

The expectations of school governing bodies with respect to educator workloads: An education labour law analysis

Ву

Lorinda Melanie Minnaar

Submitted in fulfilment of the requirements for the degree

PhD

in the

Faculty of Education
School of Educational Studies
Department of Education Management and Policy Studies

University of Pretoria

February 2009



ABSTRACT

Decentralisation remains a preferred instrument of education reform policies throughout the world. In theory, decentralisation shifts power and authority from the state at national level to the school community at local level. In South Africa, a decentralising initiative in education was the promulgation of the South African Schools Act, No 84 of 1996, which provided parents with an opportunity to share in the governance of a public school by being elected to serve on its school governing body.

In this context, it appears that members of school governing bodies hold unique sets of expectations when serving on a school governing body. Expectations may influence the nature and type of education to which a particular school community aspires and may consequently influence the workloads of the educators at that school. A primary search of national and international literature on governing bodies provides numerous descriptions of governmental intentions with respect to governing bodies but the expectations that governing body members have of educators, appears to be a neglected field of empirical enquiry. This study therefore examines public primary school governing body functions in the light of prevailing education labour law and other relevant law.

The findings emerging from open-ended questionnaires completed by members of school governing bodies, time-use diaries recorded by educators and interviews with principals together with an analysis of prevailing education labour law and other relevant law consistently show that the workloads of educators who teach at public primary schools situated in middle-class contexts have intensified. There appears to be a variety of factors, which singularly and collectively contribute to the intensification of educators' workloads. Among these are the increasing expectations of parents, differences in the conceptual understanding of professionalism, marketisation and managerialism arising from decentralisation and the principal's leadership style. The findings point to sport and professional development as the core duties, which demand a great deal of educators' time and appear to militate most on educators' private lives. Moreover, this research has provided conclusive evidence that despite the fact that school governing bodies' expectations of educators are aligned with prevailing education labour law and other relevant law, the open-ended nature of such law, together with omissions silences, allows legal space for individual and contextual interpretation and implementation. It is therefore, the most prominent factor contributing to the intensification of educators' workloads.



LIST OF KEY WORDS

- 1. Decentralisation
- 2. School Governing Body
- 3. Expectations
- 4. Educator Workload
- 5. Core Duties
- 6. Education Labour Law
- 7. Alignment
- 8. Intensification
- 9. School Governance
- 10. Professional Management

ACKNOWLEDGEMENTS

I herewith gratefully acknowledge the significant contribution of my supervisor, Professor Johan Beckmann of the Department of Education Management and Policy Studies, University of Pretoria, to the successful completion of my thesis. His expert advice and guidance, dedication and unwavering motivational support were invaluable to me.

I wish to thank Professor Irma Eloff, Dean of Education, University of Pretoria and Professor Jonathan Jansen, former Dean of Education, University of Pretoria, for their contributions to my thesis.

I wish to thank the school Principals, Educators and Parents who willingly sacrificed their time to participate in the study.

I wish to thank my principal, Mr H W Schemper, colleagues and friends at Huguenot Primary School, Wellington, most sincerely for their encouragement and support during my studies.

I wish to thank my family, particularly my parents, Mr Bob and Mrs Ann Barnes and my sister, Mrs Michéle Enslin, for their help, encouragement and support during my studies.

I particularly wish to thank my husband, Mr Phillip Minnaar and my daughter, Ms Ninette Minnaar, for their unfailing patience, sacrifices and belief in my ability to complete my thesis successfully.



TABLE OF CONTENTS

ADC	TDACT		PAGE NO.
		ORDS	
		GEMENTS	
	_	IE	
INTR		ON TO THE RESEARCH	
1.1	Introdu	ction	1
1.2	Rationa	ıle	1
1.3	Concep	tual Framework	2
	1.3.1 1.3.2 1.3.3 1.3.4	The Abdicators The Supporters Club The Partners The Adversaries	3 4
	1.3.5 1.3.5.1 1.3.5.2 1.3.5.3	School Governance in the South African Context The Conceptual Definition of Class The Emergence of South Africa's Middle-Class The Implications of Class for School Governance	4 7 8
1.4	Resear	ch Questions	11
1.5	Aims of	the Study	11
1.6	Working	g Assumptions	11
1.7	Resear	ch Design and Methodology	13
	1.7.1 1.7.2 1.7.3 1.7.4 1.7.5 1.7.6 1.7.7 1.7.7.1 1.7.7.2 1.7.8 1.7.9 1.7.9.1 1.7.9.2 1.7.9.3	Data Collection Approaches and Methods Ethical Clearance and Considerations Approval for the Research Gaining Access to the Research Samples and Sir Obtaining the Participants' Consent Sampling Data Collection Instruments The Open-Ended Questionnaire The Educator Time-Use Diary Management of the Raw Data Data Analysis Content Analysis of the Data Document Analysis of the Data Data Interpretation	1414141515161616
1.8	Reliabil	ity and Trustworthiness	18
1.9	Signific	ance of the Research	18
1 10	Conclus	sion of Chanter One and Preview of Chanter Two	19



