



**An educator in every class: the management of substitute  
educators in Northern Gauteng province**

**by**

**Frans Venter**

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of the requirements for the degree

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**at the**

**Faculty of Education**

**UNIVERSITY OF PRETORIA**

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**October 2016**

## Declaration

I, Frans Venter, student number 95199510, hereby declare that this dissertation, ***An educator in every class: the management of substitute educators in Northern Gauteng province***, is submitted in accordance with the requirements for the Magister in Educational Leadership degree at University of Pretoria, is my own original work and has not previously been submitted to any other institution of higher learning. All sources cited or quoted in this research paper are indicated and acknowledged with a comprehensive list of references.



Frans Venter

29 October 2016

## **Dedication**

I dedicate this thesis to my late father, Frans Venter sr. and mother Fienie for always inspiring me to better my qualifications;

and

My loving wife, Marina “Mirre” and my daughter Natanya who supported and encouraged me in my academic aspirations and for understanding that I had to spend precious family time pursuing my studies.

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- My loving wife, Marina “Mirre” and my daughter Natanya who supported and encouraged me in my academic desires, and for understanding that I had to spend precious time away from them whilst pursuing my studies.
- Last, but not least – all the participants in this research: those who took part in this survey, spent time receiving my visits, answering my questions and sharing their insights with me. Their co-operation was fundamental to the success of the study.

## Declaration of originality

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**Key words:**

Absenteeism, accountability, challenges, control, demand, development and training, leading, legislation, management, organising, planning, professional development, recruitment of substitute educators, roles, substitute educators, utilizing substitute educators

## List of acronyms and abbreviations

- AEA - Alberta Educator's Association
- BCEA - Basic Conditions of Employment Act (South Africa)
- CELP - Centre for Education Law, Leadership, and Policy
- DoE - Department of Education
- ERA's - Teacher Recruitment Agencies
- FiOS - Fibre Optic Service
- GDE - Gauteng Department of Education
- HRC - High-Revenue countries
- HSRC - Human Sciences Research Council (Republic of South Africa)
- LRC - Low-Revenue countries
- NIAO - Northern Ireland Audit Office
- OECD - Organisation for Economic Co-operation and Development
- PAM - Personnel Administrative Measures
- PERSAL - Personnel and Salary System
- PILIR - Policy and Procedure on Incapacity Leave for Ill-health Retirement
- P-O-L-C - planning, organizing, leading, and controlling
- RQV - Recognition and Evaluation of Qualifications
- SASA - South African Schools Act
- SATU - South African Teachers Union
- SGB - School Governing Body
- SMT - School management team
- UNESCO - United Nations Educational, Scientific, and Cultural Organisation
- UNICEF - United Nations International Children's Emergency Fund
- UK - United Kingdom
- USA - United States of America
- WBNAS - World Bank



## Language editor

### Language editor's declaration

I, Ms Mart Fourie, as the language editor declare that I have edited - ***An educator in every class: the management of substitute educators in Northern Gauteng province***, by Mr Frans Venter.

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## Abstract

### ***An educator in every class: the management of substitute educators in Northern Gauteng province.***

This study investigated and described the manner in which school leaders in the Gauteng North province of South Africa manage substitute educators as part of a strategy to manage educator absenteeism. This study attempted to uncover what management strategies are in place when educators cannot attend to their educational duties.

This qualitative case study was guided by the following research question: “How do school leaders manage substitute educators in the Northern Gauteng province?” Using a conceptual framework made up of the elements of management, namely planning, organising, leading, and controlling (van der Westhuizen, 2003), the researcher collected data using semi-structured interviews with school principals. In selecting the first research site both purposive and convenience sampling was used - the criteria for the identification of the first school was whether it uses substitute educators, while the Northern Gauteng province was selected on the basis of convenience as it is within close geographic location to the researcher. Snowball sampling was employed to identify other schools in the Northern Gauteng province that use substitute educators. Ultimately, the study involved five principals that utilize substitute educators on a regular basis.

The researcher determined that the main reasons for utilizing substitute educators are for maternity leave for female educators, illnesses like cancer, the hospitalisation of educators for surgery, and also for urgent private affairs and PILIR leave. Schools are lacking policies regarding their substitute educators, which can lead to hindrances in the utilization of substitute educators. All schools have difficulty in finding substitute educators with the ability to teach languages, especially for Afrikaans Home Language, and to a lesser extent English Home Language and English First Additional Language. Other subjects that are challenging to find suitable substitute educators for are Mathematics and Physical Science.

The researcher also determined that principals are mainly responsible for the planning of the utilisation of substitute educators, and to a lesser extent the SMT's. A factor that hampers the appointment of appropriate substitute educators at schools is the availability of finances. Some schools are not able to pay competitive salaries to substitute educators, although they attempt to remunerate them on the same scale as permanent educators. Due to the fact of better remuneration at other schools, quality substitute educators are often lost.

The researcher discovered that newly appointed substitute educators' progress is continuously monitored to ensure that they are well adjusted and that all issues are addressed. The majority of substitute educators are females who were in the teaching profession but left due to family reasons or because they did not want to commit to a specific school.

Furthermore, the researcher discovered that the greatest challenge for schools is not knowing in advance when educators were going to be absent. Some educators wait until the last moment to inform the principal of their absence from school. A further challenge depends on the ability of the school to manage a substitute educator. An inexperienced principal may have more difficulty to address this matter. However, most schools have adequate procedures in place to monitor and control the use of substitute educators. Time is of the essence because of the tempo at which education in South Africa takes place.

Recommendations for the management of substitute educators include the design and implementation of a compulsory, comprehensive, and focused school policy on the management of substitute educators. More support from the GDE would benefit schools when they are in need of a substitute educator, perhaps even by adjusting their own policy. Substitute educators that are regularly utilised at a school must be actively involved in professional development, especially regarding discipline. Schools need to create strategies to give feedback to substitute educators when they have completed their stint. Finally, the creation of a proficient data base of all educators who desire to do substitute teaching may prove to be quite useful.

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## **Chapter 1: General orientation**

### **1.1 Orientation and background to the study**

The core business of a school is education, which in South Africa is a basic right. Children of South Africa have a right to education guaranteed in Section 29(1) of the South African Constitution (South Africa, 1996); this means an educator in front of a class every day. When one considers the educator absenteeism rate in South Africa, it is reasonable to state that substitute educators play a vital role in supplying this right to education. The term, substitute educator, refers to an educator whose primary role is to maintain continuity in the lesson plans of the classroom teacher (Lake Central School Corporation, 2014).

From the analysis of the 2005 Khulisa Consortium audit, it is estimated that the conservative, expectant daily absenteeism rate of educators in South Africa is between 10 - 12%. Even though this absenteeism rate incorporates both those who took leave according to the approved leave measures and those who were absent from school on official business and not just those who are absent from school for no legitimate cause. This means that a total of 42 500 educators are absent from work on a daily basis, this accounts for one in 10 educators in South African government schools. This is based on the DBE's figures for 2012 (Department of Education, 2013).

Internationally, educator absenteeism rates in high revenue countries are mostly lower - the educator absence rates were estimated at between 3 to 6% in the USA, 5% in Canada, 6% in Israel, 5.5% in Ireland and at 5.5% in England. In low revenue countries, where the information is inadequate and unreliable, unannounced school visits were used to do educator absenteeism surveys to verify the extent of absenteeism among educators (World Bank, 2003).

The rates of absenteeism in a number of countries were between 19% and 25%. Peru's rate was 11%, Ecuador 14%, Zambia 17%, India 25%, Uganda 27%, and Kenya 25% (World Bank, 2003). South Africa's rate of 10 – 12% is higher than high revenue countries, but lower than most low revenue countries according to a survey done by the World Bank (2008).

The high rate of educator absenteeism may deny children of South Africa the basic right to education. By utilizing and managing substitute educators effectively this obstacle may be overcome. One of the functions of the School Management Team is to manage educator absenteeism, while one of the policies they need to employ is the use of substitute educators. Little international research has been done on how to manage substitute educators, but the research that has been done is not necessarily applicable to South Africa's unique educational context. This study therefore proposes to investigate and describe the manner in which school management teams in South Africa, specifically in the Gauteng North province of the country, manage substitute educators as part of a strategy to deal with educator absenteeism.

### **1.1.1 Defining management**

Management is usually defined as the achievement of organisational goals with and through people using available resources in the most efficient manner possible. "Generally, people use the four functions of management which are planning, organizing, leading, and controlling (P-O-L-C) to achieve their organisational objective" (Mujtaba, 2007: 2).

