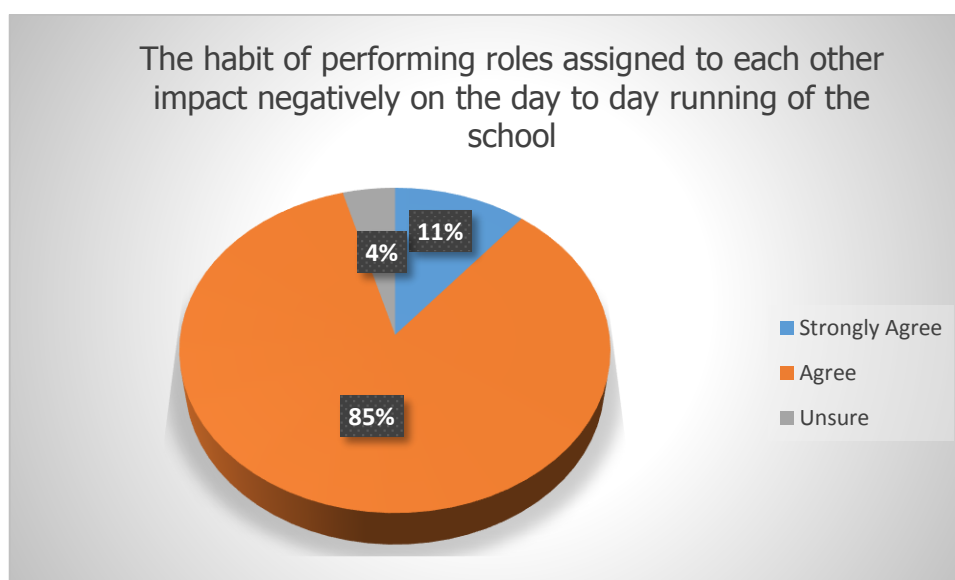
The habit of performing roles assigned to each other impact negatively on the day to day running of the school

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The results of the SFOs' responses to the statement that the habit of performing roles assigned to each other impacts negatively on the day to day running of the school captured by Table 5.13 (C) above demonstrated that 85% of the SFOs agreed with the statement while 11% of the SFOs strongly agreed with the statement. But 4% of the SFO participants were not sure about the same statement. The overall outcome of the SFOs' responses to this statement was that 96% (85% agree + 11% strongly agree) of the SFO participants endorsed the statement that the habit of performing roles assigned to each other impacted negatively on the day to day running of the school.

5.7.3.1.14 Rate the performance of your school's SGB in financial governance

SFOs were required to rate the performance of their schools' SGBs in financial governance. Initially, the rating ranged from 1 (poor) to 10 (good). The results of the SFOs' responses to the statement were presented in Table 5.14 (C) below.

TABLE 5.14 (C) SFOs RATING THE PERFORMANCE OF THEIR SCHOOL'S SGBs IN FINANCIAL GOVERNANCE

Rate the performance of your school's SGB in financial governance		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-Poor	27	58.7	58.7	58.7
	2	14	30.4	30.4	89.1
	3	5	10.9	10.9	100.0
	Total	46	100.0	100.0	

Rate the performance of your school's SGB in financial governance

Legend: 1- Poor / 2 / 3
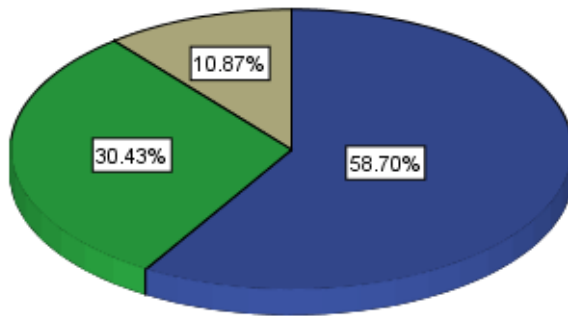
The results of the SFOs' responses to the statement, which were presented in Table 5.14 (C), indicated that the SFO participants rated the performance of their schools' SGBs in financial governance, which ranged between 1 and 3 poor ratings. The results of their poor rating responses were: (1) 1 was 57.70%; (2) 2 was 30.43%; and (3) 3 was 10.87%. The highest percentage recorded by poor (rating 1) followed by 2 and 3 ratings). The three poor rating results (1-57.70%; 2-30.43%; and 3-10.87%) were also relatively poor, suggesting that the performance of SGBs in financial governance was rather mediocre.

5.7.3.1.15 Rate the performance of your school's SMT in the management of your school's finances.

The SFOs were required to rate the performance of their schools' SMTs in the management of their schools' finances. Initially, the rating was arranged from 1 (poor) to 10 (good). The results of the SFOs' evaluation of the performance of their schools' SMTs were presented in Table 5.15 (C) below.

TABLE 5.15 (C) SFOs RATING THE PERFORMANCE OF THEIR SCHOOL'S SMTs IN THE MANAGEMENT OF THEIR SCHOOL FINANCES

Rate the performance of your school's SMT in the management of your school's finances.				
	Frequency	Percent	Valid Percent	Cumulative Percent

Valid					
	1-Poor	21	45.7	45.7	45.7
	2	20	43.5	43.5	89.1
	3	2	4.3	4.3	93.5
	4	2	4.3	4.3	97.8
	5	1	2.2	2.2	100.0
	Total	46	100.0	100.0	

Rate the performance of your school's SMT in in the management of your school's finances.
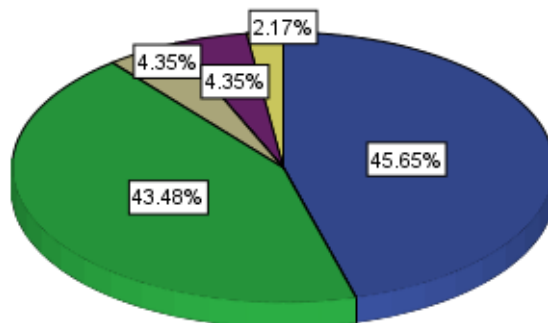
Table 6.15 (C) indicated the results of the ratings by SFOs in the performance of their schools' SMTs in the management of their schools' finances. The results of the SFO participants' assessment of the performance of their schools' SMTs in the management of their schools' financial resources were arranged from the highest percentages to the lowest. The ranking the SFO evaluation of SMTs in management of their schools' financial resources from the highest percentage scores to the lowest percentage scores were (1) performance rating 1 (45.65%), which was poor; (2) performance rating 2 (43.48%), which was also poor; (3) performance rating 3 (4.35%), which was also poor. The other performance ratings extracted from Table 6.15 (C) were (a) performance rating 4 (4.35%), which was slightly fair; (b) the performance rating 5 (2.17%), which was fair. If three poor performance ratings of

1 (45.65%), 2 (43.48%) and 3 (4.35%) were combined, the three-combined-poor-ratings would amount to 93.48%, which is a high percentage score. The sun of the fair ratings of 4 (4.35%) and 5 (2.17%) would amount to a total of 6.52%, which was a very low percentage. This outcome suggested that because the addition of poor ratings amounted to a big high percentage score it meant that the performance of school's SMTs in the management of school finances was generally poor and not impressive at all.

5.8 SUMMARY OF FINDINGS FROM THE QUANTITATIVE INTERPRETATION OF ANALYSED HSPS, SGBCS AND SFOS RESPONSES

This section was devoted to presenting the summary of the findings from the analysed questionnaire responses of HSPs, SGBCs and SFOs. From the analysis of quantitative data, the following was established.

The boundary spanning between SGBs and SMTs on the finance has been taking place in those schools, which have been allocated the section 21 status. The data analysed and interpreted also revealed that the section 21 high schools that experienced boundary spanning were also categorised as no fee. Furthermore, the evidence also supported the view that these schools' socio-economic status tended to be generally poor. It had also been established that participants were not sure about as to who exactly was supposed to deal with the boundary crossing on financial matters in schools. The fact that the participants were deeply unsure about who was mandated to deal with the boundary crossing on financial matters in schools underscored the fact that the sampled participants do not know their demarcated roles. It had been discovered that the crossing over of bounds on financial matters by these two structures had a negative impact on the day to day running of the school. That was not all. It was also revealed that the SGBs' and SMTs' crossing over of bounds on financial matters had adversely affected the performance of both governance and management functions as well as the teaching and learning outcomes. It had also been discovered that the education authorities were aware about the developments of the boundary spanning on financial matters between the SGBs and SMTs in section 21 high schools. What was crucial in this finding was the fact that although the education authorities were aware about the developments of the boundary spanning on financial matters between the SGBs and

SMTs in section 21 high schools and that this negative occurrence impacted negatively on multiplicity of SASA performance objectives nothing was done to remedy these negative situations. What was most depressing was the fact that the above listed implementation negative results were generally attributed to SGBs' and SMTs' poor performance of both the financial governance and financial management.

5.9 THE SUMMARY OF FINDINGS: QUALITATIVE AND QUANTITATIVE STRANDS

The key findings of this study were summarised as follows:

- There was lack of trust coupled with suspicions between the SGBs (chairpersons) and SMTs (principals).

- There were power struggles between SGBs and SMTs in schools for the control of school finances.

- There were corrupt practices by both SGBs and SMTs in the management of school finances.

- There was lack of finance management awareness in section 21 high schools (The lack of capacity building by the department of education).

- There was high illiteracy level among SGBs parent members (parent component).

- The manipulation caused by school governing bodies and school management teams during school finance management processes.

5.10 CONCLUSION

From these findings one could deduce that the financial management processes in section 21 high schools was not as good as one would expect. The above concerns formed the basis of Chapter 6 and were useful in relating this study to the literature in Chapter 2. They also highlighted the new knowledge that was generated by this research.

CHAPTER 6

DISCUSSION OF FINDINGS AND RECOMMENDATIONS

6.1 INTRODUCTION

The purpose of Chapter 6 is to present the findings emanating from the previous chapter. The findings are discussed and backed up by the existing literature. In other words the theoretical framework and the literature review in which the study is grounded are considered to further consolidate the findings and discussion. The chapter has suggested some recommendations to be considered by the Department of Education with regard to the performance of both SGBs and SMTs when managing school finances of section 21 high schools.

The recommended model School Finance Management Awareness Model was linked to the philosophical ideas of Paulo Freire backed by philosophical ideas of theorists of school-based management concept, school-based participative partnership concept, school-based participative management concept and teamwork concept.

The first part of this chapter dealt with the discussion of the findings. This was followed by the presentation of the discussion of the findings drawn from the previous chapter.

6.2 DISCUSSION OF FINDINGS

6.2.1 There Is Lack Of Trust Among SGBs and SMTs/Principals

The findings of this research revealed that the SGBs and SMTs together with school principals do not trust each other when they are engaged in managing school financial resources in section 21 high schools − a negative consequence that seriously undermined the day to day activities of schools. It is stated in the South African Schools Act (Act No. 84 of 1996) that the SGBs and the SMTs were envisaged to be partners in leading and managing the schools' financial resources. The Act states that although their roles are different neither the SGBs nor the SMTs can successfully perform their functions without the active support of the other. Therefore, the Act recommended that both structures (SMT and SGB) should

negotiate their different areas of responsibility and work closely together in the best interests of the school. What is happening in the section 21 high schools is totally different from what is stated in the Act.

The empirical research evidence re-confirmed the chronic mistrust among the SASA partners and the impact of this negative outcome on the day-to-day running of section 21 high schools. Firstly, the HSP 1 endorsed the above finding when he declared that:

> "*The level of trust is very low, very, very low. We don't trust each other at all. Not at all, not at all"* [HSP 1, NMU 21(D)].

The negative issues of mistrust and suspicions between the two major partners rendered unachievable the establishment of SASA-envisaged SGB-SMT partnership.