CHA	PTER TW	/0	20
		OOMAIN MODEL OF LITERATURE WITH FOCI ON VORKLOAD	20
2.1		ction	
2.2	Approac	ches Used in the Literature Search and Review	20
	2.2.1		
	2.2.2	Category 2 - Synthesis	21
2.3		omain: International Literature with Foci on Educator	21
	2.3.1 2.3.1.1	The Three-Domain Model of Dinham & Scott	
	2.3.1.1	The British Columbia Teachers' Federation Reports	
	2.3.3	The Time-Use Study	
	2.3.4	The Work Intensification Thesis	
	2.3.5	The Job Demands-Resources Model	
	2.3.6	The Work-Life Conflict Study	
	2.3.7	Riccio's Educator Expectations	
	2.3.8	Summary of the First Domain: International Literature with Foci on Educator Workload	
2.4		cond Domain: South African Literature with Foci on Educads The Educator Workload in South Africa Survey	36
	2.4.2	Chisholm and Hoadley's Report on the Educator	
		Workload in South Africa Study	38
	2.4.2.1	The Integrated Quality Management System	
	2.4.2.2	The Revised National Curriculum Statement	
	2.4.3	Morrow's Report: What is Teachers' Work?	40
	2.4.4	Govender's Policy Images and the Contextual	
	o	Reality of Teachers' Work in South Africa	40
	2.4.5	Summary of the Second Domain: South African Literature with Foci on Educator Workloads	11
		Literature with Foci on Educator Workloads	4 1
2.5	The Thi	rd Domain: The South African Education Labour Law	
	Context		41
	2.5.1	Statutory Law	42
	2.5.1.1	The Constitution of the Republic of South Africa, Act N 108 of 1996	
	2.5.1.2	The South African Schools Act, No 84 of 1996	4 2
	2.5.1.3	The National Education Policy Act, No 27 of 1996	
	2.5.1.4	The Employment of Educators Act, No 76 of 1998	
	2.5.1.5	The Integrated Quality Management System for School	
	2.5.1.6	Based Educators The Basic Conditions of Employment Act,	
	2.0.1.0	No 75 of 1997	57
	2.5.1.7		



	2.5.2	Common Law	59
	2.5.2.1 2.5.2.2 2.5.3 2.5.3.1	The Principles of Natural Justice In Loco Parentis and Duty of Care Case Law Moletsane v Premier of the Free State and Another 199	60 62 96
	2.5.3.2 2.5.4	(2) SA 95 (OPD)	62
2.6	Implica	tions of the Literature for my Research	64
	2.6.1 2.6.2 2.6.3	Implications of the Literature for the Research Questio Implications of the Literature for the Aims of the Study Implications of the Literature for the	65
	2.6.4	Implications of the Literature for the	
2.7	Conclus	sion of Chapter Two and Preview of Chapter Three	67
СНА	PTER TH	REE	69
RES	EARCH D	ESIGN AND METHODOLOGY:	
IMPL	EMENTI	NG THE RESEARCH PLAN	69
3.1	Introdu	ction	69
3.2	Resear	ch Philosophy and Theory	69
3.3	Knowle	dge Claim	70
3.4	Qualita	tive Research	70
3.5	Working	g Assumptions	71
3.6	Style of	the Research	72
3.7	Ethical	Clearance and Considerations	72
3.8	Approva	al for the Research	72
3.9	Data Co	ollection Approaches and Methods	72
3.10	Gaining	Access to the Research Samples and Sites	73
3.11	Obtaini	ng Participants' Consent	73
3.12	Samplir	ng	74
3.13	Data Co	ollection Instruments	75
	3.13.1 3.13.2 3.13.3	The Open-Ended Questionnaire The Educator Time-Use Diary Interviews with Principals	78
3.14	Method	dological Limitations	78
3.15	Summa	ary of Research Design	78
3.16	Conclus	sion of Chapter Three and Preview of Chapter Four	79