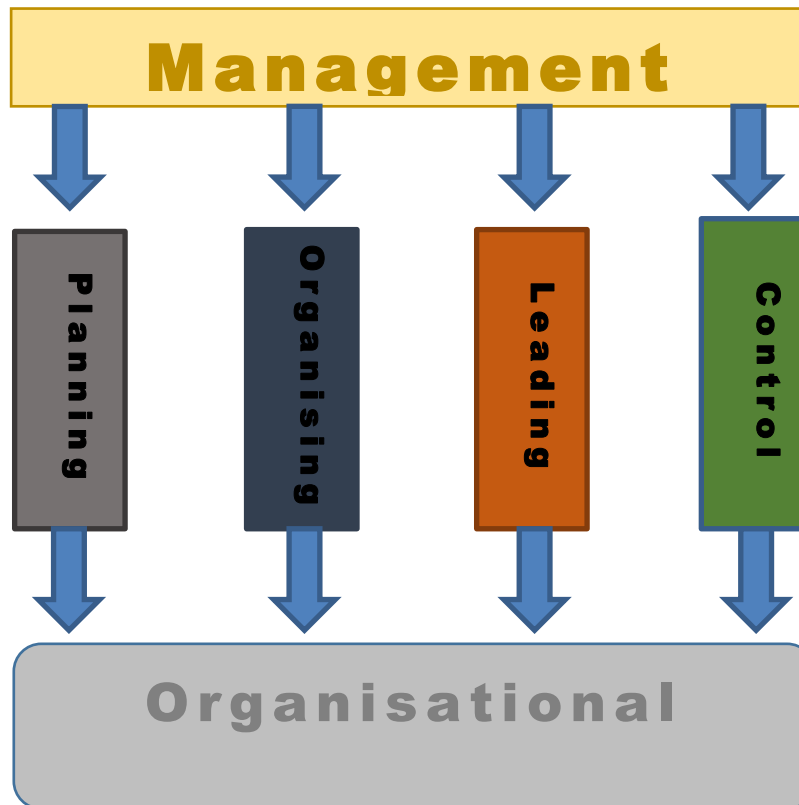
Management is the process to determine and reach the aims of an organisation by planning, organising, leading, and controlling (Kotter, 1990). There are four strategic factors managers utilize for effective management, namely planning, organising, controlling, and prediction (Clarke, 2007).

"Management is the process of planning, organising, leading, and control of contributions of an organisation's members and the use of all other organisational resources to reach certain objectives of the organisation" (Stoner and Wankel, 1986: 4). "Management is especially important when there are significant complementarities and spill-overs between the actions of different individuals or groups" (Postrel, 2009: 173).

According to Clarke (2007) management teams attempt to put practices in place to secure systems that function effectively. There are four strategies that managers utilize, namely planning, organizing, leading, and control.

This is shown in figure 1.1.

Figure 1



**The management process of an organisation** (Stoner and Wankel, 1986: 4)

Planning means to define goals that need to be accomplished in the future of a specific organisation, shaping an overall tactic to reach these goals, in an acceptable timeframe. “Success at integrating the activities of the resources of the firm leads to higher operational capability “ (Postrel, 2009: 273).

Organisation entails to determine actions that have to be completed, deciding who will do what, how it will be done, who is responsible, to whom feedback needs to be given and with whom the final decision lies. (Postrel, 2009).

*”Organizing—the process of designing jobs, grouping jobs into manageable units, and establishing patterns of authority among jobs and groups of jobs. This process produces the basic structure, or framework, of the organisation. The structure includes several hierarchical layers and spans myriad activities and areas of responsibility. The processes and characteristics of the organisation itself are a major theme of organisational behaviour”*

(Griffin and Moorhead, 2010: 8)

According to Van der Westhuizen (1991) organising is a management task that subdivides tasks and allots them to specific people so that educative teaching may be realised in an orderly manner. Stoner and Wankel (1986) define organising as the process of making the organisation's structure fit with its objectives, its resources, and its environment. It is therefore clear that organising is the arrangement of activities so that they are performed by the right people, at the right time and at the right place in an orderly manner. Stoner and Wankel (Stoner and Wankel, 1991: 233) define organising as "the way work is arranged and allocated among members of the organisation so that the goals of the organisation can be effectively achieved".

Leading is the motivation and guiding of members of an organisation, interaction of members and determining inconsistencies. To lead is to have control over something (Odendal and Gouws, 2005). "It is to give advice" (Kavanagh, 2006: 705).

*"Leading, the third major managerial function, is the process of motivating members of the organisation to work together toward the organisation's goals. A manager, for example, must hire people, train them, and motivate them. Major components of leading include motivating employees, managing group dynamics, and the actual process of leadership itself. These are all closely related to major areas of organisational behaviour. All managers, whether they work in a huge multinational corporation spanning dozens of countries or a small neighbourhood business serving a few square city blocks, must understand the importance of leading"*

(Griffin and Moorhead, 2010: 8).

Controlling is the monitoring of the performance, evaluating of outcomes and producing improvements as needed by the organisation (Griffin, 2011). It is work that a manager does to assess and regulate the work in progress as well as completed work (Allen, 1964). Controlling is the umbrella term that includes all management activities and has the intention to determine whether the activities of the organisation correlate with the objectives of the organisation. It is the

measuring and correcting of activities to ensure that events are turned into plans (Koontz and Wehrich, 1988). It is the process through which managers ensure that real activities are turned into planned activities (Stoner and Wankel, 1991). It is the process through which managers ensure that real activities are in correlation with pre-established objectives and standards (Smit and Cronje, 1992).

Control is to manage, to supervise (Odendal and Gouws, 2005). It is the action of management (Kavanagh, 2006). It is the process of decision making and up-keeping of the environment where individuals work together in groups to effectively reach an objective (Koontz and Wehrich, 1988).

For the purpose of this study control would be defined as the measuring and correcting of real activities in terms of predetermined objectives in accordance with the standards of an organisation. Control is to manage and supervise activities to reach an objective.

With regard to the management of substitute educators, it is important to note that Spillane (2006) explains that it is not possible for a school principal to lead and manage a well-performing school on his/her own, as this can only be achieved by several people with varied skills. Distributed leadership is defined as “the concept that some of the functions of leadership can be delegated or embedded in other persons or roles in an organisation” (English, 2008: 115). This function of managing substitute educators can therefore be delegated to other members of the school’s SMT or even to a selected staff member who is not a member of that team.

Schools need to appoint the best possible manager for dealing with the management of substitute educators. Managing substitute educators clearly implies that it is not simply the delegation of a task; it is important to note that when characterising managerial work, most educators and other experts find it useful to conceptualise the activities performed by managers as reflecting one or more of four basic functions, these being planning, organising, leading, and controlling (Griffin and Moorhead, 2010).

For the purpose of this study management is defined as an entity that leads, has control over people to reach a common goal by specifically utilising the

management functions of planning, organising, leading, and control to put systems in place.

### **1.1.2 Defining absenteeism**

There are several definitions and classifications of absenteeism. An uncomplicated definition of absenteeism is a failure to attend work (Biron and Bamberger, 2012). An alternative simple definition is the decision not to attend work (Halbesleben, Whitman and Crawford, 2014). Belita, Mbindyo, and English (2013) classify absenteeism into four groups, namely voluntary, involuntary, planned, and unplanned absence from work. Other definitions are an amalgamation of different basic definitions including Senel and Senel's (2012) definition of absenteeism as any unscheduled absence from work for any reason.

Older definitions of absenteeism are defined as an employee's not being on duty for any reason (Bowers, 2001). Absence can be caused by illness, either that of the employee him-/herself or of relatives, funerals, in-service training, activities organized by the school, pregnancy, strike action, etc. A substantial quantity of labour time is lost annually, because of employee absenteeism or periods of time absent from formal class actions, but there is inadequate evidence of loss of productivity (Bowers, 2001). Absenteeism is an employee's intended or scheduled absence from work. Although employers assume workers will miss a particular number of workdays each year, extreme absences can be associated with a decline in efficiency at work. This will have an effect on the organisation's income, optimism, and a whole lot of other factors. The most common definition of absenteeism is to neglect to report for work (Robbins, 2003).

Absenteeism can also be described as unintentional or intentional absence from work, as well as the frequency at which it occurs and the period of absence. Unintentional absence signifies factors that cannot be controlled by an individual, such as an accident or a long-term illness. Intentional absence constitutes an awareness option by an employee to be absent from work, which should be managed. The frequency of absence is the number of days absent from work in a given period of time, irrespective of the extent of the absence (Chadwick-Jones *et al.*, 1971).

Patton and Johns (2007) define absenteeism as a person's failure to be present for a certain period of time at a certain location where there is shared anticipation for the person to attend. Martocchio and Jimeno (2003) define absenteeism as missing a single day of work. Absences arise every time an individual decides to assign time to actions that contest his or her arranged work, to enhance either the increasing or decreasing of fundamental patterns, or to expand personal effectiveness (Harrison and Martocchio, 1998). Robbins, Odendaal, and Roodt (2001) define absenteeism as a failure to attend work as arranged, no matter what the reason is.

In this research absence is defined as an employee's absence from work on a given day during pre-arranged working hours in order to attend to non-work associated issues. This definition includes all forms of absenteeism, including vacation leave, sick leave, etc., taken during a normal school day. For this study the researcher elected to utilize Senel and Senel's definition of absenteeism which includes any unscheduled absence from work for any reason, since it is a broad definition that integrates several aspects of various other definitions.

### **1.1.3 Defining substitute educator**

The term, substitute educator, refers to an educator whose primary role is to maintain continuity in the lesson plans of the classroom educator (Lake Central School Corporation, 2014). The responsibility of a substitute educator lies in ensuring that any sense of disruption is lessened by following the educator's proposed frameworks and procedures. According to the Alberta Teachers' Association (2013: 3), "substitute teachers are fully qualified, certificated teachers employed by school boards to replace the regular classroom teacher when necessary. They are employed on a daily or short-term basis." Substitute educators are educators who are not permanent staff members at a school. The terms used in the United States include substitute teacher or guest teacher (Jones, 2009). In the United Kingdom, they are called supply teachers (McIntyre, 2010). New Zealand and Australia use the term relief teachers, and in Canada, they are known as teachers on call.