This finding, which was re-affirmed by [HSP 1, NMU 21(D)], was also supported by another finding taken from Chapter 6. The HSP 2 re-confirmed the persistent mistrust and suspicion between the parent component of the SGB and the school principal about mismanagement of school funds as follows:

> "*….Unfortunately one would say there is always suspicion between the parent component of the SGB and…and…and shall I say SMT, eh…SGBs would always be suspicious that the SMT is mismanaging funds you see at the same time SMTs would want to have absolute control of the finances of the school without necessarily being told by the parent component as to what is it that they should do about the money and how they should do it you see".* [HSP 1, NMU 21(D)]

What the empirical evidence had repeatedly highlighted as the crucial determinant behind the conflicts between the SGBs and SMTs was not only the fact that each structure suspects each other of mismanaging schools' financial resources but also the uncontrollable desire to have an absolute control over all schools' financial resources. The raw data cited above clearly supports this finding. The findings discussed above emerged from the principal participant perspectives. How did SGB chairpersons react to the same issues on mistrusts? The SGBs have also criticised

how both SGB and SMT members allowed mistrusts and the desire for money to derail the SASA stated objectives. For example, the SGBC2 observed that:

"The level of trust is in the lowest end between the SGB and the SMT in this school. It is almost non-existent." [SGBC 2, NMU 12 (A)]

The fact that SGBs and SMTs do not trust each other is an indication that they not working together as team to achieve SASA objectives but also there is no sound financial management in the section 21 high school. The basis of the SGB-SMT partnership derives from two important stipulations in the SA Schools Act. The first objective is to focus on a relationship of mutual trust between the SGBs and SMTs. The second objective is to ensure that the two major partners support not only each other but also to support the school and the school community as complementary role players. The SASA framework mandated the SGBs to be in a position of trust towards the school (Republic of South Africa 1996: SASA section 16). While the principal (SMT) is expected to support the members of the SGB in their governance functions (SASA 1996: section 19), the SGB members are expected to support the SMT and educators in their professional functions (SASA 1996: section 20).

As a result of this lack of trust between SGBs and SMTs tend to perform each other's roles which eventually led to boundary crossing. Donnelly (1999) found in one school case that there were tensions within the governing body particularly between parent governors and SMTs. Mestry (2004, 2006) reported that in one case study the principal increasingly felt that her professional expertise was being undermined mainly by parent governors. The enormity of the SGB-HoD-SMT conflicts that have created the enabling environment for the growth of SGB-SMT boundary spanning phenomenon is revealed by the large number of SASA related conflicts resolved by the courts across the nine provinces.

Bagarette (2012) asserts that SGB members sometimes disrespect the principals. His findings suggest that SGBs abuse their position of trust. The researcher reported that in his study SGB-SMT partnership has been unsuccessful for the past six years because the chairperson of the SGB does not act in the best interests of the school.

The trust relationship between the SGBs and SMTs in a school is of utmost importance for the effective functioning of a school – a negative consequence of the SASA policy implementation that compounds the SGB-SMT conflicts. Bagarette (2012) also identified lack of trust relations as one of the reasons for the failure of the SASA envisaged partnership between SGBs and SMTs. This negative implementation outcome has not only led to the failure of the SASA envisaged partnership but has also contributed to creating the ideal climate for the development of SGB-SMT boundary spanning phenomenon on school finance management in section 21 high schools.

6.2.2 There Are Power Struggles Between SGBs and SMTs In Schools For The Control Of School Finances.

Another common understanding projected by the participants had been on the issue of power struggles for the control of school finances between the SGBs and SMTs in section 21 high schools. This finding had been overwhelming consolidated by other empirical research findings from Chapter 5.

In support of the above the DD respondent *"two causes"* might be responsible for the SGB-SMT debilitating power struggles for the control of school finances: (a) *"the spell of power or authority"* and (b) the *"power over financial resources or authority over financial resources… as well as expenditure, procurement of goods and services including financial accountability"* [DD, NMU 5(A)]. The entire research evidence that projected the above finding is cited in full below:

> *"For me it could be two causes, one it could be a cause in terms of the spell of power or authority which could mean that who between the principal and the SGB has power over financial resources or authority over financial resources of schools which will then include both in terms of policy governing this how it should be used as well as expenditure, procurement of goods and services including financial accountability."* [DD, NMU 5(A)]

The issues of mistrust between the SGBs and SMTs that had made it impossible for two major partners to work together for the best interest of schools and learners was worsened the selfish-motivated battle for control of school financial resources –

meaningless conflicts that impacted negatively on the SASA agenda. AS if these negating outcomes were not enough, the inherent structural weaknesses of SASA/SGB-DoE-SMT framework had further made it more difficult to SGBs, the SMTs and Education Department Officials to perform their functions effectively.

This finding is re-affirmed by the research evidence that indicated that the fact that the SGB chairperson had the final say financial governance and the principal was mandated by SASA to serve as *"the accounting officer"* constituted a potential inherent contradiction within SGB-SMT relationship that could induce the SGB chairperson to feel she has *"the power to dictate"* [DD, NMU 5(B)] what should be done in school finance governance. This finding is endorsed by the following research evidence: "*...if the SGB has the financial function and the principal is appointed the accounting officer inherent in that relationship is a contradiction, a contradiction wherein the SGB might feel that, that gives them the power to dictate"* [DD, NMU 5(B)].

The conflict-ravaged boundary spanning landscape of section 21 high schools of the Butterworth Education District 's list of negative afflictions, SASA design weaknesses and their attendant functions-related contradictions, persistent lack of mutual trusts among stakeholders and power struggles fuelled by inordinate desire to acquire wealth were findings that were highlighted above. These findings are further solidified by another finding taken from the previous chapter, which reported that "the main" source of the SGB-SMT conflicts is "power struggle" [HSP 1, NMU 7(A)]. The evidence further suggested both SGBs and SMTs are intensifying these financial-resources-related feuds, which ultimately exacerbate the boundary spanning between SGBs and SMTs in section 21 schools. As a result of the "power struggle" between SGBs and SMTs section 21 schools located in the Butterworth Education District "frequently" experience "this kind of crossing of boundaries" [HSP 1, NMU 7(A)].

The findings suggested that the SGB-SMT power struggles caused a lot of instability in these schools. This negative outcome also led to the schools' poor academic performance because the focus was shifted from the best interests of schools and learners to fighting for financial control aimed at individual personal enrichment. The

research evidence corroborated the above finding. The evidence proved that SASA landscape was always dominated by SGB-SMT related "competition" mounted by both "*the parent component of the SGB*" and the school principal together with the SMT members. The two major partners had been fighting fiercely since the inception of section 21 high school status "*to have complete control because if they have complete control over the finances of the school, the financial management of the school*", they would have unlimited access to the school's financial "*gateway to getting those kickbacks*" [HSP 2, NMU 5(F)].

The study by Bagarette (2011, p. 223), which investigated the power struggle between the SGBs and principals in public schools, found out that the power relations between the SGBs and principals in public schools highlighted a number of conflict problem areas "such as unidentified roles, the misunderstanding of roles, overstepping of power and the abdication of power as some of the reasons for poor working relations between the two centres of power".

The literature reviewed has reinforced the argument that the struggle for power within the SASA/SGB-SMT landscape is the dominant driver of the SGB-SMT conflicts over the control of school financial resources and the major factor that fuels the boundary spanning phenomenon. This viewpoint has been rehearsed by Deem, Brehony and Heath (1995), who also argue that the practices and the processes of school governance in all cultural contexts can only be unveiled if researchers understand the power relation dynamics that characterise SASA/SGB-SMT framework. The SGB-SMT power struggle has rendered school governance a complex issue and is the reason why some functions such as decisions about school fees have tended not only to be problematic (Sayed, 2002) but have also compounded the SGB-SMT conflicts. Karlsson (2002) explicates the impact of power relation dynamics on the SASA/SGB-SMT partnership when he observes that some principals tend to resist sharing power and working together with SGBs in a partnership because they have become used to possessing all the power to manage the school, including its finances. This power struggle between the SGBs and SMTs is expected to continue, unless the partnership concept is adopted by both players and successfully implemented.

6.2.3 There Are Corrupt Practices By Both SGBs And SMTs In The Management Of School Finances.

All the respondents' multi-voiced collective views focused on the issue of corrupt practices linked to the issue of financial management in section 21 high schools. The reflexive key words used by the participants in crafting their real-life accounts exposed the fact that a lot of corruption is happening in schools. The evidence marshalled also strongly suggested that corrupt practices within the SASA school improvement landscape are being fuelled by the boundary spanning on financial matters between these SGBs and SMTs. School principals, SMT members and SGB chairpersons and SGB parent governors are all engaged in corrupt practices. These corrupt practices have created the fertile school environment for mismanagement and misappropriation of funds – corrosive negative outcomes that make learners and schools suffer.

The study had cited a number of pieces of research evidence, which re-affirmed the research findings on corrupt practices and their negative effects on the implementation results. For example, the research evidence, [DD, NMU 14 (C)], reported that "*a principal who is corrupt…will manipulate the SGB to further his own interests".* The evidence brilliantly provided a counter finding that argued that a school that has "a strong SGB" will be able to prevent a corrupt school principal from perpetrating corrupt practices.

The next piece of research evidence did not only reinforce the corrupt-practices-related finding outlined above but also expanded it by enlarging it with real-life details. This evidence re-consolidated the findings on corrupt practices by stating principals "*are very, very corrupt"* and that their "*corrupt practises"* are specifically focused on "school finances" [EDO, NMU 13(B)]. This research evidence further highlighted the corrupt-practices-based finding by indicating that a particular school principal created a corrupt-practice strategy for enriching himself/herself from tender procurement opportunities offered school sporting activities like inter-school matches to be played in another town or city. According to the research evidence [EDO, NMU 13(B)], when school matches are supposed to played, prescribed procurement

regulations are supposed to be followed but the school principal tended to ignored all legislated procedures. The principal would not get quotations from three different service providers in accordance with the prescribed procedure. Instead he would go to service providers with whom he had negotiated kickbacks: a bus owner or a taxi owner and finalise a tender procurement deals that ignored the prescribed procurement regulations. The above finding is further supported by the following piece of evidence:

> "There is no procurement, they just go to that bus owner or that taxi owner because they know that they are going to get some kickbacks. There will be some kickbacks". [EDO, NMU 13(B)]

The ongoing discussion of findings focused on corrupt practices perpetrated by the school principals and SMT members are further deepened by another piece of research evidence.

This illustration of corrupt practices linked to ordering "*learner teacher support material and stationery*" [EDO, NMU 13(C)] re-enacted that of school sporting activities like school matches [EDO, NMU 13(B)]. Just like the tender procurement regulations were ignored by school principals and SMTs in the school sporting activities procurement transactions the prescribed procedures were also violated in the teacher-learner support material and stationery procurement transaction. This finding was re-consolidated by the followed piece of research evidence:

> "*When they order learner teacher support material and stationery, you notice that the principal together with his/her SMT meet with a certain book seller, and they agree that if we by books from you at a certain amount the commission that we are suppose to get is so much or is this amount of money*". [EDO, NMU 13(C)]

The final piece of evidence that endorsed the collective findings focused on corrupt practices that seriously undermined the stated objectives of the SASA/SGB-DoE-SMT large scale school reform programme is provided by a school principal's perspective

on the SGB-SMT corrupt practices. The tender procurement malpractice research evidence that exposed the issue of corruption here was linked to infrastructure building procurement transaction unilaterally initiated and finalised by the SGB chairperson and SGB parent members that excluded the principal and the SMT members. The research evidence re-affirmed the number of findings focused on school financial resources related procurement transactions. This last piece of evidence focused on corrupt practices revealed that "*the SGB members wanted to benefit in that infrastructure in the form of bribes*" [HSP 1, NMU 22(D)]. The evidence further did not only endorse the findings on corrupt practices but it also added other corrupt dimensions to the list of corrupt practice strategies used by SGBs and SMTs to enrich themselves: embezzlement, fraud, and theft.

The evidence emphasised the fact that SGBs "wanted to enrich themselves". They achieved their selfish objectives by using school funds to order products from service providers and although the goods were delivered to the school according to the delivery signed documents, they goods could not be located at the school premises. This finding was supported by the following research evidence: "…there were things that were delivered by the service provider but which never reached the school but somebody signed for those things…." [HSP 1, NMU 22(D)].

The findings discussed in this section coupled with the concrete collection of research evidence that were used to support them clearly sustained the conclusion that the school finances are not being used for the best interests of schools and learners. These corrupt practices have led to fierce SGB versus SMT conflicts in these schools. According to Mestry (2004, 2006), besides the conflicts, the embezzlement, fraud and theft, which were committed by some members of the SGBs and SMTs, have turned many schools into victims of mismanagement or misappropriation of school funds.

Research confirms another major area of SGB-SMT school-based friction that worsened the growth of SGB-SMT boundary spanning conflicts. It was reported that principals and SGBs have often been subjected to forensic audits by the Department of Education because of mismanagement of funds through misappropriation, fraud,

pilfering of cash, theft and improper control of financial records (Beckmann, 2009; Serfontein, 2010).