CHA	PTER FO	UR	80
		ON OF DATA COLLECTION, ANALYSIS, FINDINGS AND TION OF THE OPEN-ENDED QUESTIONNAIRES	
4.1	Introduc	ction	80
4.2	Impleme	enting the Open-Ended Questionnaires	80
4.3	Present	ation and Discussion of the Analysis, Findings and tation of the Data	
	4.3.1 4.3.1.2 4.3.1.3 4.3.1.4 4.3.1.5 4.3.1.6 4.3.1.7 4.3.1.8 4.3.2 4.3.2.1	Teaching Responsibilities Planning and Preparation of Lessons Teaching Lessons Marking of Learners' Work and Feedback Keeping Record of Learners' Assessment and Profiles Assisting Learners with Learning Problems Enriching Bright Learners Progress Reports to Parents Other Comments Classroom Management Creating a Positive Teaching and Learning Environment Maintaining Discipline Other Comments	83 90 93 95 99 101 104 106 :108 1108
4 4	4.3.3 4.3.3.1 4.3.3.2 4.3.3.3 4.3.3.5 4.3.3.5 4.3.4.1 4.3.4.2 4.3.4.3 4.3.4.3 4.3.4.5 4.3.5.1 4.3.5.1 4.3.5.2 4.3.5.3 4.3.6 4.3.6 4.3.7	Extra-Mural Activities Coaching and Involvement in Sport Involvement in Cultural Activities Involvement in Fundraising Activities Involvement in the School's Social Functions Involvement in School Committees Other Comments Pastoral Duties Playground Duty Bus and Gate Duty Scholar Patrol Duty Sick Learners Other Comments Administrative Duties Collection of Money in Class Handing Out Newsletters Keeping Attendance Registers Professional Duties Professional Development Discussion of Participants' Concluding Comments	115 118 120 122 127 127 128 130 131 135 136 138 140 142 144
4.4	Open-E	nalysis, Findings and Discussion of Data Gathered from the nded Questionnaires	144
	4.4.1 4.4.2	What are the Relationships in Meaning between the Cor Duties and the Participants' Expectations?	145
4. 5	Synthes	sis and Presentation of Primary Argument14	8



4.6	Conclus	ion of Chapter Four and Preview of Chapter Five	. 149
СНА	PTER FIV	E	.150
THE	EDUCATO	OR TIME-USE DIARIES	. 150
5.1		tion	
_			
5.2	Impleme	enting the Educator Time-Use Diaries	. 150
5.3		ation and Discussion of the Analysis, Findings and tation of the Data	. 151
	5.3.1	Discussion of Category One Core Duties that Scored	
	0.0.1	Very High Averages	.154
	5.3.1.1	Teaching Lessons	
	5.3.1.2	Maintaining Discipline	
	5.3.1.3	Creating a Positive Teaching and Learning	
		Environment	
	5.3.1.4	Involvement in Other Extra-Mural Activities	
	5.3.1.5	Marking Learners' Work and Feedback	
	5.3.1.6 5.3.2	Coaching and Involvement in Sport	. 159
	3.3.2	High Averages	161
	5.3.2.1	Planning and Preparation of Lessons	
	5.3.2.2	Other Classroom Management Duties	
	5.3.2.3	Other Administrative Duties	
	5.3.2.4	Attending Seminars, Workshops and Courses for	
		Professional Development Purposes	
	5.3.2.5	Keeping Record of Learners' Assessment and Profiles .	. 164
	5.3.3	Discussion of Category Three Core Duties that Scored	40-
	5004	Medium to High Averages	
	5.3.3.1	Other Teaching Responsibilities	
	5.3.3.2 5.3.3.3	Assisting Learners with Learning Problems	. 107 169
	5.3.3.4	Progress Reports to Parents	
	5.3.4	Discussion of Category Four Core Duties that Scored	
	0.0	Medium Averages	
	5.3.4.1	Involvement in School Committees	.170
	5.3.4.2	Bus and Gate Duty.	.170
	5.3.4.3	Involvement in the School's Social Functions	
	5.3.4.4	Other Pastoral Duties	
	5.3.5	Discussion of Category Five Core Duties that Scored	
	F 2 F 4	to Medium Averages	.1/2
	5.3.5.1 5.3.5.2	Other Professional Duties.	
	5.3.5.2	Enriching Bright LearnersPlayground Duty	
	5.3.5.4	Collecting Money in Class.	
	5.3.6	Discussion of Category Six Core Duties that Scored L	
	2.0.0	Averages	
	5.3.6.1	Involvement in Fundraising Activities	
	5.3.6.2	Scholar Patrol Duty	
	5.3.6.3	Handing Out Newsletters	. 175
	5.3.6.4	Sick Learners.	. 175