For this study, the term substitute educator will mean a replacement educator, who can fill in for educators that are absent from school for various reasons, i.e. intentional and unintentional absenteeism. They will be able to assist learners in their learning activities during the absence of their regular educator.

Recent Ontario provincial legislation states: a teacher is an occasional teacher if he or she is employed by a board to teach as a substitute for a permanent teacher or a temporary teacher who is or was employed by the board in a position that is part of its regular teaching staff. (Government of Ontario, 2010). This happens whenever there is “a planned absence due to professional development training. Substitute teachers provide the necessary cover while, ironically, receiving few opportunities for adequate training that addresses their unique needs and experiences” (Damianos, 1998: 28). Damianos (1998: 24) explains: “Existing in a different realm of experience, substitute teachers’ interests, and practices are frequently perceived in different and often conflicting terms to those concerning permanent teachers”.

Additionally, it is unfortunate for occasional teachers that “professional teacher associations, although theoretically acknowledging the professional membership of substitute teachers, do not include them in professional activities” (Duggleby and Badali, 2007: 22).

#### **1.1.4 Educator absenteeism**

In an analysis, following research commissioned by UNICEF in collaboration with the Department of Education of South Africa during July 2010, it became clear through three sets of data and relevant literature that had been used, that the anticipated leave rate in South Africa is 10 - 12%, which is higher than high revenue countries, but then again lower than low revenue countries. Leave taken includes leave taken according to stipulated leave measures, namely educators that are absent due to official business. An estimate of 0.5% female educators are on maternity leave during any given time. The policy on maternity leave was successfully applied in schools. In these classes there would be no teaching time lost. Educators are on average 20-24 days a year absent from their usual classroom activities due official business or leave taken in accordance with specified leave measures (UNICEF, 2010).



### **1.1.5 Reasons for educator absenteeism**

Research done on several countries' educator absences indicate that the foremost reason for absence is due to illness. Serious illness, slight illness where a doctors' note is not compulsory, as well as supplementary remunerated leave when they actually have no health issues. Short term illness is the universal reason for absenteeism, followed by medium-period absenteeism, death of a family member or friend, maternity leave and critical family matters (Miller, 2008).

In low revenue countries, reasons for absenteeism are slightly different. A higher absence rate is recorded due to official business of educators and principals based upon reasons for ill health. There is no proof that educators that are absent from work have a lower productivity. Herrmann and Rockoff's (2010) tests for a connection between health and on-the-job productivity are undoubtedly unintended, but it is essential to acknowledge that most of the current literature on educator absenteeism depends on overlapping sector disparity, self-reported physical condition, and efficiency measures. They also came to the conclusion that there is no proof that educators went to work when they were too ill to be efficient at work, however a proper test based on studying health and efficiency at work would be conducive to addressing this issue.

In countries like Botswana, Uganda, and Malawi, with an absenteeism rate of 5%, a substantial percentage can be attributed to illness. Botswana and Uganda also shows a high incidence of educators and principals attending official meetings and taking on extra responsibilities, which result in absence from school. Principals especially tend to participate in official meetings and to take on more responsibilities. However, this occurrence is more relevant to rural and remote schools (Das, Habyarimana and Krishan, 2007) and (Chaudhury et al., 2006).

### **1.1.6 Types of absenteeism**

There are disparities in high-revenue and low-revenue countries' educators' reasons for being absent, namely maternity leave, illness, and official business.

In high-revenue countries, women are more inclined to take care of a sick child or an adult reliant on support, while educators with less personal responsibilities were less frequently absent. In low revenue countries most leave is taken by senior

educators, women less than men. Master educators and/or principals are more absent than educators, and highly qualified educators seem to be absent from school more recurrently. In high revenue countries travelling is associated with higher rates of absenteeism due to bad weather and other travel-related difficulties. In low revenue countries travelling is associated with poverty issues. Where educators receive a higher income than others in their society, they tend to move away from their society, but closer to work. This causes an increase in levels of leave taking.

School environment, culture, and leadership strength have an influence on educators' absenteeism rates. Job satisfaction and appreciation tend to improve the attendance rate of educators. However, unsatisfactory working conditions, poor infrastructure and living amongst people with inadequate facilities and difficult circumstances, poverty affected educators tend to be absent more often. Educators apply for family responsibility leave to attend a graduation ceremony or registration at a university, caring for a close family member or when an educators' wife or life partner gives birth. PAM and BCEA stipulate that family responsibility leave may only be taken when a child or spouse is ill or in the event of the death of an immediate family member (South Africa, 2015). There is no category for private matters. Educators apply for leave of absence for matters not related to the above mentioned categories. These may include matters such as renewal of car licenses and domestic arrangements related to water and electricity. Taking leave for the above mentioned matters may lead to financial or personal damage if an educator overlooks them. There is no specific study associated with reasons for educators' absenteeism from schools (UNICEF, 2010).

#### **1.1.7 Length of absenteeism**

When lengthy periods of absence occur, productivity loss is often minimal. Quite a few factors have an influence on this pattern. Principals and their management teams constantly search for more suitable substitute educators for longer terms of substitute teaching. In addition to that, more productive educators often apply for longer periods of substitute teaching, or educators become more productive while teaching (Herrmann and Rockoff, 2010).

South Africa shows that slightly more than three quarters of leave taken, (77%), is shorter than 3 days. Two days' leave represents 41% of all leave taken by educators. Leave taken for one or two days does not require a medical certificate. This means that only a quarter of all leave taken requires documentation to prove that the leave taken is permissible (UNICEF, 2010).

### **1.1.8 Legislation**

#### **1.1.8.1 Internationally**

Finnish law indicates that all learners taking part in a lesson have the right to be taught according to the curriculum. Section 30 of the law states that learners also have the right to receive learner guidance and adequate learning and study support. Finland's' educational law contains specific guidelines concerning their education. Section 37 refers to employees of schools. Every school providing education must have a principal that manages all procedures. Every school must have an adequate number of educator positions or educators with employee contracts. They are authorised to have part-time educators, special- needs educators and support staff (Finland:Ministry of Education and Culture, 2013).

“Basic education law in Finland states that the teacher or principal in a long-term work relationship must be eligible. When a place of a teacher is being filled, the vacancy must be open for everyone to apply for, but the person that is chosen must be valid. In such a case that a suitable candidate does not exist, a person that does not have eligibility, but has enough education and skills for the purpose, can be chosen for a maximum of a one-year period. After this, the vacancy must be opened again in order to find a teacher with validity. The information considering teachers' and principals' eligibility, is public and anyone has the right to ask and receive that information from the organisation that arranges basic education” (Lahtinen, 2012: 55).

The United States of America has no detailed, stipulated constitutional right pertaining to education. Due to this shortfall in their constitution, state governments have been controlling the right to education under the supervision of the Tenth Amendment. The responsibility to determine the expanse of education and the right to education for the public lies with the State and local authority.

Nonetheless, central government occasionally violates the power of the constitution given to the states, changing the direction of education. The United States of America continues to be the only member of the United Nations, apart from the disintegrated Somalia, that has not backed the 1959 Convention on the Rights of the Child, which is a significant agreement classifying the right of all children to receive an education. All this because of its insufficient constitutionally required right to education (Wilkins, 2005).

The Constitution of Japan, Article 26 (1) states: “(1) All people shall have the right to receive an equal education correspondent to their ability, as provided by law. Unlike the United States, Japan has chosen to ratify the human rights treaties that guarantee the basic right to education” (Benitez, 2014: 767).

Similar to Japan, El Salvador safeguards the right to education in their Constitution. Article 56 of the Constitution of El Salvador, which was endorsed in 1953, assures the right to education by stating:

*“All inhabitants of the Republic have the right and the duty to receive a simple and basic education that will train them to perform as useful citizens. The State shall promote the formation of special education centres. When imparted by the State, simple, basic, and special education shall be free”*

(Benitez, 2014: 775)

#### **1.1.8.2 South African legislation and educator absenteeism**

A number of national legislations govern education in South Africa. Acts such as the National Education Policy Act (Act 27 of 1996), the South African Schools Act (Act 54 of 1996), the Educators’ Employment Act (Act 134 of 1994), the South African Council for Educators Act (Act 51 of 2000) and the Education Laws Amendment Act (Act 31 of 2007) along with numerous aspects of general legislation all, to some degree, direct and control the education process in our country. That being said, it is essential to keep in mind that for the purposes of this study, focus is placed mainly on the Schools Act (Act 54 of 1996) and Personnel Administrative Measures, hereafter referred to as PAM.

Regarding appointments in education, the PAM document Chapter B 2.1 (e) states that

*“The appointment of an educator can be in a permanent or temporary capacity. If the appointment is in a temporary capacity, it is for a fixed period. Appointment in a temporary capacity can either be to a substantive vacant post or as a substitute for another educator who is temporarily not occupying his or her post”*

(South Africa, 2015: 42)

## **1.1.9 Constitutional rights with a bearing on education**

### **1.1.9.1 The right to education**

The single most important right in the Bill of Rights with a direct bearing on education is the right to education. Section 29 of the Constitution (South Africa, 1996: 1257) states:

*“29(1) Everyone has the right*  
*a. to a basic education, including basic adult education; and*  
*b. to further education, which the state, through reasonable measures, must make progressively available and accessible.”*

This right determines unequivocally that the State is responsible for the provision of education to all its citizens, and is therefore responsible for every aspect of the provision of education.