The empirical research evidence suggested that SGBs and SMTs knowingly tend to appoint incompetent individuals who are willing to pay bribes for their employment. The corrupt SGB chairpersons and SGB parent members and school principals and SMT members, who succumbed to corrupt practices, were lured by desire to get kickbacks or to be paid kickbacks. SGB chairpersons and SGB parent governors tend to use their majority vote to ensure that service provider who paid the bribes or the kickbacks gets the tender. SGBs and SMTs have come to be structures where nepotism, tribalism, regionalism and corruption in the form of kickbacks manifest themselves.

The corrupt practices trend can be described in general terms. A corrupt SGB constituency representative recommends an incompetent job seeker for a job at the expense of qualifying and well deserving candidates and at the expense of the interests of the school and learners. This finding is also supported by Bagarette (2012), who argues that the SGB chairperson is reported to be only interested in the financial benefits he can get from the school. Bagarette (2012) reported that when contractors tendered for work at this school, the SGB male chairperson manipulated the tenders in such a way that his friends got the tenders.

The efforts of others are not considered worthwhile and valued. Owing to the existence of chronic corruption, prejudice and discrimination, SGBs have been able to establish power games playing out within the SGB structure. SGBs have become the antithesis and enemies of the school-based development agenda. The school's developmental agenda in most cases suffers because of these corrupt practices. SGBs and SMTs make financial-resources-based decisions when they want to use school funds. The second situation that demands the joint SGB-SMT financial-based decision entails selecting tenders that are biased and depend on whether the person to be considered is a relative, friend, clansman or political foe and the two structures are unable to make honest decisions because members of two SASA major partners

always want to enrich themselves. The overall outcome of these corrupt practice findings outlined above had negatively impacted on the schools and learners because an incompetent and unqualified job seeker who was selected in that way is usually not capable of performing the job in accordance with the expected standards. An incompetent and an unqualified job-seeker fraudulently employed is more likely to mess up than successfully do his/her because the way he/she was recommended was not genuine and was not on the basis of merit.

There is a persistent corruption related problem whenever the school has to spend any of its vast financial resources. All school expenditure processes begin with the identification of the school's needs. This first stage involves the competing interests – SGB parent members who are in majority and the SMT members who are in minority. The SGB parent members, who are in majority, are not only handicapped by their lack of education, but they also do not know much about the school's needs. Owing to these negative personal attributes, SGB parent members are compelled to use corrupt practices involving recruiting unqualified and incompetent candidates who gave them kickbacks or paid them bribes.

In the SGB structure, parents are in the majority. And because of this, it is easy for SGB parent governors to recommend anyone who has paid kickbacks using their majority. This meant that the job-seekers recommended for employment by the SGBs are neither the best candidates for the job nor is the SGB's recommendation driven by the best interests of the school and learners. It must be emphasised that incompetent job seekers tend to be recommended and recruited by the SGB chairpersons because they had paid bribes. The research evidence overwhelmingly confirmed the finding that there is a lot of corruption in the management processes of school finances in section 21 high schools.

6.2.4 There Is Lack Of Capacity Building By The Department Of Education.

Another finding strongly and repeatedly re-affirmed by a list of pieces of research evidence was the multi-voiced participant collective understanding that the Department of Education had failed to achieve its capacity building and empowerment objectives aimed at training SGBs and SMTs. The research evidence

suggested the performance indicators of the implementers of the SASA school improvement programme had proved that SGBs and SMTs lacked financial management competence. Both SGBs and SMTs are not aware of the fact that they do not have finance management skills. And this lack of essential knowledge competences had led to SGB-SMT conflicts. To what extent are our SGBs and SMTs capacitated to discharge financial responsibilities is a big question. The findings related to this question had intimated that the financial management processes, which were produced by the investigation into boundary spanning phenomenon experienced at section 21 high schools, lacked integrity precisely because of the SGBs' and the SMTs' skills competence incapacity.

The associated findings on SGBs' and SMTs' lack of skills capacity, the failure of DBE organisers of skills capacity building workshops to capacitate SGB parent members and SMT members and the attendant negative effects of the poor workshopping were discussed in great detail in the previous chapter and also in this chapter. In this section, however, the purpose is to present how empirical evidence and the literature had further reinforced these findings. The ineffectiveness of the skills capacity training workshops provided for SGB parent members has been signified by the derogative phrase that had been repeatedly used by SASA school agenda study participants: "*microwaving kind of workshops*". The research evidence pointed out that this negative phrase had been used to describe the workshops "*because they* (SGBs and SMTs) *are not given a good kind of workshop that we would clearly enhance the capacity of both the principal and that of the school governing body*" [HSP 1, NMU 15(D)]. This failure had far ranging negative implications that negated all attempts by SASA major partners to successfully discharge their school financial duties allocated to them by SASA. Another piece of research evidence had elaborated upon the above failed-workshop-related finding. Namely, although the workshops were expected to be conducted every year, "the SGBs that were elected last year in 2012" [HSP 1, NMU 15(F)] were not yet called for the expected intensive capacity building workshops. What was worrying was the fact that it was now the end of 2013 and the SGB parent governors had not been called for any form of intensive training workshops. The negative outcomes of this dereliction of duty on

the part of Education Department officials are (1) SGB parent members were not capacitated and did not the know the relevant "pieces of legislation" [HSP 1, NMU 15(F)] they needed to perform their financial roles without crossing into SMTs' demarcated financial roles; (2) the skills capacity building workshops were not conducted regularly; (3) the failure to provide the workshops regularly had led to conflicts among the school stakeholders; (3) the school principals used the chaos created by the tug of war between the school managers and the SGBs to use manipulative strategies to dominate SGB parent governors.

The skills capacity building related findings analysed above were further re-consolidated by another piece of evidence [EDO, NMU 6 (F)] that suggested that SBG members' inability to acquire financial governance skills expected to be transferred to them by the skills competence training workshops should be attributed to the fact that the workshops were not conducted regularly. As the EDO participant put it: "*The reason why these SGBs do not know…nothing…is that they are not being capacitated… the capacity building is done once in a while*" [EDO, NMU 6 (F)].

The findings on the issue of inefficiency skills capacity training workshops and the resultant negative consequences, which undermined SGB parent members' abilities to perform their functions successfully, were further expanded and deepened by more pieces of research evidence [HSP 2, NMU 10(B)]. Another piece of evidence deepened the clusters of findings that argued that Education Department officials' systemic failures to perform their functions effectively impacted negatively on SGBs' and SMTs' strivings to successfully discharge their duties. The evidence magnified the incompetence of Education Department officials by declaring that some of the circuit managers mandated to conduct skills capacity building workshops for parent members of the SGBs and SMT educators were incapable of doing anything successfully. This virulent-negative-portrait of circuit managers was magnified by the assertion that that the circuit managers mandated to conduct skills training workshops lacked the essential knowledge, which could help them to conduct well-structured workshops capable of transferring financial management skills to SGBs

and SMTs. That was not all their knowledge deficit. The evidence underscored the fact that they were incapable of addressing the confusions workshops had already infused into the limited body of knowledge SGBs and SMTs already possessed. Hence, the circuit managers, who were mandated to address the problems created by the poor workshopping already delivered to SGBs and SMTs, were more likely to cause more *"confusion instead of decreasing it"* [HSP 2, NMU 10(B)]*.* This piece of evidence attributed the negative unintended consequence − the expansion of confusion instead of decreasing it − to the circuit managers' "*probably lack of in-depth knowledge about"* [HSP 2, NMU 10(B)] how to design and to conduct skills training workshops. Evidence indicated that Section 19 of South African Schools Act No. 84 of 1996 talks about skills capacity building workshops that should be conducted every year to develop the school governing bodies. However, the administrative policy underscored by Section 19 of SASA is never implemented by the Departmental Officials. In its affirmation of the importance of Section 19 of SASA, the last piece evidence linked to the capacity-building related finding stated that the skills capacity building workshop programme….*leaves much to be desired… I'm saying section 19 is not implemented"* [HSP 1, NMU 15 (E)].

It is clear from the findings that there is a lot to be done in order to capacitate the SGBs and SMTs on managing school finances. Mestry (2004), Mncube and Mafora (2013) have suggested that there are school governing bodies and principals, who have little knowledge of the contents of the Schools Act or who are simply interpreting the SASA policy framework incorrectly. In other words, these principals and SGB members lack the necessary financial knowledge and skills. This knowledge and skills deficit placed them under tremendous pressure because they are unable to work out practical solutions to practical problems on school finances. The failure of the SGB-SMT training programme could be attributed to the fact that the principal or members of the school governing body may choose to sweep these financial problems under the carpet for fear of being implicated (Mestry, 2004, 2006). It is evident that every school manager, whether a member of the SGB or SMT, must have some knowledge and skills relating to the inner workings of the finances of a school.

The research evidence suggested both SGBs and SMT/principals do not possess enough skills capacity that might enable them to successfully handle the school financial management. The available evidence also indicated that lack of skills capacity essential for effective performance of financial roles is one of the greatest difficulties facing SGBs and SMTs.

The SGBs' persistent poor performance of their financial roles did not only point out the fact that the SGBs' level of skills capacity building knowledge base is inadequate but also the shoddy way in which capacity training workshops were conducted by District Education Department officials exposed the incapacitated state of SGBs. The evidence suggested that one would attribute the failure to capacitate SGBs to the District Office's lack of personnel. Namely, the District Education Office with less than minimum number of Departmental Officials was not expected to capacitate members of SGBs from more than five hundred schools in one or two days a year. These SGBs failed to perform their mandated financial roles because they were not given the specialist training prescribed by SASA: the customized training package suitable for their different literacy levels. The empirical evidence and the literature reviewed had suggested that as long as this SGB empowerment is neglected or as long as SGBs' capacity building is treated as a once off event, manipulation and social inequality will continue to prevail. The findings of Ntshangase's (2002) study revealed that the principals felt insecure about the change introduced by the SASA framework and were not sure how to manage school governance when parents were reluctant to participate. Furthermore, the findings suggested that the school principals did not understand the prescripts of the SASA policy framework.

SGBs and SMTs have not been adequately to successfully perform their financial responsibilities. Sometimes, even if the SGBs and SMTs are invited to attend that once-off- workshops which are aimed at capacitating them so that they are able to discharge these processes effectively, some of them do not attend because they do not want to own these processes and they do not see any value in these processes. Even the language used at these workshops does not suit their level of education

and they become bored. The SGBs lack of capacity building knowledge can be ascribed to the failure of the Department of Education to capacitate the SGBs and SMTs through workshops. Instead of the SASA prescribed workshops, the SGBs receive only a crash course which leaves them with a lot of grey areas that also make them vulnerable to all forms of manipulation by other interested parties. The negative outcomes of the Education Department officials' failure to capacitate had created disputes which delayed educational development needs of schools and learners. The non-capacitation of SGBs created a loophole which SGBs exploited in making early decisions which were frequently influenced by the direct result of incapacitation. Furthermore, the evidence intimated one could argue that due to lack of capacitation, SGBs do not even recognise the need for training, where they want to be and the intended end results of training. Hence, both internal and external contextual forces have been exploiting the SGBs' confused and chaotic state of affairs to manipulate them.

The Department of Education knows very well that SGBs are not aware of the body of legislations that are crucial for their effective performance of their financial roles but it does nothing with this knowledge. Within the context of these SASA-implementation processes even the Departmental Officials have not been adequately capacitated as resource persons, who fully understand the SASA implementation processes. The Education Department cannot expect SGBs to be adequately capacitated by submitting them to a content deficient one-day workshop.

The other weaknesses of the "microwave" workshops were that the DoE organisers offered to SGBs without ensuring that there was enough material to be given to be given to the SGB attendees during the one-day-workshop-session. The research evidence also indicated that another weakness of the microwave workshop was that it failed to take into consideration different literacy levels of SGB parent members from urban areas and rural areas. Namely, the DoE workshop organisers failed to give the specialist training workshops prescribed by SASA: the customized training package suitable for their different literacy levels of the SGB parent members.

As a result the failed skills training workshop programmes SGBs do not know exactly what they are supposed to do and they are completely unaware of the body of SASA-implementation procedure knowledge and the legislation that empowers them. The findings show that conflicts during these processes are caused by the lack of knowledge, incapacity or empowerment among SGBs and SMTs. The evidence had also suggested that even the Departmental Officials lack the essential knowledge that they are expected to use in successfully discharging their duties.