	5.3.6.5	Keeping Attendance Registers	175
5.4	Additio	nal Data Gathered from an Educator's "Job Description	" 176
5.5	Addition	nal Data Gathered from an Educator's Personal Diary .	176
5.6	Conclus	sion of Chapter Five and Preview of Chapter Six	178
CHAI	PTER SIX	x	180
REFL	ECTION	S ON INTERVIEWS WITH SCHOOL PRINCIPALS	180
6.1	Introdu	ction	180
6.2	Catego	ries Emerging from the Interviews with Principals	180
	6.2.1 6.2.2 6.2.3	Category One - Denial	182
6.3	Conclus	sion of Chapter Six and Preview of Chapter Seven	
CHAI	PTER SE	VEN	187
		VE ANALYSIS AND INTEGRATION OF THE RESEARC	
7.1	Introdu	ction	187
7.2	Teachir	ng Responsibilities	187
	7.2.1. 7.2.2 7.2.3 7.2.4 7.2.5 7.2.6 7.2.7 7.2.8	Planning and Preparation of Lessons Teaching Lessons Marking Learners' Work and Feedback Keeping Record of Learners' Assessment and Profile Assisting Learners with Learning Problems Enriching Bright Learners Progress Reports to Parents Other Teaching Responsibilities	190 192 ss194 196 198
7.3	Classr	oom Management	203
	7.3.1 7.3.2 7.3.3	Creating a Positive Teaching and Learning Environm Maintaining Discipline Other Classroom Management Duties	204 206
7.4	Involve	ement in Extra-Mural Activities	209
	7.4.1 7.4.2 7.4.3 7.4.4 7.4.5 7.4.6	Involvement in Sport	213 215 217 219
7.5	Pastor	al Duties	222
	7.5.1 7.5.2 7.5.3	Playground DutyBus and Gate DutyScholar Patrol Duty	225



	7.5.4 7.5.5	Other Pastoral Duties	
7.6	Adminis	strative Duties	. 232
	7.6.1 7.6.2 7.6.3 7.6.4	Collecting Money in Class	. 235 . 237
7.7	Profess	ional Duties	. 240
	7.7.1 7.7.2	Attending Seminars, Courses and Workshops for Purpo of Professional Development	. 241
7.8	Discuss	ion of Findings	. 246
	7.8.1 7.8.2 7.8.3 7.8.4 7.8.5 7.8.6 7.8.7 7.8.8	Relationships in Meaning between the Findings	. 246 . 248 . 249 . 250 . 251
7.9	Reason	s for Intensification of Educators' Workloads	. 252
	7.9.1 7.9.2 7.9.3	Contextual Implications of Decentralisation	and . 253
	7.9.4 7.9.5 7.9.6	Duties	. 254 . 254
7.10	Forces	that Appear to Drive Parents' Expectations of Educators	.255
7.11	Conclus	sion of Chapter Seven and Preview of Chapter Eight	259
CHAP	TER EIG	HT	.260
CONC	LUSION	S AND RECOMMENDATIONS	. 260
8.1	Introduc	tion	.260
8.2	Overviev	w of Research Findings	. 260
8.3	Conclusi	ions Drawn from Research Findings	. 260
8.4	Recomm	nendations	. 260
	8.4.1 8.4.2	Recommendations for the Improvement of Practice in Research on Educators' Workloads	
8.5	The Sign	nificance of this Research	
8.6	_	que Contribution of this Research	
		•	



8.7.	The Necessity for this Research	263
8.8	Implications of this Research for the Future	264
8.9	Final Comment	265
CHA	PTER NINE	266
BIBL	IOGRAPHY	266
9.1	Bibliography of Literature Consulted and Read	266
9.2	Bibliography of References Cited in Text	272
LIST	OF TABLES	
1.1	Comparison of Typologies of School Governing Bodies Identified	
	by Creese & Earley and Roos	6
2.1	Summary of the Three-Domain Model of Dinham & Scott	.22
3.1	Summary of Research Design and Methodology: Implementing th Research Plan	
4.1	Participants' Expectations of Educators in regard to the Planning and Preparation of Lessons	83
4.2	Participants' Expectations of Educators in regard to Teaching Lessons	86
4.3	Participants' Expectations of Educators in regard to Marking Learners' Work and Feedback	91
4.4	Participants' Expectations of Educators in regard to Keeping Recof Learners' Assessment and Profiles	
4.5	Participants' Expectations of Educators in regard to Assisting Learners with Learning Problems	.95
4.6	Participants' Expectations of Educators in regard to Enriching Bright Learners	.99
4.7	Participants' Expectations of Educators in regard to Progress Reports to Parents	.101
4.8	Participants' Expectations of Educators in regard to Creating a Positive Teaching and Learning Environment	108
4.9	Participants' Expectations of Educators in regard to Maintaining Discipline	.110
4.10	Participants' Expectations of Educators in regard to Coaching an Involvement in Sport	
4.11	Participants' Expectations of Educators in regard to Involvement Cultural Activities	
4.12	Participants' Expectations of Educators in regard to Involvement Fundraising Activities	