### **1.1.9.2 The rights of the child**

The second imperative right with a bearing on education is contained in section 25 of the Bill of Rights. This section deals with the rights of children, and the subsections of section 25 relevant to this discussion are relayed below:

Section 25(2) is of particular importance when discussing education legislation and its duty to provide for and promote the use of substitute educators for learners at South African schools.

*“25(2) A child’s best interests are of paramount importance in every matter concerning the child.”* (South Africa, 1996: 1255).

The South African Schools Act states:

*“20. (1) Subject to this Act, the governing body of a public school must -*  
*(a) promote the best interests of the school and strive to ensure its development through the provision of quality education for all learners at the school;*  
*(e) support the principal, educators and other staff of the school in the performance of their professional functions;”* (South Africa, 1996: 27)

The rights of substitute educators

*“23. (1) Everyone has the right to fair labour practices.*  
*(2) Every worker has the right -*  
*(a) to form and join a trade union;*  
*(b) to participate in the activities and programmes of a trade union; and*  
*(c) to strike.*  
*(3) Every employer has the right -*  
*(a) to form and join an employers’ organisation; and*  
*(b) to participate in the activities and programmes of an employers’ organisation.”* (South Africa, 1996: 1251).

### **1.1.9.3 The right to equality**

Joubert and Prinsloo (2009: 44) identify the fundamental human rights contained in the Constitution as the right to freedom, the right to equality and the right to life. Section 9 of the Constitution (1996: 1247) reads as follows:

*“9(1) Everyone is equal before the law and has the right to equal protection and benefit of the law”*

*‘9(2) Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination, may be taken.’*

*“9(3) The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, age, disability, religion, conscience, belief, culture, language and birth.”*

*“9(4) No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of sub-section (3). National legislation must be enacted to prevent or prohibit unfair discrimination.”*

The right to equality implies that in principle all people can claim equal treatment and equal opportunities before the law (Joubert and Prinsloo, 2009: 45) including legislation designed and promulgated to organize and control education.

Section 9(2) also provides for everyone’s benefit from all rights, including those that specify the right to life (section 11), safety (section 12) and privacy (section 14). These three rights will be shown later to be vital aspects of education law related to the management of substitute educators in South African schools.

#### **1.1.10 South African Schools Act (SASA)**

##### **SASA S 36(1) - To improve quality**

*“25. (1) f.ii. Every child has the right to a place without risk to the child’s well-being, education, physical or mental health or spiritual, moral or social development;*

##### **29. (1) Everyone has the right -**

(a) to a basic education, including adult basic education; and...” (South Africa, 1996)

##### **SASA S 36(1) – “Responsibility of governing body**

*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.”* (South Africa, 1996: 00000).

### **1.1.11 Policy on educator leave taking in South Africa**

Employees of the Department of Education are entitled to take leave. Common leave directives are included in the Basic Conditions of Employment Act 75 of 1997 and the Labour Relations Act 66 of 1995. Leave measures for institutional based educators are displayed in the PAM (South Africa, 2015). Normal leave measures pertaining to health, family responsibility, as well as special leave measures for educators can be found in PAM. Educators are not always able to perform their teaching duties. Chapter B of PAM makes provision for the appointment of substitute educators.

### **1.1.12 Substitutes for other industries**

Employees being absent from work, is an occurrence that is found all over the world, in all industries and income groups, and professions. Amongst OECD nations, the absenteeism rate is considerably higher in countries in northern Europe, due to the fact that they have advance sick leave policies (Bergenhoff, 2003). Chaudhury *et al.* (2006) state that absenteeism is also a foremost concern in emerging countries, predominantly in the public sector, where administration may be very vulnerable.

Chaudhury *et al* (2006) produced supportive material that shows that absence from the work place has a negative impact on the effectiveness of teaching. They focussed on discrepancies in educators over time and compared the important effects of absences preceding exams with the lack of any effect from absences subsequently taking place. This convinced them that their estimations are contributory. The influence of absenteeism in the education sector may perhaps relate to other sectors of the economy. There are features in other economic sectors that are not shared by the educational sector, but there are some mutual grounds for being absent from work.

Ehrenberg (1970) already stated years ago, that in other economic sectors, workers cannot be as easily substituted as in the education sector, where all educators have a university or college degree. Sick leave in the private sector is less common than in public schools. Only 70 % of workers in the private sector, as opposed to 90% of workers in education, tend to be sick and consequently less



productive. In the education sector, overtime and flexible working hours cannot address absenteeism because school hours are rigid.. Addressing the source of absences, might limit these losses in productivity. Absence prevention is one of the foremost drivers of current development (Herrmann and Rockoff, 2010).

## 1.2 Stating the problem

“Schools are facing immense challenges, so amid the mountains of paperwork and politics, it is easy to overlook the individuals who replace educators on a regular basis” (True, Butler and Sefton, 2011: 9). As indicated above, educator absenteeism in South Africa is very high, which threatens the right to basic education of many learners. Substitute teaching is often neglected by school management even though it should be considered to be very important.

Considering that “10 additional days of educator absence reduces learner achievement in fourth grade mathematics by at least 3.3% of a standard deviation” (Miller, Murnane and Willet, 2005: 23), and that on average, a learner in the United States of America will spend 5 to 10% of their school year with a substitute educator (Duggleby and Badali, 2007), then the appropriate management of these educators, taking into account the excessive absenteeism rate among South African educators, is crucial.

The use of substitute educators can alleviate the threat to learners’ right to basic education and to the damaging effects of educator absenteeism on learner performance. However, the literature on how to manage substitute educators is not local but international, and the findings and recommendations of international studies are not always applicable to South Africa’s unique context. This is where the gap in the research on the management of substitute educators is realized.

As part of his school’s SMT, the researcher is responsible for the provision of the best possible substitute educator in the classrooms of absent educators. For institution based educators, these measures appear in the PAM (South Africa, 2015). The researcher is frequently confronted with varying and unclear expectations on how to manage substitute educators, and after a day of managing substitute educators, the researcher may have gone through a range of different

emotions such as frustration, anxiety, joy and a sense of accomplishment, often depending on how well the substitute educators had been managed.

### **1.3 Purpose of study**

The purpose of this study is to investigate and understand through the obtaining of information from key participants in their respective schools, how substitute educators are managed in the Northern Gauteng province. The overall aim of this study is to draw on both the existing literature in the field and the expertise, management experience and vision of key professionals to help define the field of management of substitute educators, to identify and describe the needs and gaps in this regard, and to make recommendations for further development in the management of substitute educators.

It is the duty of every principal of a public school in South Africa to have a management plan or policy regarding substitute educators. The purpose of this study is to investigate the manner in which the management of substitute educators in the school system of secondary schools in the Gauteng North province of South Africa takes place. An investigation was undertaken to gain deeper knowledge on how individual schools manage substitute educators in the above mentioned schools, and how their respective policies bear influence on the general management of a school. The policy on the management of substitute educators must be based on the South African Schools Act of 1996 and must aim to make their management program feasible in order to ensure that effective management of substitute educators takes place.

In this study the researcher attempt to answer questions on the management of substitute educators and hope to be able to suggest ways of improving the manner in which schools manage these educators.

### **1.4 Rationale**

South African educators are absent from school when they acquire leave, according to categories of leave established in PAM. Prinsloo and Reddy's (2012) investigation for HSRC revealed that 20% to 25% of educators are absent from school, due to official duties like curriculum related workshops and official meetings. They reckoned that 2% of leave is for official matters, and PERSAL

recorded leave amounts to 5%. The necessity for leave for principals due to official obligations is greater than that for normal educators, as the former need to attend meetings of the Department of Education.

There is an increasing shortage of substitute educators. One of the principle reasons are low remuneration (Weems, 2003). Substitute educators cannot do much about the remuneration issue even if they feel it is unfair (Koenig, 1988). Their foremost concern is getting asked again in future, where it should be playing an efficient role in the classroom.

Learner registration in South Africa, is expected to increase from approximately, 12.4 million in 2013 to 13.4 million in 2023, and will decline to 13.3 million in 2025. There is an increasing need for more educators to meet the growing total of learners, the education system needs to increase the number of educators from 426 000 in 2013 to approximately 456 000 in 2025, an escalation of 30 000 educators in 12 years. All of the above will also have an impact on substitute educators' availability (Centre for Development, 2010). Many countries experience difficulties in acquiring substitute educators. This will also be applicable to South Africa, and especially in the rural and underprivileged areas (Prinsloo and Reddy, 2012).

Principals in South Africa (as in the rest of the world) would like to find the same qualities in substitute educators as they are seeking in permanent educators. "Rural schools, in particular, have difficulty in finding appropriate substitute specialists in Mathematics and Science in the secondary phase" (Prinsloo and Reddy, 2012).

Educator absenteeism, retirement, and other types of absenteeism by educators have led to an extensive scarcity of substitute educators throughout the world, resulting in the hiring of individuals who lack educator certification and educational training. This is also the case in South Africa.

School management needs to reduce time that educators are not at school and in their classrooms. In order to do so, managers should implement effective monitoring of leave and leave patterns, and implement measures to decrease leave taken by educators (Prinsloo and Reddy, 2012).

The researcher proposed this study from the struggles he experienced when he was recruiting and attempting to manage substitute educators, as the challenges he faced in this aspect of his role on the SMT motivated him to investigate the management of substitute educators. A review of the literature has shown that the proper management of substitute educators is beneficial to administrators, regular educators, substitute educators and learners and will help to ensure that learning is not prejudiced when regular educators are absent from the classroom.