The skills and financial management knowledge essential for implementing the complex the power sharing school governance and management mechanism designed by SASA pose the greatest challenges that have undermined the SGBs' and SMTs' ability to effectively perform their school financial roles. The intricacy of the roles imposed upon SGBs and SMTs is responsible for the implementation failure. First, how are parent governors with inadequate skills and knowledge in financial management skills supposed to perform the complex functions assigned to them by SASA? The review of the school finance governance duties allocated to SGBs can clarify the root cause of the power sharing problem.

6.2.5 There Is High Illiteracy Level Within The SGB Parent Component

The accumulative research evidence had emphasised the finding that the SGB parent members' high level of illiteracy had exerted a great negative effect on boundary crossing between SGBs and SMTs on school finance matters. The first piece of research evidence had confirmed the above finding by declaring repeatedly that SGB parent members with *"the high illiteracy rate...don't know their roles"* and that this "always" constitutes "a problem" [HSP 2, NMU 9(A)].

The above high illiteracy level related finding was further deepened by another piece of research evidence. This piece of evidence suggested that SGB parent members "always think that that people are cheating" them because the majority of them (80%) are illiterate and "don't know these things" [HSP 3, NMU 15 (A)].

How the high illiteracy levels of SGB parent governors affected the SGBs' performance of their financial roles is further highlighted by another piece of research evidence. The evidence suggested the high illiteracy rates did not only

make it impossible for SGB parent members to perform their roles successfully but it also either undermined the uneducated SGB chairpersons' self-confidence or it made them "become afraid to talk to the SMTs" [EDO, NMU 8(B)].

[EDO, NMU 8(B)] "In SGB the rate of illiteracy is a problem, now that the SGB members are illiterate, they use that at the expense of, now that they are illiterate they become afraid to talk to the SMTs." The findings on SGB parent members' illiteracy and the overall negative effect on schools core business of teaching and learning are further expanded by another piece of research evidence. The finding generated by this evidence was that the school principals tend to use high illiteracy levels of SGB parent members to manipulate them and to take a complete control of the schools' financial resources.

The evidence also suggested that school principals strongly felt that SGB parent members who are not educated or illiterate should not have been mandated to have the final word in school financial governance matters. The evidence also indicated the following negative consequences of the SGBs' parent members' high levels of illiteracy: (a) the fact that SGB members' uneducated background or illiteracy enabled the principal to manipulate them; (b) "many SGB members believe him when he speaks" [SGBC 3, NMU 5(C)]; (c) the "SGBs do not know the specifics of South African Schools Act"; (d) the fact that SGB parent members are ignorant; (e) the SGBs' inability to comprehend their financial roles; (f) that due to their limited knowledge or non-existent knowledge SGB parent members are compelled to accept whatever the principals tells them; (g) the fact that the SGB parent members' lack of knowledge about how to initiate budgeting procedures related to formal procedures to spend school funds.

It is evident that most SGB parent components particularly from rural areas are neither well-informed nor knowledgeable about the SASA school agenda programme implementation procedures. This state of affairs has created problems which resulted in school financial governance and financial management being carried out

by teacher components of the SGBs instead of these being carried out collectively by all members of the SGB as prescribed by SASA.

The above finding is supported by Bagarette (2012), who reported that it is very clear that the SASA envisaged school-based partnership is unsuccessful in schools in which SGB parent members are illiterate. The partnership is successful when SGB members are people who could read and write; people who have university degrees and who know the importance of education. The partnership is successful where the SGB members are more literate.

The literacy levels of SGB members also determine the extent to which SGBs are capable of successful performance of their duties as prescribed by the SASA. The formulation of policies, which requires a reasonable literacy level, poses a great challenge to SGBs. The partnership is not successful when SGB members do not have a high level of education and struggle with policy implementation. Heystek (2006) adds that the high rate of illiteracy among parental governors makes it very difficult for them to formulate new policies for the school as required by the provincial Department of Education. The illiteracy and skills deficiency of SGBs are a major challenge to many principals, who are compelled to implement school policies on behalf of SGBs.

Maile (2002) also remarked that illiteracy among the members of school governing bodies, which is specially the case in the rural areas, has contributed to SGBs' implementation inefficiency. He argues that this is possible because illiteracy precludes parents from accessing relevant management information from the principal. Another research highlights the importance of the SASA envisaged stakeholder partnership. In areas where illiteracy is very high some parents of SGBs members tend to be under constant pressure and unable to understand their financial roles. The accumulated empirical research evidence coupled with the countless secondary documentary evidence provided by literature reviewed had strongly supported the finding that the high level of illiteracy negated the

functionality and the functioning of SGBs especially in issues that are related to finance management. To elect illiterate parent representatives to serve in the SGB is to set them up for failure. Thus, illiteracy and failure become de-motivating factors to once willing and enthusiastic parent representatives serving in the SGB structure.

In support of the above finding, Heystek's (2006) study argues that because of their illiteracy, SGB parent governors cannot interpret legislation and policies and may even make up their own interpretations that misrepresent the true intention of the lawmakers. Sometimes, SGB parent members' educational inabilities force them to rely completely on the principal for the interpretation of their financial functions allocated to them by the SASA/SGB-DoE-SMT legal framework.

The principal and educator representatives derive power from the illiteracy levels of SGBs. Thus, literacy levels account for unequal power relations which are played out within the SGBs. Within this scenario, power is centralised in the principal and educator members of within SGBs. This state of affairs is neither in keeping with the devolution of powers to the SGBs nor with the spirit of partnership, co-operation, and collaboration between the various stakeholder representatives within the SGBs. The SASA inclusive democratic philosophy operating as either a curriculum related concept or as an ANC-related socialist education ideology is imposed on the SGBs. However, the fact that the rural parent members of the SGBs can neither read nor understand the SASA framework and SASA-related Acts and policies compels SGBS to rely entirely on principals for the interpretation of all school-based policy documents. The SGB parent members' lack of literacy and skills capabilities enables principals to appropriate their school governance functions allocated to them by SASA, and to make all school governance decisions on their behalf.

The SASA policy implementation challenges, which have been fuelling the SGB-SMT conflicts, are also rehearsed by Tsotetsi et al (2008), who argue that the ability of SGB parent members to govern a school depends on their literacy levels, knowledge, skills and experience in financial governance. The above findings have endorsed the findings of the report of The Review of School Governance (DoE 2004) which have stated that 44% of participants felt that the skills deficit of SGBs weakened the

effective performance of their school financial roles. Mestry (2006) highlights the fact that although the SASA framework provides guidelines for SGB chairpersons (SGB parent members) and principals (SMTs) on their roles and responsibilities in managing the school's finances, some SGB chairpersons (SGBs) and principals (SMTs) still struggle to manage their school finances, because they either have too little knowledge of the Act or interpret the Act incorrectly.

Based on the above finding, it is ironic that school finances are managed by an illiterate SASA stakeholder because he/she has been given the power to do so by the SASA legislation. This person is usually a rural SGB member who can neither interpret nor implement the legislation. What is most problematic, however, is the fact that the illiterate SGB parent member does not even understand his/her role as an SGB member in a school.

The findings, which were discussed in the previous chapter on the financial role performance levels of the two major structures, have magnified the two opposing performance indicators of SGBs and SMTs. This clearly showed that there is a huge gap between the SGBs' implementation effectiveness and SMTs' ability to discharge their SASA duties. This finding strived to solidify the collective viewpoint that parents serving in the SGB structures located in rural areas of the Eastern Cape Province (Butterworth Education District) are so deeply incapacitated by their high illiteracy rates that they are unable to manage section 21 school finances. The South African Schools Act does not consider the illiteracy levels of SGBs and this creates problems in schools. Schools are located in remote rural areas of the Butterworth Education District and their SGB illiterate parent members were mandated by SASA to take care of their financial governance needs – an intricate situation which creates multifaceted problems that defy solutions. These school financial governance and financial management processes are not taken seriously by SGBs because of their illiterate background. The associated findings on these negative outcomes of SGBs' illiteracy and their enervating effects on the SASA school implementation process have been repeatedly re-affirmed by accumulation of pieces of primary research evidence and the findings of the literatures reviewed. These findings have suggested that SGB parent members' lack of education had immobilised and rendered them so

useless that they sit in the SGBs' meetings just because the legislation wants them to be there. The SGB parent members in rural schools have not displayed any visible intentions of helping their communities and learners own the SGBs and SMTs in order to achieve the stated objectives of SASA. The research evidence had overwhelmingly confirmed that, owing to their illiteracy and lack knowledge, the majority of the SGB parent members, who are located in rural areas, are not aware that the fact that the SASA programme was established for the benefit of their children. The illiteracy, which has trapped rural SGB parent members in an endless state of ignorance and lack empowering knowledge, has compelled them to adopt the survival instinctive they know best. That is, to use the available school funds for their own physical needs and not to bother themselves about the intricate processes of managing school financial resources that they are unable to comprehend.

6.2.6 The Manipulation Caused By School Governing Bodies and School Management Teams During School Finance Management Processes.

The findings generated through the data analysis and interpretation processes in the previous chapter had demonstrated that SGBs and SGBs manipulate each other during the finance management processes. The list of primary research evidence coupled with findings from the literatures reviewed had further supported these findings. While the pervious ongoing paragraphs had focused on the SGB parent members' illiteracy and disadvantaged education background had prevented them from meaningful participation in the SASA school improvement programme, the next findings are concerned with how the SGB chairpersons and SGB parent members tend to outmanoeuvre school principals and SMTs to achieve their selfish survival objects. The evidence [SGBC 1, NMU 6 (C)] intimated that an acting school principal of the school investigated refused to support the decisions made by the SGB chairperson and her SGB parent members. This finding is endorsed by the following piece of evidence: "They don't see eye to eye with the principal now because he doesn't take their mandates" [SGBC 1, NMU 6 (C)].

The SGB chairperson and her fellow parent members reacted by refusing to recommend the acting principal for the job and recommended and recruiting another

principal applicant for the vacant principal position. The evidence unveiled the reason behind the SGB chairperson's and the SGB parent members' behaviour as follows:

> "*They recommended this principal because they wanted to manipulate…It is true that the SGBs manipulate other structures when it comes to finances for their preferences*". [SGBC 1, NMU 6 (C)]

The evidence finally revealed the concealed all-power determinant driver fuelling the SGB-SMT battles for control of school financial resources:

> "*Money is a problem here. I say this manipulation is done because of the availability of funds*". [SGBC 1, NMU 6 (C)]

The findings centred on how SGBs and SMTs bent the SASA prescribed regulations regarding the managing school financial resources in order to enrich themselves are now being filtered through a piece of evidence [EDO, NMU 4(F)] filtered through the lens of an official of the Education Department: the EDO. This official piece of evidence re-affirmed the findings already reviewed that blamed the school principal for being the most destabilising influence, which has been negating all concerted efforts aimed at successfully achieving the official objectives of the SASA-SGB-DoE-SMT school agenda.

For example, the evidence re-affirmed the finding that vilified principals for exploiting devious manipulative strategies aimed at immobilising the effectiveness of SGB parent governors, and controlling the financial resources of schools. The negative outcomes of the principal's and SMT members' selfish manipulative strategies have led to the intensified SGB-SMT conflicts in many schools. The evidence confirmed the above finding as follows:

> "There is a great problem in our schools. Great, great, great problem and as a result you find that the principals manipulate the financial activities of the school". [EDO, NMU 4(F)]

The overall accumulative projection of the evidence marshalled so far had portrayed school principals' participation in the SASA programme as being preoccupied by one

single obsession: to "*manipulate the financial activities of the school*", to *manipulate everything*", to "*manipulate these people*" (SGB parent members) [EDO, NMU 4(F)]. The resultant finding distilled from the above negative effects of the school principal's selfish actions was mushrooming SGB-SMT conflicts.

The above finding, which exposed the impact of school principals' corrosive disestablishing manipulative measures on the SASA programme implementation, was further deepened by another official piece of evidence EDO, NMU 9(B). This official piece of evidence reinforced the earlier finding reviewed in the previous chapter, which stated that school principals and SMT educators used their expertise related commercial and accounting technical-know-how to sabotage SGBs and to manipulate everything dealing with school financial resources with the ultimate objective of enriching themselves.