4.13	the School's Social Functions
4.14	Participants' Expectations of Educators in regard to Involvement in School Committees
4.15	Participants' Expectations of Educators in regard to Playground Duty
4.16	Participants' Expectations of Educators in regard to Bus and Gate Duty
4.17	Participants' Expectations of Educators in regard to Scholar Patrol Duty131
4.18	Participants' Expectations of Educators in regard to Sick Learners133
4.19	Participants' Expectations of Educators in regard to Collection of Money in Class136
4.20	Participants' Expectations of Educators in regard to Handing Out Newsletters138
4.21	Participants' Expectations of Educators in regard to Keeping Attendance Registers139
4.22	Participants' Expectations of Educators in regard to Professional Development142
4.23	Overview of the Alignment of Core Duties and Participants' Expectations with Prevailing Education Labour Law and Other Relevant Law
7.1	Comparative Summary of Findings in regard to Planning and Preparation of Lessons
7.2	Comparative Summary of Findings in regard to Teaching Lessons190
7.3	Comparative Summary of Findings in regard to Marking Learners' Work and Feedback192
7.4	Comparative Summary of Findings in regard to Keeping Record of Learners' Assessment and Profiles194
7.5	Comparative Summary of Findings in regard to Assisting Learners with Learning Problems196
7.6	Comparative Summary of Findings in regard to Enriching Bright Learners198
7.7	Comparative Summary of Findings in regard to Progress Reports to Parents
7.8	Comparative Summary of Findings in regard to Other Teaching Responsibilities202
7.9	Comparative Summary of Findings in regard to Creating a Positive Teaching and Learning Environment204
7.10	Comparative Summary of Findings in regard to Maintaining Discipline



7.11	Management Duties208
7.12	Comparative Summary of Findings in regard to Involvement in Sport
7.13	Comparative Summary of Findings in regard to Involvement in Cultural Activities213
7.14	Comparative Summary of Findings in regard to Involvement in Fundraising Activities215
7.15	Comparative Summary of Findings in regard to Involvement in the School's Social Functions
7.16	Comparative Summary of Findings in regard to Involvement in School Committees219
7.17	Comparative Summary of Findings in regard to Other Extra-Mural Duties221
7.18	Comparative Summary of Findings in regard to Playground Duty223
7.19	Comparative Summary of Findings in regard to Bus and Gate Duty225
7.20	Comparative Summary of Findings in regard to Scholar Patrol Duty227
7.21	Comparative Summary of Findings in regard to Sick Learners229
7.22	Comparative Summary of Findings in regard to Other Pastoral Duties231
7.23	Comparative Summary of Findings in regard to Collecting Money in Class232
7.24	Comparative Summary of Findings in regard to Handing Out Newsletters235
7.25	Comparative Summary of Findings in regard to Keeping Attendance Registers237
7.26	Comparative Summary of Findings in regard to Other Administrative Duties239
7.27	Comparative Summary of Findings in regard to Professional Development241
7.28	Comparative Summary of Findings in regard to Other Professional Duties244
LIST	Γ OF FIGURES
1.1	Core Concepts Related to the Study10
3.1	Qualitative Data Collection and Analysis Plan76
4.1	Comparative Graphic Summary of Participants' Expectations of Educators in regard to Teaching Responsibilities82



4.2	Educators in regard to Classroom Management
4.3	Comparative Graphic Summary of Participants' Expectations of Educators in regard to Extra-Mural Activities114
4.4	Comparative Graphic Summary of Participants' Expectations of Educators in regard to Pastoral Duties128
4.5	Comparative Graphic Summary of Participants' Expectations of Educators in regard to Administrative Duties136
4.6	Comparative Graphic Summary of Participants' Expectations of Educators in regard to Professional Duties141
5.1	Graphic Representation of the Average Time Spent by Educators on Core Duties

LIST OF ADDENDA

See attached CD-ROM