The researcher's rationale for conducting this research was that he would like to investigate how substitute educators are managed in schools in the Northern Gauteng province. Furthermore, the lack of research from within the South African context, as well as the importance of protecting the right to education (South Africa, 1996) by managing educator absenteeism through substitute educators, was paramount to this study.

A review of the literature on the management of substitute educators suggests that there is a significant difference between the way in which developed countries, like those in Europe and the United States of America make use of substitute educators, and the way they are utilized in developing countries, like those in Africa, Asia, and South America. Very little research has been done in South Africa or Africa for that matter, as a developing country and continent, on how substitute educators are managed.

Providing quality and effective instruction, even in the absence of the regular classroom educator, is in the interest of all parties involved. Through this study, the researcher investigated the management of substitute educators and hopes to contribute to the available data regarding the management of substitute educators.

## **1.5 Research questions**

### **1.5.1 Main question**

How do school principals manage substitute educators in the Northern Gauteng province?

### **1.5.2 Sub-questions:**

- How do school principals plan for the utilisation of substitute educators?
- How do school principals organise the utilisation of substitute educators?

- How do school principals lead the process of utilizing substitute educators?
- How do school principals monitor the utilisation of substitute educators?
- What challenges do school principals experience regarding the management of substitute educators?

## 1.6 Conceptual framework

This study employed a conceptual framework rather than a theoretical framework. Henning *et al.* (2004) states that the most significant function of a conceptual framework is the linking of central views, positioning of research in a framework and the placing of research within a subject field of which is researched. The conceptual framework of my study — the system of concepts, statements, and anticipations, views, and beliefs philosophies formed a key part of my design (Robson, 2011).

Managers are responsible for getting work done through others. The functions of management distinctively portray managers' responsibilities. The most commonly cited functions of management are planning, organizing, leading, and controlling, although some researchers identify additional functions.

*“Managerial work is fraught with complexity and unpredictability and enriched with opportunity and excitement. However, in characterizing managerial work most educators and other experts find it useful to conceptualize the activities performed by managers as reflecting one or more of four basic functions. These functions are generally referred to as planning, organizing, leading, and controlling. While these functions are often described in a sequential manner, in reality, of course, most managerial work involves all four functions simultaneously”*

(Griffin and Moorhead, 2010: 7).

The key functions that the researcher used in research were:

The **planning** function was used to determine how principals planned the utilization of substitute educators, the **organising** function was used to determine how principals organised the management of substitute educators, the **leading** function was used to determine the leading process regarding the management of

substitute educators and lastly the **control** function was used to establish how the management of substitute educators was controlled.

### **1.7 Research design and methodology in brief**

This study aimed to employ a case study research design to investigate the management of substitute educators. David and Sutton (2011) express that case studies are comprehensive studies of precise units such as individuals, organisations, events, programmes or communities. According to Yin (2009: 18) “a case study can be defined as an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident”.

Yin (2009: 18) further explains that case studies “favour qualitative research methods because they are considered particularly beneficial for the generation of detailed information” and that they are used to “understand a real-life phenomenon in depth”.

This case study aimed to examine a “contemporary phenomenon within its real-life context, especially when the boundaries between the phenomenon and context are not clearly evident” (Yin, 2003: 1), which described the context-specific practice of the management of substitute educators. The case desired the exploration of complex situations, i.e. the management of substitute educators, allowing for the gathering of multiple perspectives, from a range of sources, including contextual information. The case was particularly useful when examining a process such as the management of substitute educators, as well as case studies where “how”-questions (Yin, 2003: 21), compatible with the research question of this study were answered

This qualitative study was conducted using five separate case studies in order to gather the data required to answer the research questions set above. Each case study focused on one of five public schools in the Northern Gauteng province of South Africa.

This study involved five (5) principals responsible for the management of substitute educators. The initial sampling strategy in the selection of the participants in this study was convenient sampling. “This method refers to

situations when population elements are selected based on the fact that they are easily and conveniently available” (Maree, 2007: 177). The sampling began with the selection of a district in Northern Gauteng that, due to its location, represents ease of accessibility to the researcher.

### **1.8 The participants**

In this study the participants were principals of schools that had been chosen due to their close proximity to the researcher, and also due to the fact that the first principal interviewed, was a principal the researcher have known from my pre-graduate years, who regularly employs substitute educators. The sample chosen for this study was, therefore, a purposive sample (Creswell, 2012) and due to his willingness to participate in this study, he was asked for references of other schools that utilize substitute educators. Using the snowball sampling method, the researcher identified 4 others schools that utilize substitute educators and were willing to participate in the study. The matter of whether these schools were high schools or primary schools has an influence on the topic of the study, and the researcher therefore conducted the study at 5 high schools that were willing to participate. As mentioned above, this study involved five (5) principals as participants.

The initial sampling strategy in the selection of the participants in this study was convenient sampling. “This method refers to situations when population elements are selected based on the fact that they are easily and conveniently available” (Maree, 2007: 177). The sampling began with the selection of a district in Northern Gauteng that, due to its location, represents ease of accessibility to the researcher.

The schools’ proximity to one another means that they all fell under the authority of the same district of the provincial Department of Education, which made it easier to correspond and interact with that Department in the matter of authorisation to conduct this study. Falling under the authority of one district also means that a considerable degree of similarity and simplification is possible during the analysis of the outcome.

## 1.9 The literature review

The researcher obtained literature regarding the subject under research by conducting a wide-ranging search through various literature sources. The researcher made use of both newly published books; but in addition older books were utilized, due to their relevance to the research. Journal articles, as well as various web pages relevant to the topic under investigation proved to be good sources of information. Recognition and citations were awarded to the authors of literature in the dissertation. Quotes from literature sources were recorded and referred to correctly; furthermore the data obtained was not manipulated. Plagiarism was not entertained and a detailed list of references was compiled.

The literature review for this study, aimed at defining the foundations and scope of the topic of the management of substitute educators, has been divided into sections which focus on factors that influence and relate to the management of substitute educators. Furthermore, current academic literature, pertaining to the issue of the management of substitute educators, was included. All of the sources of literature mentioned refer back to the appropriate management of substitute educators, closely linking this sub-section to the first.

## 1.10 Data collection

In this study, individual semi-structured interviews were utilized in the collection of data from 5 school principals sampled from 5 schools in the Northern Gauteng province of South Africa. The protocols for these interviews were developed in line with the main and sub-research questions and the conceptual framework. This means that each interview focussed on the four dimensions of management, namely planning, organising, leading and control and participants were asked questions on each of these aspects as they relate to the management of substitute educators - see annexure A and B for examples of the interview questions.

The semi-structured interview, as opposed to the standardized open-ended interview format, was employed as it “increases the comprehensiveness of the data...” (Cohen, Manion and Morrison, 2002: 271). The weakness of this format, as described by Cohen *et al* is the fact that the capability to generalize from the data can be limited if the interviewer does not ensure that each interviewee discusses the same topics and issues.



In order to negate this problem, the researcher drew up a schedule of topics and issues as detailed in chapter 3 for use during the interview process. This schedule (see annexure B), in an appropriate format, was not provided to any one of the participants in advance of the interview appointment. This was to alleviate the preparation of decent and researched answers to the questions asked and made provision for spontaneous answers to all the interview questions. The interviews were specifically focused on gathering data on the manner in which each principal and each school implements the management of substitute educators. It was felt that interviews with these 5 principals, who together have extensive and diverse skills in school management, would provide data of sufficient quantity and quality to effectively answer the research questions posed.

### **1.11 Delimitations and limitations of the study**

This study of the management of substitute educators is limited to five schools all located to the north of Pretoria in the Gauteng North province of South Africa. The researcher acknowledges that the study of only five schools all in such close geographic proximity to one another places a limitation on the degree to which the findings can be universal. The findings might also not be relevant to all schools in Gauteng or for that matter the rest of South Africa, due to the fact that schools have different needs and circumstances.

### **1.12 Research structure**

To assure a well-structured research report in which the content flows in a logical order and in which the research aims and questions are addressed, the chapters were outlined as follows:

#### **1.12.1 Chapter 2: Literature review**

This chapter will focus on important aspects from the literature that has been reviewed on the management of substitute educators.

### **1.12.2 Chapter 3: Design and methodology**

In this chapter, the focus is on the methodology utilized to conduct the research on the management of substitute educators.

### **1.12.3 Chapter 4: Presentation of data and Findings**

In this chapter, the focus is on the detailed presentation of the research findings on the management of substitute educators.

### **1.12.4 Chapter 5: Discussion of findings, recommendations and conclusion**

This chapter informs the reader what was discovered during the research and relates to the aims and research questions on which the findings and recommendations are based.

## **1.13 Summary**

Absenteeism of educators is a major problem in South Africa and also worldwide. Children of South Africa have a basic right to education guaranteed in Section 29(1) of the South African Constitution (South Africa, 1996); this means an educator in front of each class. Substitute educators can play a vital role in providing this right. The focus of this study was to see how substitute educators are managed, what similarities and differences there are, and to put a workable model in place to assist managers of schools to manage substitute educators to the benefit of both learner and educator.

This chapter briefly outlined the background to this study, focusing on both the reasons for and the methods used to conduct the research reported on here. Through this study the researcher aimed to explore the management of substitute educators.