The above finding is supported by the following piece of research evidence:

> "*SMTs together with those teachers who have financial expertise like those who teach commercial subjects and who are accountants in these schools manipulate anything that has to do with school finances. In as far as manipulating is concerned it's the SMT that is manipulating*". [EDO, NMU 9(B)]

The list of findings on the principals' and SMT educators' self-conscious ant-national selfish actions, which deliberately sabotaged disadvantaged illiterate and vulnerable SGB parent members, rendering them confused and utterly useless and forcing them to turn their backs on the SASA project designed to benefit them and their children. The following piece of research evidence supports the above finding: "I understand you know a mischievous principal eh…would manipulate that process" [HSP 2, NMU 7 (B)]. These closely related findings focused on how SGB chairpersons' and SGB parent members' illiterate background and the attendant ignorance, which prevented them from understanding their financial governance duties, are being sagely manipulated by school principals and SGB educator members. The last relevant piece of evidence **[**HSP 3, NMU 11 (B)] related to the above findings further deepened the overall thrust of the findings discussion and presentation of findings:

"These people are being manipulated. If somebody, say a teacher, said don't sign he/he will not sign. These people are being manipulated. If somebody, say, a teacher said don't sign he/he will not sign". [HSP 3, NMU 11 (B)]

The fact that the SGBs cannot read or understand the SASA framework and SASA-related Acts and policies has created one of the greatest challenges, which has continued to undermine the concerted efforts by SASA stakeholders to successfully implement the SASA-SGB-SMT school improvement programme. This contextual constraint – the poor educational level of SGB parent members, particularly from rural areas – has induced SGBs to rely on principals for the interpretation of all school-based policy documents. The non-literate SGB parent members' total reliance on principals in their attempts to discharge their SASA duties allow them to be manipulated by school principals. It is, therefore, argued that the SGBs' lack of literacy and skills capabilities make it possible for school principals to take all decisions on their behalf. Evidence had confirmed that this situation played a major role in the failure of the SASA-SGB-SMT framework stated objectives.

The findings being discussed and presented in this chapter seemed to re-enact some of the earlier findings of SGB-SMT conflicts and their negative impact on schools and learners. For example, the findings of Mncube's (2005, 2007a and 2008) studies revealed that rural schools parents are often not afforded the opportunity to play a full role in the governance of a school. In most cases decisions are taken by the School Management Team (SMT) instead of the SGB. Mncube (2005, 2007a and 2008) indicated that the over-involvement of parents in school finances is not surprising as financial struggles feature prominently in South African schools. This is particularly true of rural and township schools, where learners have been involved in riots because of the alleged misappropriation of school funds by principals. Owing to the problems experienced by the majority of parents regarding issues of school fees, the Minister of Education has amended the SASA, introducing no-fee schools. Mncube also found out that the participation of parents was hindered by power relations. These SGB-SMT power struggles tended to lead to principals and SMTs dominating the decision making processes in the SGB-SMT establishment.

Consequently, in most cases decisions in the SGBs were taken by the senior management team (SMT) instead of the full SGB (Mncube, 2005, 2009a, 2009b). Heystek (2006) adds that the high rate of illiteracy among parent governors makes it very difficult for them to formulate new policies for the school as required by the provincial Department of Education. The illiteracy and skills deficiency of SGBs posed a major challenge to many principals, who are compelled to draw up the school policies on behalf of SGBs as well as to implementing them. Mncube (2008, 2009a, 2009b) has argued that even though parents may be willing to participate, the school is not user-friendly to parents. He concludes that instead of the expected positive outcomes that SGB parent members would be encouraged to become committed SASA/SGB-SMT programme implementers, parents feel excluded intentionally or unintentionally on accounts of their lack of skills competence and poor educational backgrounds. Mnube's findings suggest that although parents are part of school governance, most of them are not fully on board. Bagarette (2012) has stated that a number of factors contributed to the failure of the SASA envisaged partnership between SGBs and SMTs. The most corrosive factor among all these virulent outcomes that derailed concerted efforts to achieve SASA's stated official objects is the dominance of principals over SGBs and the reliance of SGBs on the principals to perform their financial roles.

The SMTs' manipulation of SGBs, which are largely composed of illiterate parents from rural areas, emanates from the direct result of SMTs' middle class and privileged social status, supremacist position and power within SGBs. The parent representatives are always seen as a weak link within SGBs and hence their vulnerability and susceptibility to manipulation. The evidence indicated that suggested that fate has been unjustly treating SGB uneducated parent members who use their majority votes to satisfy the needs of school principals person who are only interested manipulating them for their own selfish interests.

The findings distilled from the primary data and the secondary data had also intimated that the multiplicity of the vicious manipulation tactics, which have been persistently launched since the inception of SASA by school principals and SMTs against disadvantaged SGB parent members, might take the form of altering or

presenting information that might mislead representatives of parents' constituency. The school management teams, which have the upper hand in curriculum issues, have been manipulating the SGBs by trying to convince them about the importance of placing the hiring most qualified candidate for the school's vacant positions above the individual interests of members of SGBs and SMTs. However, the collective insights of the findings and the accumulated pieces of the research evidence had suggested that in most cases the principals and the members of SMTs are not honest in their pro-SGB overtures. The ulterior motives behind the school principals' offers to help illiterate parent members of rural SGBs perform their financial roles often turned out to be driven by the desire to use SMTs' powerful political connections to ensure that their friends pay them kickbacks. The evidence also indicated sometimes the school management teams strongly felt that they had no option available to them but to manipulate these SGB members because only SMTs intimately understand the school's core business of teaching and learning and know the needs of the school as well as how to take the school forward.

The findings showed the contradictory position SGB parent members' disadvantage and illiterate backgrounds have placed them. Namely, if the SGB parent members do not passively support school principals and school management teams, SGBs are bound to be manipulated by people from outside. But if SGBs passively see eye to eye with school principals and school management teams, they cannot prevent being manipulated by school principals and school management teams. The finding projected by both the research evidence and literature reviewed indicated that the Department of Education's policies, which allowed people who have no professional knowledge on how to manage school finances had set up disadvantage and illiterate SGB members up for never-ending manipulation. The findings revealed that sometimes the school management teams do not want the school finance management processes to be transparent, because there might be financial resources management results that they do not want made public. The research findings suggested some of reasons for school principals' and SMTs' desire not to comply with the transparency principle recommended by school-based partnership theory. The evidence suggested that school management teams tend to always

argue that they want to maintain the status quo. The easiest way to conceal the unsavoury outcomes of school financial resources from both the SGB chairpersons and the general public is to manipulate everything including the illiterate parent members of SGBs.

The research finding also intimated another reason why school principals and the SMTs tend to manipulate SGB parent members: their unpreparedness to accept and to welcome the transformation injected into the country's schooling through the introduction of SASA democratic school governance and school management system. The findings had also highlighted a secondary cause of the principals' and SMTs' reliance on destructive manipulative strategies aimed at incapacitating SGB illiterate parent members' abilities to perform their financial roles. According to these findings, school principals are driven by their personal selfish monetary interests as well as by their uncontrollable egocentrism that sacrifices schools' needs and growth as well as schools' education development needs and learners' academic objectives. The findings generated by both the research evidence and the literatures reviewed have hinted that school principals have been ruthlessly engaged in building a materialist comfort zone or small kingdom for their retirement – a selfish motivated enterprise that rejects the SASA-envisaged national school enterprise intended to benefit the previously excluded black communities from meaningful participation in the decision-making structures of the schools attended by their children.

The findings distilled from both primary data secondary (literatures reviewed) confirmed the views that SMTs manipulate by continuously threatening SGB illiterate vulnerable parent members about the terrible consequences of violating the procedures pertaining to school finance management. These cycles of persistent manipulation hurled by principals and SMT educators at unprivileged and illiterate parent members of rural SGBs frightened and engendered lack of confidence amongst them.

The findings that emerged from analysing and interpreting both the primary research evidence and the literatures reviewed revealed that principals and SMT members always want their preferred people to be at the top of the list. The

findings, which were deduced from the accumulated primary data and the secondary literatures reviewed, had suggested that school principals and SMT educator members are more concerned with their inordinate desire to dominate the South African school landscape than pretending to work together with the poverty-stricken rural illiterate parent members of SGBs as a team in implementing the SASA/SGB-SMT school reform programme. The evidence also indicated that SMTs metaphysically blinded by their pursuit of dominance and popularity as well as the driven by desire to have a significant following amongst teachers find themselves in this SASA programme professional implementation quagmire.

Findings indicated that within the context of this implementation quicksand school principals tend to overstep their demarcated boundary line under the pretext of being SGB-SMT active partners. Within the context of this huge partnership façade, the findings collectively reported that school principals tend to, in many instances, take advantage of the incapacity and ignorance of SGB illiterate members. To achieve their hidden selfish objectives, school principals and SMTs use every manipulative trick they know to dominate school financial management discussions in order to force the uneducated and confused rural parent members of SGBs to believe one single message. That is, they are only striving to help SGB parent members' children to realise their academic goals. Some crooked principals, according to evidence, tend to twist the SASA regulations to suit themselves.

The evidence had also suggested that SMT members who have companies target those who serve in the SGB by confusing them: a finding that re-enacted an aspect of the corruption-related finding projected by research evidence [SGBC 1, NMU 17(A)] involving the corrupt Chief Education Specialist who was the Acting District Director. Hence, this finding cannot be discussed in isolation from corruption.

The overall conclusions that can be drawn from these corruption-related findings are that the majority of principals and SMT educators corrupt the illiterate and unsophisticated parent members SGBs with shiny material things which enticed them to have discussions with corrupt SMT members and to make decisions prior to SGB financial resources management meetings. These underhand or dishonest SMT-

manipulative strategies compromise quality and proficiency when school tender procurement deals are advertised. The findings have suggested that some service providers go so far as to bribe those who serve on the SGBs.

These corruption-related findings highlighted the destructive impact of using material objects or money to seduce poverty-stricken and starving illiterate parent members of rural SGBs to passively agree to all decisions imposed upon them by principals and SMT educators. The depressing message being branded into memories of the reader here by the above finding is the fact that in many rural schools, SGB parent members are starving. Hence, they accept the bribes offered by school principals and other SMT members for purposes of self-enrichment and not for school development and growth. The primary evidence and the findings extracted from the literatures reviewed had, in a nutshell, suggested that the high level of poverty and unemployment could be attributed to this corrupt practice engineered by school principals and SMTs. The overwhelming negative findings came to the inevitable conclusion. That is, the failure of SASA/SMT-DoE-SMT large scale reform programme could not escape the corrupt greasy hands of nepotism creeping in and further putrefying the failed SASA/SGB-DoE-SMT framework. The findings supported by the accumulated pieces of evidence extracted from the previous chapter and Chapter 6 had emphasised that schools, which are located in disadvantaged locations, are bound to continue to endure untold hardships if SMTs and other stakeholders keep manipulating SGBs. Based on the above findings, the study makes a number of suggestions, which the Department of Education might find useful in addressing the present negative consequences of school finance management practices in section 21 high schools.

6.3 Recommendations

It is clear from the findings that SGBs and SMTs are not conscientised enough about the school finance management. Hence, the study suggests that the Department of Education should capacitate both SGBs and SMTs on a continuous basis so as to

make them aware of what constitutes effective school finance management processes. The Department of Education should create an enabling environment for SGB-SMT development programmes which should at least be held every three months (quarterly). The purpose of these capacity building programmes would entail capacitating the SGB and SMT structures on their roles and their lines of demarcations. The SASA mandated circuit managers should be responsible for conducting capacity building workshops. The SGBs and SMTs should be capacitated together in one sitting in order to avoid the misrepresentation of information. When SGBs and SMTs are successfully skills capacitated, they will have the relevant knowledge and be able to deal with school finance management effectively.

The Department should also allow section 21 high schools to analyse and to check whether their SGBs and SMTs have been working together as a team in order to achieve their SASA related objectives. This self-evaluation process should include the following self-check steps: (1) to check how have they managed the finances of the school; (2) to check whether how they have developed the systems that would be compliant with the prescripts of the law; (3) to check whether the systems they have established are compliant with the prescripts of the law. The study suggested that if the above three self-evaluation steps are successfully implemented, all both SGBs and SMTs have to do in order to become enabled and capable of performing their financial roles effectively is to internalise knowledge and the results of the self-evaluation. The successful internalisation of the prescribed laws and how effective school financial resources management can be carried would naturally lead to elimination of boundary crossing because both SGBs and SMTs will have been informed.

The collective insights generated by the findings of this study seemed to suggest that the first step towards minimising the negative effects of boundary crossing between SGBs and SMTs entailed schools' identification of the root causes of boundary spanning phenomenon that section 21 high schools currently experience. The second step involves schools' realisation that boundary crossing phenomenon is not a myth and that it does actually exist in section 21 high schools. The study had argued that these levels of awareness would pave the way towards the effective

management of the school finances – the most effective way to manage school financial resources. The findings intimated that this approach to managing school finances is capable of clearly distinguishing between the governance roles and the management roles. The findings had also repeatedly stressed that the education level of SGB parent members must be taken into consideration when SGB members are elected so that they are capable of meaningful participating in SASA/SGB-SMT programme implementation.

The research evidence and the findings generated by the literatures reviewed had also indicated that SGBs' and SMTs' roles should be clearly defined so as to avoid the confusion. Both the findings of the literatures reviewed and findings extracted from the primary data collected pointed out that the dual role of the school principal as the head of the school and the SMT as well as the ex officio member of the SGB is confusing and needs to be rectified by SASA.

The findings generated through the literatures reviewed coupled with findings distilled from the primary data have combined to intimate that school principals are having a real hard time struggling to adjust to the realities of the novelty introduced by SASA into the pre-1994 schooling system the majority of principals and teachers knew and adored. Hence, for someone (principals and or school managers) who used to be in charge and all of a sudden he/she is an ordinary member of SGB-SMT democratic system that treats everyone as equals has created a lot of problems in the finance management of a school.

Based upon the collective views of the findings, it was suggested that the principal should be given the authority to manage school finances and be accountable because at the present moment he/she cannot be held accountable for school funds that are spent by SGBs. The SMTs should not handle school finances but should make recommendations to the SGBs how school financial resources should be disbursed to benefit schools and learners. However, the principal should be ultimately held final outcomes of how the school financial resources are expended. That is, if school funds are not spent in accordance with the SASA prescribed

regulations, the principal should be held accountable regardless of who initiated and executed the expenditure.

The study also suggested that effective implementation of the SASA school programme requires all schools to have strategic plans that guide the managements of school financial governance and school financial management under the leadership of the school principal. It is suggested that if SGBs and SMTs had adopted relationships-by-objectives (RBO) approach that is an in-depth, conflict resolution programme designed to improve relationships between labour and management by mutually identifying action steps to address production, training, communication, and relationship needs within an organization, the failed SGB-SMT partnership members might transcend their current bitter conflicts and work together as a team in order to achieve their SASA objectives. It has also been suggested a vision crafting in all schools that compels all stakeholders to become aware of their roles and responsibilities in financial management in schools must become a mandatory requirement for all members of SGBs and SMTs.

Another suggestion made by the study pertains to two of the critical elements of financial management in section 21 schools: namely, the ethical principles of transparency and honesty. The ethical principles of transparency and honesty should be used to frame Finance Committee meetings which are often fraught with inter-rivalry disagreements. Instead of using domination and manipulation to resolve these disputes, SGBs and SMTs are encouraged to adopt an ethical transparent and honest approach that forces schools to seek the resolutions to the conflicts from the guiding documents like Public Finance management Act, South African Schools Act, Finance and Procurement Policy Guidelines Booklets. The overall purpose of this suggestion is that if SGBs and SMTs have disagreements on some issues, they do not resort to using common sense. Instead of relying on vaguely recollected prescribed rules they refer to a prescribed document that is accessible to all of them.

The overall effect of the complexity of SASA framework is that SGB and SMT members find it extremely difficult to interpret their functions accurately, inducing them to cross into each other's functional boundaries and creating the boundary

spanning conflicts phenomenon under investigation. It is reiterated that the SGBs' and SMTs' inability to interpret the SASA framework accurately has led to SGBs' and SMTs' crossing into each other's finance functional boundaries. It can, therefore, be argued that the SASA-framework's legal complexities are one set of the main causes of boundary spanning conflicts in Section 21 schools. Without sustainable SGB-SMT participative partnership, SGB and SMT members are more likely to surrender to their selfish individual interests that can divert them from their common goal: learners' academic performance and the general wellbeing of the schools.

In addition to the above suggestions, the researcher revisited the research question guiding this study: *What ideas of consciousness raising strategies could help alleviate the crossing over of boundaries between SGBs and SMTs on financial matters of the section 21 high schools?* In order to answer this question and to link it to the suggestions above, the researcher recommended **Sifuba School Finance Management Awareness Model** as a new model that could be adopted by the Department of Education to conscientise section 21 high schools on the SASA-envisaged partnership SGB and SMT members are expected to deal with when they perform their school financial roles. This model was designed to assist each school SGB and SMT to manage their finances in a transparent, honest and effective manner without creating conflicts or sabotaging each other's attempts to perform their financial functions.

The model extends the role of the Circuit managers (Education Development officer (EDO) beyond capacity building but gives the EDOs an oversight role as they have to monitor and evaluate effective implementation of finance policy related prescripts. It also suggests that at school level the school governing bodies led by the school governing body chairpersons and school management teams led by school principals should converge and share ideas as one team to identify what the school needs. The study observes that this exercise will in turn spark a spirit of partnership within the school administration and governance.

When this partnership is achieved, budgeting is more likely to be carried out according to what has been agreed upon during the needs analysis session. The literature reviewed had revealed that the finance committee (FINCOM) is responsible

for crafting the budget and ensuring that it is approved by the SGB parent members' meeting before it can be implemented. According to the relevant literature reviewed, the procurement committee must then decide on the items that must be bought and must prescribe the details of what must be bought through a clearly outlined process. The process must be followed as outlined in the Sifuba School Finance Management Awareness Model. The application of this model requires a measure of discipline and the need for SGBs and SMTs to adhere to the agreed timeframes.

The SASA prescribed regulations also require procurement committee to keep a record of minutes. The written record of minutes reported what meeting attendees of the finance committee meeting agreed to do. The minutes may be compared with goods and services that are sourced so that there is no deviation. The execution payments are made in accordance with the invoices and delivery notes. The invoices and delivery notes must be used to update the cash book. The financial documents must be filled together with the payment advices or receipt for the purpose of periodic reporting. Flowing from the payments should be monthly financial reports according to different cost centres. According to the relevant literature reviewed, the annual financial report should be written and that the written report should be approved at an annual general meeting. The finances must be audited with all the back-up documents made available. This reporting process enables the SGB chairpersons and school principals to account for the resources that are entrusted into them.

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┌─────────────────────────┐              ┌─────────────────────────────────┐
│ Circuit Manager         │              │ SGBs (chairpersons) and SMTs    │
│                         │              │ (principals)                    │
│   ❖ Capacitates         │─────────────▶│   ❖ Identification of needs     │
│   ❖ Monitors            │              │   ❖ Participative partnership   │
│   ❖ Evaluates           │              │   ❖  Collaboration              │
│                         │              │   ❖ Team work                   │
└─────────────────────────┘              └─────────────────────────────────┘
                                                         │
                                                         ▼
┌─────────────────────────┐              ┌─────────────────────────────────┐
│ Finance committee       │              │ School finance                  │
│                         │◀─────────────│ management partnership          │
│   ❖ Budgeting based on  │              │                                 │
│     the needs analysis  │              │                                 │
└─────────────────────────┘              └─────────────────────────────────┘
            │
            ▼
┌─────────────────────────┐              ┌─────────────────────────────────┐
│ Procurement committee   │              │          Payment                │
│                         │              │                                 │
│   ❖ Drafting specification             │   ❖ Receiving invoices          │
│   ❖ Obtain quotations   │              │   ❖ Invoices compared with      │
│   ❖ Adjudication by selecting          │     delivery notes              │
│     or accepting quotation │──────────▶│   ❖ Payment is made             │
│   ❖ Enter into service level           │   ❖ Updating the cash book      │
│     agreement ( SLA)    │              │     (documents for record       │
│   ❖ Placing orders      │              │     keeping)                    │
│   ❖ Obtaining delivery  │              │                                 │
│   ❖ Verification of delivery           │                                 │
│     against the order   │              │                                 │
└─────────────────────────┘              └─────────────────────────────────┘
                                                         │
                                                         ▼
┌─────────────────────────┐              ┌─────────────────────────────────┐
│ Accountability          │              │          Reporting              │
│                         │              │                                 │
│   ❖ SGB chairpersons    │              │ Monthly expenditure             │
│   ❖ School Principals   │◀─────────────│ reports per cost centre         │
│                         │              │   ❖ Copies of cheques issued    │
│                         │              │   ❖ Bank statements             │
│                         │              │   ❖ Invoices                    │
│                         │              │   ❖ Order forms                 │
│                         │              │   ❖ Payment acknowledgement     │
│                         │              │   ❖ Quotations                  │
└─────────────────────────┘              └─────────────────────────────────┘
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Figure 6.1 Sifuba (2016) School Finance Management Awareness Model (SFMAM).

6.4 Conclusion

In this concluding chapter the researcher discussed the findings and emphasised the crucial role of capacity building in the scheme of South Africa's SASA/SGB-SMT reform implementation process. Overall, the study argues that skills capacity building has emerged as an enormous source of empowering and conscientising both SGBs and SMTs about what has to be done as they are engaged in managing school finances. The researcher suggested the adoption of SFMAM by the Department of Education in order to transform the failed status quo of the financial management of section 21 high schools transmuted through the implementation failure of the SASA/SGB-SMT reform programme.

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APPENDICIES

Appendix A: Request to conduct research to the Eastern Cape Department of Education

P. O. Box 2569
Dutywa
5000
23 March 2013

The Director
Strategic Planning Policy Research and Secretariat Services
Department of Education
Private Bag X0032
Bisho
5605

Sir/Madam

Request for a permission to conduct a research for a Doctor of Education Degree – Walter Sisulu University
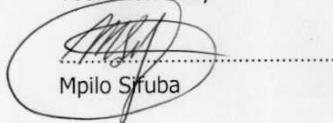
I am a registered student at Walter Sisulu University for a Doctor of Education Degree since 2012. As a Director, Strategic Planning Policy Research and Secretariat Services, you are requested to give me permission to conduct this research study. This is with accordance with the requirements for the degree of doctor of education that I am undertaking with this university.

The research topic reads as follows: Investigating financial conscientiousness: A critical strategy for controlling a concealed culture of boundary spanning leadership among School Governing Bodies and School Management Teams in the Butterworth District of Eastern Cape province.

The purpose of the study is to investigate the underlying reasons that lead to overstepping and meddling of SGBs in professional functions despite the fact that they have their own governance responsibilities they have to perform and the solutions thereof.

I will observe all ethics and considerations that must be observed when a research is conducted. Personal information will not be disclosed.
Your consideration in this matter is highly appreciated.

Yours Faithfully

Mpilo Sifuba

Appendix B: Permission from the department of Education

Province of the
EASTERN CAPE
EDUCATION

STRATEGIC PLANNING POLICY RESEARCH AND SECRETARIAT SERVICES
Steve Vukile Tshwete Complex • Zone 6 • Zwelitsha • Eastern Cape
Private Bag X0032 • Bhisho • 5605 • REPUBLIC OF SOUTH AFRICA
Tel: +27 (0)43 702 7428 • Fax: +27 (0)43 702 7427 • Website: www.ecdoe.gov.za

Enquiries: Dr Hackroodt   Email: bernetia@iafrica.com

28 May 2013

Mr. Mpilo Sifuba

P.O. Box 2569

Idutywa

5000

Dear Mr. Sifuba

PERMISSION TO UNDERTAKE A DOCTORAL THESIS: INVESTIGATING FINANCIAL CONSCIENTIOUSNESS: A CRITICAL STRATEGY FOR CONTROLLING A CONCEALED CULTURE OD BOUNDARY SPANNING LEADERSHIP AMONG SCHOOL GOVERNING BODIES AND SCHOOL MANAGEMENT TEAMS IN THE BUTTERWORTH DISTRICT OF THE EASTERN CAPE PROVINCE

1. Thank you for your application to conduct research.

2. Your application to conduct the above mentioned research in three (3) Secondary Schools under the jurisdiction of, and including the Butterworth District of the Eastern Cape Department of Education (ECDoE) is hereby approved on condition that:
   a. there will be no financial implications for the Department;

   b. institutions and respondents must not be identifiable in any way from the results of the investigation;

   c. you present a copy of the written approval letter of the Eastern Cape Department of Basic Education (ECDBE) to the Chief Directors and Directors before any research is undertaken at any institutions within that particular district;

   d. you will make all the arrangements concerning your research;

building blocks for growth

Page 1 of 2

e. the research may not be conducted during official contact time, as <u>educator's programmes should not be interrupted</u>;

f. should you wish to extend the period of research after approval has been granted, an application to do this must be directed to the Director: Strategic Planning Policy Research and Secretarial Services;

g. the research may not be conducted during the fourth school term, except in cases where a special well motivated request is received;

h. your research will be limited to those schools or institutions for which approval has been granted, should changes be effected written permission must be obtained from the Director – Strategic Planning Policy Research and Secretariat Services;

i. you present the Department with a copy of your final paper/report/dissertation/thesis free of charge in hard copy and electronic format. This must be accompanied by a separate synopsis (maximum 2 – 3 typed pages) of the most important findings and recommendations if it does not already contain a synopsis. This must also be in an electronic format.

j. you are requested to provide the above to the Director: The Strategic Planning Policy Research and Secretarial Services upon completion of your research.

k. you comply to all the requirements as completed in the Terms and Conditions to conduct Research in the ECDBE document duly completed by you.

l. you comply with your ethical undertaking (commitment form).

m. You submit on a six monthly basis, from the date of permission of the research, concise reports to the Director: Strategic Planning Policy Research and Secretariat Services.