Chapter 1 provided an overview of the study, presenting definitions utilized in the management of substitute educators, sharing legislation on educator absenteeism and the constitutional rights with a bearing on education, and provided policy regarding educator leave in South Africa. This chapter also detailed the purpose

and methods utilized in this study. It furthermore provided delimitations and limitations of this study.

Chapter 2 deals comprehensively with the literature review undertaken for this study. This chapter traces the literature on the demand for substitute educators, their recruitment, the types of substitute educators, and how substitute educators are screened. Finally the management of substitute educators were reviewed from available literature. This forms the backbone of this study.

## Chapter 2: Literature review

### 2.1. Introduction

The concept of interim educators/substitute educators is an occurrence that appears in the education profession all over the globe. Interim or substitute educators are there to fill the role of a fulltime educator in the education system. Chapter 1 provided an overview of the study, detailing its purpose and method. This chapter traces the literature on definitions utilized in this study, legislation pertinent on educator absenteeism and substitute educators, and finally the management of substitute educators.

A literature review is defined by Creswell (2012: 80) as:

*“... a written summary of journal articles, books, and other documents that describes the past and current state of information on the topic of your research study ... A good review might also contain ... information drawn from [journal articles] conference papers, books, and government documents.”*

Mouton (2006: 86) refers to a literature review as a review of “the body of scholarship” pertaining to a specific topic or field of interest and defines this “body” as “the whole range of research products that have been produced by other scholars.”

Mouton (2006) sites a number of reasons why it is important and indeed desirable to review the produce of other studies and other scholars, among them the fact that such a review will prevent the duplication of existing studies and will provide both the most recent and authoritative theories on the subject and the most widely accepted definitions of key concepts and terms in the field to be studied. As mentioned in chapter 1, the literature review for this study, aims at defining the foundations and scope on the topic of the management of substitute educators. The first section details and discusses the definitions and legislation appropriate to the management of substitute educators, which reviews the factors that influence and relate to the management of substitute educators. The final section of this literature review focuses on current academic literature pertaining to the issue of the management of substitute educators. All of this literature refers back to the

appropriate management of substitute educators, closely linking these factors with current, as well as less recent literature.

## **2.2. Substitute educators and why they substitute**

According to the Alberta Educator's Association (2013) the definition of a substitute educator is a fully qualified, certificated educator employed by school boards to replace the regular classroom educator when necessary. In South Africa this means that a substitute educator will be someone who teaches a class when the regular educator is unavailable. Educators substitute for different reasons like earning an additional income, for example non - working housewives that would like to have more time, especially in the afternoons, with their children. Another reason can be individuals that are interested in teaching, but are not sure if they want to continue a career in teaching. Contact with schools give aspiring educators experience in teaching and it could lead to a permanent position at a school

Retired educators might also be interested in filling a substitute educator position, because this gives them freedom without any of the daily obligations of a permanent educator (Moriarty, 2011). All the above mentioned reasons mean that the substitute educator group regularly changes, this means that school managers must constantly adapt their pool of substitute educators.

There is an increasing shortage of substitute educators; one of the principle reasons being low remuneration (Weems, 2003). Substitute educators cannot do much about the remuneration issue even if they feel it is unfair (Koenig, 1988). Their foremost concern is getting called back again while their foremost concern should be playing an efficient role in the classroom. Looking at these statements, there is inconsistent literature to verify why, or why not educators substitute. All the above mentioned reasons are also applicable to substitute educators in South Africa, for the simple reason that they are substitute educators.

## **2.3. Demand for substitute educators**

### **2.3.1. Internationally**

An article by Gershenson (2012) investigates employment deals by substitute educators and how an agreement is reached through the use of a computerized

procedure in the Michigan school districts in the United States of America. Large quantities of substitute educators are employed in this district and by utilizing a computerized procedure helps to reduce the costs. Substitute educators are required to have at least a three year degree from a recognized college or university, a criminal background check is done on all applicants and a 4 hour compulsory program has to be completed. Apart from this they are required to have a valid teaching certificate or substitute educator's license in the Michigan district of the USA. Substitute educators were utilized nearly 20 000 times in the school year 2006-2007. All needs for substitute educators were equally distributed between private agreements and the computerized procedure.

Permanently employed educators had the advantage of naming a specific substitute educator, but only 10% of educators made use of this arrangement. Gershenson (2012) also commented that as the school year progressed, the demand for substitute educators from the computerized procedure lessens, all because educators attain substitute educators that they have become familiar with and ask them themselves to substitute for them.

There are no substitute educators in Japanese primary schools. When the educator is absent, students generally take care of themselves. A teacher or principal often looks after the first and second graders but the third; fourth, fifth and sixth graders are often left for hours without supervision, and work quietly on their own. Looking at this example, the demand for substitute educators in Japanese primary schools is limited to a permanent educator or principal. (Ishikida, 2005).

"The Danish Union of Teachers expects the present modest shortage of teachers to grow moderately over the next five years but is not in a position to estimate the actual number of teachers that will be needed. Beyond the five-year horizon, it is uncertain whether the problem will increase or decrease." (European Trade Union Committee for Education, 2001: 4). "School principals report difficulties getting substitutes for teachers who are ill or out of school for in-service programmes. The Department of Education and Science (i.e. the National Ministry of Education) is aware of difficulties associated with schools finding substitutes for teachers" (European Trade Union Committee for Education, 2001: 8). "While little hard data is available it is commonly accepted that Scotland faces a growing shortage of

teachers at all levels. The clearest indication of this is the difficulty in finding supply or substitute teachers to cover for absent colleagues. There are a few reported cases of pupils being sent home” (European Trade Union Committee for Education, 2001: 23). If there is a demand for educators, surely there will be an even greater demand for substitute educators.

### **2.3.2. South Africa**

Learner registration in South Africa, is expected to increase from approximately, 12.4 million in 2013 to 13.4 million in 2023, and will decline to 13.3 million in 2025. The enrolment of learners will not be a smooth process because higher and lower birth rates cannot be predicted; also learners’ advancement through the different grades cannot be anticipated. There is an increasing need for more educators to meet the growing total of learners, the education system needs to increase educators from 426 000 in 2013 to approximately 456 000 in 2025, an escalation of 30 000 educators in 12 years. All of the above will also have an impact on substitute educators’ availability. (The Centre for Development and Enterprise, 2015).

“Signalling that strikers from Verizon Communications may stay off the job for an extended period, the company said on a specific Friday that it would add “thousands” more employees and contractors to cover for the missing workers.” (Fortune.com, 2016:1). Most of the nearly 40,000 strikers work in servicing or installing wire line telephones and FiOS Internet and television service. Verizon had previously said it would replace the strikers with “...thousands of non-union employees who had been specially trained to replace them” (Pressman, 2016: 1). From this article it is clear that other industries also utilize substitute workers in order to keep up with production.

### **2.4. Recruitment of substitute educators**

Helsilä and Salojärvi (2009: 119) give one example of the steps for the recruiting process in Finland, namely the subsequent: The recognition of need, re-organising tasks or new recruiting (permission to recruit), task description, profiling the wanted professional, choosing between internal and external recruiting. These can be done at the same time. At this point, inner recruitment can be started, while

outer recruitment continues with the next steps: The recognition of target groups (where and how to reach them), and considering the recruiting method. Public searches continue with specific steps. Choosing advertising channels, creating messages, agreeing with receiving applications procedures (electronic, letter, who, if any, give further information), publishing messages is also important. Finally, receiving the applications, communication with the applicants and the evaluation of recruiting process takes place. In Finland the Teacher Student Union recommends that education students communicate with the educational institutions.

Naper (2010) has linked educator hiring customs and educational effectiveness in Norway. There are two ways of hiring educators, decentralized and centralized. The centralized system was mainly utilized by schools where the core determiner is the municipal school office. Some districts have selected to assign this responsibility of decision making to school principals, although the district are still lawfully responsible for the hiring of substitute educators. The distinction between these two models is that in the centralized system, everything is done by the district offices, while in the decentralized system everything becomes the responsibility of the principal. Napier believes that the influence of these models on the efficiency of schools, can vary as principals know their schools and search for educators that will also match the operational milieu according to their personality, not only the applicant with the best abilities (Naper, 2010).

During 2012 numerous Finnish municipality organisations' enrolment had been multipolar as well as spread out. In Finland they came to the conclusion that there are many ways of recruiting substitute educators. This problem is still in their midst, and they make use of electronic requests, individual managers labour-intensive registers, substitute educator card files, and in addition an excel-based substitute reserve, kept by human resources departments, to recruit substitute educators (Liiti, 2012).

"There are some smart phone applications, for example SubstituteAlert and SubAssistant, available on Android, Iphone and Ipad for finding and contacting substitutes. The applications are designed for substitutes to be alerted in real time about open positions and assist them immediately with the application. They are connected to the databases of AESOP, SubFinder and SmartFindExpress.



SubstituteAlert claims that most absences are filled within 90 seconds after posting the open position.” (Kukkonen and Remes, 2014: 25)

Based on research by Kukkonen and Remes (2014), the recruitment of substitute educators is not a consistent procedure with uniformed approaches and instruments. Compared with the theoretical approach of recruitment, the recruitment of substitute educators utilizes the same steps, but within a short time frame. Learners must be supervised and taught when an educator is absent; this is standard practice in most first world countries, where it is required by law. In some cases this will mean that the certified appropriateness of a substitute educator is not the most treasured feature of the substitute educator, but to supply the learners with someone who can manage them.

In the United States of America law provides for the possibility to appoint a substitute educator that is not certificated, for a short period, which assists schools, as staff would have a problem when trying to find a certificated substitute educator for every single absence. *Where/ when do we find substitute educators?*

More research has been done on how substitute educators can manage their class, than on the management of substitute educators. A great challenge for schools is the extreme cost of appointing a permanent educator with available school resources, “Hiring the right individual for the right position at the right time is a key component of substitute educator management” (Smith, 2007: 17). This is applicable to all schools, large and small.

In South Africa there is an immense challenge to lure qualified substitute educators to underachieving schools and to expand the fairness of the provision of substitute educator excellence. Realistic ways to remunerate substitute educators in underperforming schools need to be addressed in order to benefit the most from recruiting better qualified substitute educators. A policy like this can be impartially planned, and may also reduce expenses, if the remuneration disparity is created by a declining in daily earnings of favoured positions. Probable complex balances must be taken into consideration when creating such a policy (Gershenson, 2012).

Many countries have difficulties in acquiring substitute educators. This will also be applicable to South Africa, and especially in rural and underprivileged areas

(Prinsloo and Reddy, 2012). Substitute educators can be provided by the connection of schools, employment agencies, and lists by local authorities or educators who want to work for additional income. In some countries, there is a pool of substitute educators. In terms of having the same rights as full-time educators, this implementation can contribute in fulfilling the need for substitute educators (Kavak and Özdemir, 2013).

Utilizing foreign-born educators, Educator Recruitment Agencies (ERA's) take advantage of permeable borders; many of them actually recruit educators from other countries (Wallace, 2004). This is beneficial for foreign-born educators, because many native United Kingdom educators decline to work in less than ideal teaching posts (Menter and Hutchings, 2004). It is these types of 'hard-to-fill' positions that also encourage ERA services and these positions are often occupied by overseas educators. The above statement voices the challenges that some overseas educators face once they start working in England. Many overseas educators hold holiday work permits or specific teaching permits and cannot afford to refuse work. In addition, many educators new to England, have not established networks which allow them to find either more suitable teaching appointments or other means of work; therefore they continue teaching wherever positions are available. Many teach in England and send portions of their reduced wages to family or their home communities (Ghosh, 2006).

A significant fact is that schools that have made use of regular substitute educators in the past, tend to use the same substitute educators repeatedly.. These substitute educators are supplied with all relevant information regarding a school's policy, design, and specific learner demands. The said educators have the opportunity to become familiar with the administration, teaching staff and learners. The absence of a single one of these aspects is seen as a challenge to effective substitute teaching (Coverdill, 2007).

Alternative means may be applied to draw qualified substitute educators to underachieving schools, at the same time expanding the fairness of the allocation of quality substitute educators. One solution may be to pay higher salaries at under-achieving schools as they will benefit the most from better qualified substitute educators (Gershenson, 2012). In large schools, it can be challenging to

find appropriate substitute educators when several educators are absent at the same time (Kukkonen and Remes, 2014). In the United States of America, substitute educator screening is likely to give preference to stamina rather than capability. An example is when a possible applicant's background check qualifies him for a substitute educator position and he attends a compulsory orientation session, he may be put in front of a class (Smith, 2004).

Substitute educators' expertise or their ability in lesson presentation, is not taken into consideration. Substitute educators should be required to demonstrate acceptable knowledge of effective teaching and learning, adequate communication skills with learners and effective classroom management. This can be achieved by utilizing questions that would normally be asked during an initial interview with classroom educators, (Welsch, 2001).

Non-qualified and under-qualified substitute educators are more than 3% less likely to be accepted to do substitute teaching. Substitute educators that are better qualified have a stronger desire for substitute teaching and are more likely to accept a substitute teaching post, because they are receiving better quality offers as a result of the computerized calling system's favouring qualified substitute educators. Qualified substitute educators, for instance, are more likely to receive offers for an entire school day than under-qualified substitute educators. Average journeys for qualified and non- or under-qualified substitute educators are similar, but uniqueness of schools are not. Qualified substitute educators are more than doubly assured of obtaining offers from elementary schools and less than half are likely to obtain offers from secondary schools, as opposed to their non- or under-qualified colleagues (Gershenson, 2012).

In South Africa no studies were done on the screening or choosing of substitute educators, but looking at international trends, all of the above could apply to South Africa as well. Principals in South Africa, as in the rest of the world, would prefer to find the same qualities in substitute educators that they are looking for in permanent educators. "Rural schools, in particular, have difficulty in finding appropriate substitute specialists in Mathematics and Science in the senior phase" (Prinsloo and Reddy, 2012: 2).

## **2.5. The effectiveness of substitute educators**

The qualities of a trustworthy, properly equipped substitute educator are vital to ensuring stability in learner accomplishment. Absences covered by qualified substitute educators, are usually far less harmful to learners' success than absences covered by non- or under-qualified substitute educators. This emphasises the fact that educator excellence may have a significant influence on learners' success and accomplishment (Clotfelter, Ladd and Vigdor, 2009). Clotfelter *et al.* (2009) offered proof that substitute educator excellence is of great importance. Absences in primary school reading classes taken care of by qualified substitute educators are slightly less damaging than absences covered by non- or under-qualified substitute educators. Increasing demands on the classroom educator and learner accountability are part and parcel of education today. Classroom educators regularly give lesson plans to substitute educators that involve less academic expertise. Skills of properly equipped substitute educators are important in the delivery of constant learner accomplishment.

## **2.6. The accountability of substitute educators**

Schools where substitute educators feel welcome are those with well-planned structures regarding budgeting for recruitment, employment and guidance for substitute educators. Those structures usually include the implementation of procedures for the development of substitute educators. Such an environment creates significant gratitude from substitute educators that, in turn, is conducive to sustained continuity in learner success (Ballard, 2005). Skilled substitute educators are vital for learner achievement, particularly these days where they are being held accountable for all aspects of education. Educators are absent from school for different lengths of time resulting in schools experiencing difficulty in meeting academic and accountability norms without well-prepared and well-qualified substitute educators (Gresham, Donihoo and Cox, 2007).

A report by Northern Ireland Audit Office, (Donnelly, 2010) stated that research done in England and Scotland details the advantages of having more unified procedures for educator cover, especially the prospect for better planning, organising, leading and control. The report specified that a network should be set up with a corresponding booking database being maintained in order to offer more

specific information on substitute educators' previous teaching experience, fields of competence, and their testimonials. Effective induction should be common practice when offering substitute educators a position at a school. No precise training is provided to substitute educators.

The report recognizes that the Boards are aware of the need for training for substitute educators, but it recommends that the Department, the General Teaching Council and the employing authorities should work hand in hand to develop a system of continuous training and support for substitute educators. In order to ensure that professional standards are maintained, there should be mechanisms in place to help substitute educators evaluate their own teaching skills. We agree that such actions are needed at various levels within the education system, for example:

- individual schools need to ensure that, in addition to effective induction, educators providing substitution cover receive timely feedback on their performance; and
- the Education and Training Inspectorate should consider, as a separate exercise, a review of the quality of teaching provided during substitution cover.

## **2.7. Types of substitute educators**

### **2.7.1. Short term substitute educators**

In case of a short-term educator absence, educators who are working in the same school and if possible the educators of the same branch of study must be allocated as a replacement. In these kinds of situations, the payment policy must be evaluated separately (Kavak and Özdemir, 2013).

### **2.7.2. Extended periods of leave and substitute arrangements**

Application for maternity leave is processed in time, due to the fact that applicants know well in advance when they are to be on maternity leave. In rural areas schools might find it hard to find qualified substitute educators in specialist subjects like Science and Mathematics, particularly in High schools. When educators would like to take a longer leave of absence, due to ill-health or any other reason for short-term incapacity, the process involves the completion of numerous forms, and they depend on final recommendation from the services

provided by Health Risk Managers, and not the educator's physician (Prinsloo and Reddy, 2012).

Incapacity leave suggests that an educator has limitless sick leave days. Incapacity leave is leave that is granted only on the decision by the employer. This should be read in conjunction with Policy and Procedure on Incapacity Leave for Ill-health Retirement (PILIR) defined by the Minister for Public Service and Administration and made relevant to educators by the Minister of Basic Education (South Africa, 2015). Educators are entitled to maternity leave, pre-natal and paternity leave. Uninterrupted maternity leave with full compensation usually starts at least 14 days before the expected birth of a child, and lasts for the remaining three and a half months after the date of birth. This includes public holidays, weekends and institution closure periods. Educators may apply for additional maternity leave as a result of a medical complication, which can be extended up to 154 consecutive days, without compensation. Application for pre-natal leave should be submitted well in advance, except when there are unforeseen circumstances. Application for pre-natal leave should be validated with sufficient evidence that the educator has been seen by a physician, and/or went for tests associated with the pregnancy (South Africa, 2015).

## **2.8. The role of substitute educators**

The National Education Association of the United States of America (2012) defines the roles of substitute educators as follows:

Substitute educators portray an important role in the day to day functioning of a school. Substitute educators are the educational link when permanent educators are absent from school. They are called as soon as the management team realise that an educator will be absent from school. They need to take over classes on short notice, and guarantee that quality education will take place in the classroom. Professional substitute educators guarantee that learners are taught without any hassle. Therefore, substitute educators are vital to the continuity of instructional programs and are essential to high-quality education for each student. However, the literature on substitute teaching and substitute educators reveals a paradox of professionalism (Sklarz, 2013) (Weems, 2003).