3. The Department reserves a right to withdraw the permission should there not be compliance to the approval letter and contract signed in the Terms and Conditions to conduct Research in the ECDBE.

4. The Department will publish the completed Research on its website.

5. The Department wishes you well in your undertaking. You can contact the Director, Dr. Annetia Heckroodt on mobile number 083 275 0715 and email: annetia.heckroodt@edu.ecprov.gov.za should you need any assistance.

DR AS HECKROODT
DIRECTOR: STRATEGIC PLANNING POLICY RESEARCH AND SECRETARIAT SERVICES

building blocks for growth.

Tinawa eligaqambileyol

Appendix C: Request to conduct research to the District Director

P. O. Box 2569
Dutywa
5000

12 March 2013

The District Director
Butterworth Education District Office
Private Bag x 3019
Butterworth
4960

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at Walter Sisulu University. The research topic is " Investigating financial conscientiousness: a critical tentative strategy for controlling a concealed culture of boundary spanning leadership among School Governing Bodies and School Management Teams in the Butterworth District of the Eastern Cape Province of South Africa.

In terms of this research I need to interview a District Director in the Butterworth Education District Office. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.

Yours faithfully

....

Mpilo Sifuba

Appendix D: Permission to conduct research from the District Director

Province of the
EASTERN CAPE
DEPARTMENT OF EDUCATION

Butterworth District *Mission Location Private Bag X 3019 * Butterworth * 4960 *
REPUBLIC OF SOUTH AFRICA *
Enquiries: Mr M.A. Jack Tel: +27 (0)47 4911070 Fax: 047 4910655 * Date: 13/03/2013

TO   : MR MPILO SIFUBA

FROM   : THE DISTRICT DIRECTOR: BUTTERWORTH

SUBJECT : PERMISSION TO CARRY OUT RESEARCH

Permission to interview the District Director is hereby granted provided approval for the research is obtained from the Superintendent General.

The Department wishes you well in your research studies.

Thanking you in anticipation

Yours in service

....
M.A. JACK
DISTRICT DIRECTOR

WE CARE   WE BELONG   WE SERVE

PGDP
EASTERN CAPE

Appendix E: Request to conduct research to the Education Development Officer (EDO)

P. O. Box 2569
Dutywa
5000
16 May 2012

The Education Development officer
Butterworth education District Office
Butterworth
4960

Sir/Madam

REQUEST FOR A PERMISSION TO CONDUCT A RESEARCH FOR A DOCTOR OF EDUCATION DEGREE – WALTER SISULU UNIVERSITY.

I am a registered student at Walter Sisulu University for a doctor of education degree in the year 2012.
As an Education Development Officer, you have been identified to be a participant in this study. This research is in accordance with the requirements for the degree of doctor of education that I am undertaking with this university.

The purpose of this study is to:

Investigate the underlying reasons that lead to overstepping and meddling of School Governing Bodies (SGBs) in professional functions despite the fact that they have their own governance responsibilities they have to perform and the solutions thereof.
The information obtained might focus on informing policy planners and administrators to review the role that needs to be played by SGBs in the education of their learners. It is also hoped that the information cast through this research can assist in finding solutions and guidelines to improve the role of SGBs in improving the schools performance.

I will observe all ethics and considerations that must be observed when a research is conducted. Personal information will not be disclosed regarding you participation in this research
I rely on you support for the success of this research.

Your consideration in this matter is highly appreciated

Yours faithfully

Mpilo Sifuba

Appendix F: Permission to conduct research from the Education Development Officer (EDO)

of the
EASTERN CAPE
OF EDUCATION

Butterworth District Office Physical Address: *Mission Location *Butterworth*4960*
Postal Address: Private Bag x 3019 * **Butterworth** * *4960 ***REPUBLIC OF SOUTH AFRICA ***
Reference: B. Gqobo*Compiler: B. Gqobo☎(047) 491 0646 * fax: (047) 491 0655* Cell: * 0731897739*
Date: 04/09/2012

Mr. M. Sifuba
P. O. Box 2569
Dutywa
5000

PERMISSION TO CONDUCT A RESEARCH

I, in my capacity as the Education Development Officer and a representative of the Department of Education, have no objection in participating in your Doctor of Education study. Furthermore, I am willing to participate in any manner that would contribute towards the successful of your study.

DEPARTMENT OF EDUCATION
BUTTERWORTH DISTRICT
OFFICE

Yours faithfully   0 4 SEP 2012
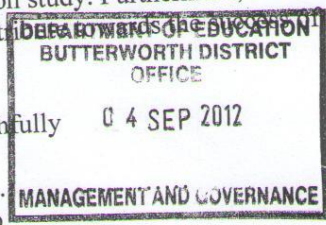
MANAGEMENT AND GOVERNANCE

B. Gqobo
CIRCUIT MANAGER

Appendix G: Request to conduct research to District National Norms and Standards for school funding co-odinator

P. O. Box 2569
Dutywa
5000
28 October 2013

The Coordinator
National Norms and Standards for School Funding
Butterworth District Office
Private Bag x 3019
Butterworth
4960

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research is a critical analysis of a concealed culture of boundary spanning leadership by School Governing Bodies and School Management Teams in the Butterworth District.

In terms of this research I need to interview a National Norms and Standard for School Funding Coordinator in the Butterworth District Office. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.

Yours faithfully

....
Mpilo Sifuba

Appendix H: Permission to conduct research from District National Norms and Standards for school funding co-odinator

Private Bag x 3019
Butterworth
4960
08 November 2013

Sir

PERMISSION TO TAKE PART IN YOUR RESEARCH STUDY

I, in my capacity as National Norms and Standards for school funding coordinator at the Butterworth Education District office grant you permission to conduct research study towards your Doctoral studies as required by Walter Sisulu University. I also take this opportunity to wish you well in your studies.

Yours faithfully

N. Mshumpela

DEPARTMENT OF EDUCATION
BUTTERWORTH DISTRICT
OFFICE

2013 -11- 8 0

MANAGEMENT AND GOVERNANCE
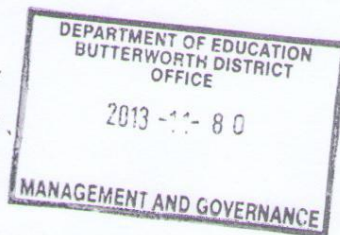
Appendix I: Request to conduct research to Butterwoth High School principal

P. O. Box 2569
Dutywa
5000
13 July 2012

The Principal
Butterworth High School
Private Bag x 3016
Butterworth
4960

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research topic is " investigating financial conscientiousness: a critical tentative strategy for controlling a concealed culture of boundary spanning leadership among School Governing Bodies and School Management Teams in the Butterworth District of the Eastern Cape Province".

In terms of this research I need to interview a school principal in the Butterworth District. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.
Yours faithfully

....

Mpilo Sifuba

Appendix J: Permission to conduct research from Butterwoth High School principal

BUTTERWORTH HIGH SCHOOL

Private Bag X3016 Butterworth, 4960 Telephone (047) 491 4045 Fax (047) 491 0559
Physical Address: Cnr Mthatha & Academy Streets, Butterworth, 4960
EMAIL:bhs100@telkomsa.net

PRINCIPAL'S OFFICE

Principal: Mr. C.K. Mdingi, Contact details: 078 156 3637/ 047 491 4045
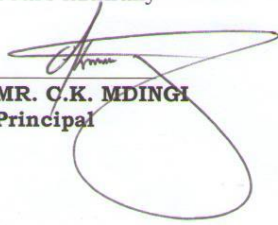
03 September 2012

TO WHOM IT MAY CONCERN

This serves to confirm that Mr. M. Sifuba has been granted permission to conduct anything he wishes to conduct at our school. He can come and interview me as the Principal of Butterworth High School at any time. He will always be welcomed to conduct anything pertaining to his studies.

I hope you will find this in order.

Yours faithfully

MR. C.K. MDINGI
Principal

BUTTERWORTH HIGH SCHOOL
PRIVATE BAG X3016
BUTTERWORTH
4960

Appendix K: Request to conduct research to Butterworth High School Governing Body Chairperson

P. O. Box 2569
Dutywa
5000
13 July 2012

The SGB chairperson
Butterworth High School
Private Bag X 301
Butterworth
4960

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research is a critical analysis of a concealed culture of boundary spanning leadership by School Governing Bodies and School Management Teams in the Butterworth District.

In terms of this research I need to interview a School Governing Body member in the Butterworth District. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.
Yours faithfully

....

Mpilo Sifuba

Appendix L: Permission to conduct research from Butterworth High School Governing Body Chairperson
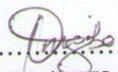
Butterworth High School
Private Bag X 301
Butterworth
4960

Dear Sir/Madam

PERMISSION TOPARTICIPATE IN YOUR RESEARCH

This serves to confirm that as a School Governing Body chairperson of the above mentioned school, I am willing to participate in a research study towards a Doctor of Education Degree of Mpilo Sifuba.

Yours Faithfully

....
Ms Mgibe Xoliswa

BUTTERWORTH HIGH SCHOOL
PRIVATE BAG X3016
BUTTERWORTH
4960

Appendix M: Request to conduct research to Vuli-Valley Senior Secondary School principal

P. O. Box 2569
Dutywa
5000
13 July 2012

The Principal
Vuli-valley S. S. S.
P. O. Box 6008
Msobomvu Post Office
Butterworth
4960

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research topic is " investigating financial conscientiousness: a critical tentative strategy for controlling a concealed culture of boundary spanning leadership among School Governing Bodies and School Management Teams in the Butterworth District of the Eastern Cape Province".

In terms of this research I need to interview a school principal in the Butterworth District. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.
Yours faithfully

....

Mpilo Sifuba

Appendix N: Permission to conduct research from Vuli-Valley Senior Secondary School principal

VULI – VALLEY SENIOR SECONDARY SCHOOL

P.O. Box 6008
Msobomvu Post Office
BUTTERWORTH
4960
0721980599 / 084 897 6008

"HE THAT RISES NEED FEAR NO FALL"

……………………………………………………………………………………………………

03 September 2012

To Whom It May Concern

Please be advised that Mr M Sifuba is granted permission to do his research towards Doctor of Education Degree at our school.

We know him to be very professional and we look forward to assisting him in his endeavors.

Yours truly

………………………………………
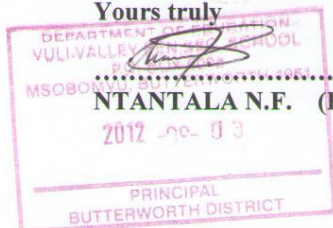
NTANTALA N.F.   (PRINCIPAL)

2012 -09- 0 3

PRINCIPAL
BUTTERWORTH DISTRICT

Appendix O: Request to conduct research to Vuli-Valley Senior Secondary School Governing Body Chairperson

P. O. Box 2569
Dutywa
5000
13 July 2013

The SGB chairperson
Vuli-valley S. S. S.
P. O. Box 6008
Msobomvu Post Office
Butterworth
4960

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research is a critical analysis of a concealed culture of boundary spanning leadership by School Governing Bodies and School Management Teams in the Butterworth District.

In terms of this research I need to interview a School Governing Body member in the Butterworth District. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.
Yours faithfully

Mpilo Sifuba

Appendix P: Permission to conduct research from Vuli-Valley Senior Secondary School Governing Body Chairperson

Vuli –Valley S. S. S.

P. O. BOX 6008
Msobomvu
BUTTERWORTH
084 97 6008

"HE THAT RISES NEED FEAR NO FAIL"
EMMIS NUMBER 300646

....

Sir/Madam

I Tshangana Sibongile, the SGB chairperson of Vuli-Valley S. S. S. give Mr Sifuba a permission to conduct a research study at the said school. I promise to help him in conducting his research study.

Yours Faithfully
S. Tshangana (Ms)
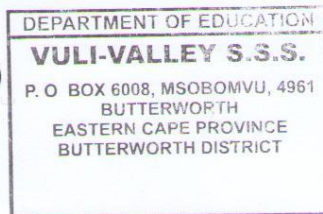
DEPARTMENT OF EDUCATION
VULI-VALLEY S.S.S.
P. O BOX 6008, MSOBOMVU, 4961
BUTTERWORTH
EASTERN CAPE PROVINCE
BUTTERWORTH DISTRICT

Appendix Q: Request to conduct research to Sophakama Senior Secondary School Principal

P. O. Box 2569
Dutywa
5000
13 July 2012

The Principal
Sophakama S. S. S.
P. O. Box 434
Nqamakwe
4990

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research topic is " investigating financial conscientiousness: a critical tentative strategy for controlling a concealed culture of boundary spanning leadership among School Governing Bodies and School Management Teams in the Butterworth District of the Eastern Cape Province".

In terms of this research I need to interview a school principal in the Butterworth District. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.
Yours faithfully

Mpilo Sifuba

Appendix R: Permission to conduct research from Sophakama Senior Secondary School Principal

Sophakama Senior Secondary School
P. O. Box 434
Nqamakwe
4990
04 September 2012

To whom it may concern

This serves to confirm that Mr. M. Sifuba has been granted permission by me as principal of the above-named school to conduct his Doctor of Education research study and that I am also willing to take part in his study.

Yours faithfully

....

DATE: 04 - 09 - 2012

A. M. Sobekwa (School Principal) 0837721767

Appendix S: Request to conduct research to Sophakama Senior Secondary School Governing Body Chairperson

P. O. Box 2569
Dutywa
5000
13 July 2013

The SGB chairperson
Sophakama S. S. S.
P. O. Box 434
Nqamakwe
4990

Dear Sir/Madam

REQUEST FOR PERMISSION TO CARRY OUT RESEARCH

I am carrying out my research in fulfilment of the requirements for the Doctor of Education degree at WSU. The research is a critical analysis of a concealed culture of boundary spanning leadership by School Governing Bodies and School Management Teams in the Butterworth District.

In terms of this research I need to interview a School Governing Body member in the Butterworth District. It would be appreciated if I could be given permission and access to come and interview you to carry out my research.

I would also be happy to share the outcomes of this research with you.
Yours faithfully

....

Mpilo Sifuba

Appendix T: Permission to conduct research from Sophakama Senior Secondary School Governing Body Chairperson

Sophakama S. S. S.
P. O. Box 434
Nqamakwe
4990

Dear Sir/Madam

PERMISSION TO TAKE PART IN YOUR RESEARCH

As an SGB chairperson of the above mentioned school, I am willing to take part in your research towards your Doctor of Education Degree.

Yours Faithfully

DEPARTMENT OF EDUCATION (E.C.)
SOPHAKAMA S.S.S.
NQAMAKWE

L. Homane

PRINCIPAL SIGNATURE: _____
DATE: 20/ 08/ 20.13

Appendix U: Consent form for participants

CONSENT FORM FOR PARTICIPANTS

Participation and withdrawal: Your participation in this research is voluntary and you have the right to withdraw anytime without any explanation.

PURPOSE AND PROCEDURE: The purpose was to critically analyse, scrutinise and contextualise the underlying factors responsible for SGBs and SMTs boundary crossing into each other's finance functional domain despite the fact that their responsibilities are demarcated in the South African Schools Act and to find solutions thereof. To investigate financial conscientiousness as a critical strategy that is aimed at restricting the boundary spanning management among School Governing Bodies and School Management Teams.

BENEFITS: Please be advised that this study won't compensate anyone, is completely voluntary.

ANONYMITY AND CONFIDENTIALITY: This study will not link you with the response given and the information obtained will be kept safe and to ensure these aliases will be used and please do not include any personal identifying information on the questionnaires.

QUERIES OR QUESTIONS: In case one has a query or a need for clarity nor questions relating to the study please contact the primary researcher Sifuba M. on 078439836.

I certify that I have read this form and volunteer to participate in this research study.

Signature ....

Date ....

Appendix V: Interview guide

<u>**Interview Guide**</u>

TOPIC: An Exploration of Financial Conscientiousness among School governing Bodies and School Management Teams and its impact on Boundary Spanning management on Selected Section 21 High Schools in the Eastern Cape Province

The extant literature suggests that School Governing bodies (SGBs) and School Management Teams (SMTs) cross their allocated functional boundaries in school financial management matters. Both SGBs and SMTs span over into each other's functional boundaries in school finance. SGBs are interested in the finance school management functions assigned by the South African Schools Act (SASA) to SMTs while SMTs tend to take over school financial tasks allocated to SGBs.

1. Please, state the SASA section your school belongs to. Is it a section 20 or section 21 school?
    ....
    ....

2. Under which school fee category does your school fall? Is it a fee paying school or a no-fee school?
    ....
    ....

3. Please, state the quintile (e.g. 4 or 5) your school belongs to.
    ....
    ....

4. Does the "boundary spanning" phenomenon described in the introductory section of the interview schedule exists in your school?
    ....
    ....

5. When did "boundary crossing" in school financial management begin in your school?
    ....
    ....

6. If your school has a section 21 status, state whether this problem emerged when it was a section 20 school or after it became a section 21 school?
    ....
    ....

7. If your school is a section 21 school and boundary crossing exists, describe what you consider to be a major cause?
    ....
    ....

8. Please, describe how SGB and SMT members in your school deal with "boundary crossing" in the school finance matters?

....

....

9. Do SGB and SMT members know their demarcated roles in school finances?

....

....

10. Who is responsible for dealing with conflicts between the two major stakeholders in school finance management?

....

....

11. In your school do SGB members perform any school finance functions assigned to SMTs?

....

....

12. Describe how SGB and SMT members resolve disagreements over school finance matters?

....

....

13. Which school financial functions specifically allocated to SGB members do SMT members tend to perform – a behaviour that violates the SASA mandate?

....

....

14. Does SGB and SMT members' habit of performing roles assigned to each other impact positively or negatively on the day to day running of the school? If yes how?

....

....

15. Do you think SGB and SMT boundary crossing over into each other's financial roles impact negatively or positively on school management practices?

....

....

16. Do you think SGB and SMT boundary crossing over into each other's financial roles adversely or positively affects school governance?

....

....

17. Who are expected to manage the problems created by SGB and SMT members' crossing into each other's financial domain?

....

18. How would you assess or rate the performance of SGBs and SMT in school financial management?
....
....

19. What leadership qualities are necessary for managing the "boundary crossing" situation created by the SGBs and SMTs in school financial management?
....
....

20. Are education authorities e.g. District Directors aware of the development of boundary spanning leadership in schools?
....
....

21. What strategies have the education authorities mapped to create an enabling school environment aimed at dealing with boundary spanning in school finance management?
....
....

22. According to your own experience do SGB and SMT crossing into each other's school finance roles and responsibilities threaten the successful achievement of teaching and learning outcomes?
....
....

23. What do you think could be done to prevent boundary spanning leadership in school financial matters?
....
....

END OF INTERVIEW GUIDE

Appendix W: Questionnaire

An Exploration of Financial Conscientiousness among School governing Bodies and School Management Teams and its impact on Boundary Spanning management on Selected Section 21 High Schools in the Eastern Cape Province

SECTION A

1. Indicate the South African Schools Act (SASA) finance section in which your school is categorised

Section 20	1
Section 21	2

2. Indicate the fee category in which your school belongs

Fee paying	1
No-fee school	2

3. Categorise the socio-economic status of your school by checking the quintile in which your school is categorised

Quintile 1	1
Quintile 2	2
Quintile 3	3
Quintile 4	4
Quintile 5	5

4. What form does the "boundary spanning" phenomenon in school finance functions between the SGB and SMT manifest itself in your own school?

Overlaps in SGB and SMT finance functions	1
Cross-over/ overstepping of the bounds	2
Seizure/taking-over of finance functions	3

5. The "boundary spanning" phenomenon emerged when the school

was Section 20	1
became Section 21	2

6. The resolution of "boundary crossing" in school finance matters is dealt with

by the SGB itself	1
in the school's general meeting	2
by the Education District Officials	3
Principal	4
Unsure	5

SECTION B

Rate the extent of your agreement or disagreement with each of the following statements about boundary spanning in financial matters between SGBs and SMTs.

1. SGB and SMT members know their demarcated roles in school finance matters.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

2. The habit of performing roles assigned to each other impact positively on the day to day running of the school.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

3. Boundary spanning into each other's financial roles adversely affects the performance of governance.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

4. Education authorities are aware of the development of "boundary spanning leadership" in schools.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

5. SGB and SMT's crossing into each other's finance functions impacts negatively on teaching and learning outcomes.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

6. Boundary spanning into each other's financial roles adversely affects school management functions.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

7. The habit of performing roles assigned to each other impact negatively on the day to day running of the school.

Strongly Agree	1	Agree	2	Disagree	3	Strongly Disagree	4	Unsure	5

SECTION C

1. Rate the performance of your school's SGB in financial governance.

Poor										Good
1	2	3	4	5	6	7	8	9		10

2. Rate the performance of your school's SMT in in the management of your school's finances.

Poor										Good
1	2	3	4	5	6	7	8	9		10

WSU

WALTER SISULU UNIVERSITY
DIRECTORATE OF POSTGRADUATE STUDIES

MANDATORY CONSENT FORM: ELECTRONIC THESES & DISSERTATIONS (ETD) AND PLAGIARISM REQUIREMENT

TEMPLATE FOR THE STUDENT AND SUPERVISOR CONSENT FOR PUBLICATION OF ELECTRONIC RESEARCH OUTPUT ON INTERNET AND WSU INTRANET

FACULTY: EDUCATIONAL SCIENCES

QUALIFICATION NAME: DOCTOR OF EDUCATION   **ABBREVIATION:** D.Ed.   **YEAR:** 2016

STUDENT'S FULL NAME: MPILO SIFUBA   **STUDENT NUMBER:** 205622437

TYPE OF RESEARCH OUTPUT: RESEARCH PAPER/MINI-DISSERTATION/DISSERTATION/THESIS ✓ **(TICK ONE)**

TITLE OF THE RESEARCH OUTPUT: AN EXPLORATION OF FINANCIAL CONSCIENTIOUSNESS AMONG SCHOOL GOVERNING BODIES AND SCHOOL MANAGEMENT TEAMS AND ITS
IMPACT ON BOUNDARY SPANNING MANAGEMENT ON SELECTED SECTION 21 HIGH SCHOOLS IN THE EASTERN CAPE PROVINCE

CONSENT: I HEREBY GIVE MY CONSENT TO WALTER SUSULU UNIVERSITY TO PUBLISH MY RESEARCH OUTPUT FOR THE QUALIFICATION ABOVE ON THE WSU INTRANET AND INTERNET. I CERTIFY THAT TO THE BEST OF MY KNOWLEDGE, THERE IS NO PLAIGARISM IN THE RESEARCH OUTPUT AS SUBMITTED. I HAVE TAKEN REASONABLE CARE TO ENSURE THAT THE RESEARCH OUTPUT MEETS THE QUALITY LEVEL EXPECTED FOR THE PRESENT QUALIFICATION LEVEL BOTH IN TERMS OF CONTENT AND TECHNICAL REQUIREMENTS. I FULLY UNDERSTAND THE CONTENTS OF THIS DECLARATION.

_____	_____
SIGNATURE OF STUDENT	DATE

ENDORSEMENTS BY:

SUPERVISOR:

FULL NAME: _____   **SIGNATURE:** _____   **DATE:** _____

CO-SUPERVISOR(S):

1   **FULL NAME:** _____   **SIGNATURE:** _____   **DATE:** _____

2. **FULL NAME:** _____   **SIGNATURE:** _____   **DATE:** _____

571