## 2.9. Management of substitute educators

Substitute educators that stand in for absent educators make a substantial contribution to a country's education, by ensuring the efficient functioning of schools. The demand for substitute educators has increased significantly over the last few years. Without absenteeism there will be no substitute educators needed. The management of substitute educators starts with the decreasing of absenteeism. Diminished absenteeism will be of great advantage to managers with regard to reducing the extent of hiring substitute educators.

A report by the Comptroller and Auditor General (Donnelly, 2013), Northern Ireland Department of Education, Education and Library Boards and the Council for Catholic Maintained Schools, provided valuable information on three important concerns specifically on ensuring the quality of substitute teaching, re-hiring of early retired educators and the management of educator absenteeism. The conclusion the committee came to about the management of educator absenteeism in Northern Ireland is significant. Although the demand for substitute educators has been increasing gradually over the past few years and absence due to ill health occurred at a disturbingly high rate amongst educators, they found that ample attention was not given to these important management urgencies.

Three areas that need specific consideration are precisely the lack of a review of substitute teaching, the inadequate control over the premature retirement of educators and the ineffective management of sick leave. (Donnelly, 2013).

Glatfelter (2006) expressed concerns by both regular educators and substitute educators regarding poor classroom organisation, a lack of teaching experience, and poor capability to teach the curriculum satisfactorily. Furthermore, substitute educators are not always up to date with instructional policies although most are eager to learn about them. Principals need to take note of the above mentioned challenges, as solving them may be conducive to the ability of learners to progress at their schools (O'Connor, 2009). Educator absenteeism, retirement, and all other types of absenteeism by educators have led to an extensive scarcity of substitute educators throughout the world, resulting in the hiring of individuals who lack educator certification and educational training. This is also the case in South Africa.

Ballard (2005) found that the key to successful enhancement of substitute educator training is to broaden the vision of the requirements for substitute educators with emphasis on the needs of learners. Educators, school administrators, and those who communicate with substitute educators, as well as the substitute educators themselves should be included when research on proposed requirements for substitute educators in a school milieu is approached. Substitute educator training may be improved by establishing an effective communication strategy with them, as well as continuous monitoring of the effects that modifications that have been made have on their performance. To improve the effectiveness of substitute educators and school milieu in which they teach it is important that assessed information is obtained from the principal, classroom educator and the substitute educator (O'Connor, 2009).

Feedback should incorporate information obtained from the principal and the classroom educator on the typical qualities of the substitute educator and how well the substitution teaching took place. Substitute educators should comment on how well the classroom and school were able to accommodate him/her and what information regarding the class to be taught was given, including lesson plans and availability of resources (Welsch, 2001).

The screening of permanent teachers and substitute educators by educational managers could be identical. Substitute educators' main challenges are the management of a classroom and the anguish of being taken to court. The principal would like substitute educators to arrive as soon as possible, be ready, and be adaptable and professional in all circumstances. Permanent educators prefer substitute educators who have a Sub-Pack or a well-stocked supply of resources from which they are able to come up with almost anything on short notice. Learners do not want to waste time and want someone to teach them properly (Smith, 2004).

"Hiring the right individual for the right position at the right time is a key component of substitute educator management" (Smith, 2007: 17). On a question to principals regarding the skills they feel substitute educators are least proficient in, three responses were given, namely classroom management, teaching strategies and skills and legal issues (Haines, 2005). The movement to school site-based management combined with high staff turnover and limited budget for hiring



educators (Galloway and Morrison, 1994) became a “source of cost within the ‘enterprise’ rather than a method of adding value to the ‘product’” (Menter et al., 1997: 65).

Schools employ different ways to manage and administrate school leave. Factors like the school’s culture, loyalty, and operation practices, where it is situated, and the school category are relevant here. Schools have leave policies in place that are acknowledged by both management and educators. Systems are in place for the capturing of educator leave as well as the reason for taking leave of absence. A well-qualified member of staff should keep record of all leave taken by educators and assist them in the administration of their leave. If principals manage leave of educators very meticulously, it may reduce the use of substitute educators noticeably. School management need to reduce time that educators are not at school and in their classrooms. In order to do so, managers should implement effective monitoring of leave and leave patterns, and implement measures to decrease leave taken by educators (Prinsloo and Reddy, 2012).

Management teams of schools should employ an administrative worker to make sure proper procedures are taken to administrate the leave of educators. The principal should only function in a managing role, and not be expected to handle the whole process of leave-taking. The principal should only be given the management report of leave taken by educators to detect tendencies and possible misuse of leave. Principals should be trained to utilize the five week rule and to manage misuse of leave of absence in schools. At the various districts the monitoring of educator leave needs to be managed, and a management plan needs to be set up to lessen the rate of leave taking in schools, especially in school with high incidences of leave taking (Prinsloo and Reddy, 2012).

Substitute educator management must not only ensure that activities at the school keep on running even if permanently employed educators are absent, but also see it as an opportunity for developing, increasing and reconditioning the staff. When a systematic substitute educator system is developed, it can also be seen as a working model for human resource development although the foremost reason is to safeguard the school’s sound functioning. A well-structured substitute educator management system offers good acquaintance and lessens the ability risks in schools (Viitala, 2012: 192).

### **2.9.1. The management of absenteeism by utilizing substitute educators**

In case of short-term absences 60% of countries increase the duties of existing staff first and one out of three countries uses the method of promptly assigning a substitute educator. In long-term educator absences, assigning substitute educators is most commonly used. On the other hand, nearly 50% of countries prefer to assign substitute educators on a contract basis. These educators have the qualifications to work as an educator and start working according to a temporary contract (Kavak and Özdemir, 2013).

The school budget and local management organisations can be made responsible for the remuneration of substitute educators. Some organisations take out insurance to cover costs like these. In addition to these methods, for short-term absences some precautions are taken like defragment application for classrooms, controlled learning, assigning university students, and sending learners home. In the event of long-term absences of an educator, it is noted that countries mostly use the method of assigning substitute educators as a solution. Additionally, 4 out of every 10 educational systems assign educators on a contract basis either using full-time educators or substitute educators.

In Turkey, for long-term absences, National Education Management assign available educators temporarily or employ other educators temporarily (Kavak and Özdemir, 2013). In education systems of countries within the research by Kavak and Özdemir (2013) absenteeism of an educator is dealt with in parallel with deficit of lessons both in the long term and the short term. Solutions offered for short term and long term absenteeism is very important. Based on the findings of the research, for the purposes of characteristics and equality of substitute educator application, a systematic regulation is needed. Assigning monitor educator or a member of management to fulfil this role must be abandoned. In case of short-term educator absence, firstly educators who are working at the same school and if possible the educators of the same branch of study, must be assigned as replacements. In these kinds of situations, the payment policy must be evaluated separately.

A report by NIAO (Donnelly, 2013) affirmed that the committee assigned to the research recommends that the education department reports annually to the

Assembly on tendencies and outlines of substitute educator filling in when educators are absent, and also the intensity of educator absence. The committee advises that variations in sick leave must be explored and levels be standardised for each employing organisation and all district organisations in England, to investigate whether there are any practices that stand out, locally and nationally, that can help to improve current systems. Schools need to be held accountable for compliance with the new sickness absence practises. Lastly the committee proposes an internal audit record by employing authorities to annually ensure that sickness absence policies and practises are in place and functioning efficiently in schools.

### **2.9.2. Managing the development and training of effective substitute educators**

Supplementary to initial training, various school authorities are offering several days of compulsory schools visits where newly appointed substitute educators have the opportunity to meet school executives and substitute educator co-ordinators. They have the chance to observe educators in their classroom environment, and be informed of the school procedures and governance. School authorities need to design a substitute educators' webpage on the website of the district where all communication on substitute educator training and all supplementary sources can be found, as well as a quarterly bulletin on substitute education (Ballard, 2005).

School staff should create an opportunity to meet a substitute educator before the substitute educator's first assignment. The substitute educator will feel welcome and the educator can place emphasize on the important role that the substitute educator will play in the accomplishment of the school and its learners (Welsch, 2001) and (O'Connor, 2009).

Based on feedback from past substitutes, school districts in the United States of America are prevailing on substitute educators to employ strategies such as:

- a. The creation of a substitute teaching handbook for training and orientation.
- b. Implementing an orientation for all substitutes including: pay issues, health issues, legal requirements, harassment legislation.

- c. The implementation of substitute co-ordinators (site personnel responsible for contacting and contracting substitutes) and providing an opportunity for relationship building between substitutes and respective co-ordinators.
- d. A rotating system of two assistant principals - one elementary, the other representing secondary schools to help provide training on classroom discipline and management.
- e. Training sessions on the implementation of classroom activities and instructional strategies, which include video training of best practice by veteran substitutes and educators.
- f. Training sessions with social workers on child abuse and suicide prevention.
- g. Training sessions on non-offensive confrontation” (Ballard, 2005: 3).

Most important is the fact that substitute educators must be treated as professionals and be provided with as much information in order for them to perform their duties well. Therefore every school should present substitute educators with a guidebook that covers all information about the school, i.e. applicable policies, legal information, emergency plans, contact information for all staff and lesson plans (Gresham, Donihoo and Cox, 2007).

### **2.9.3. Managing the professional development of substitute educators**

Recent research supported the fact that principals have to broaden their traditional role and become more engaged in the professional development of their school’s employees for the benefit of school improvement. “This means that principals have to become adult developers of learning environments and to extend their roles by becoming professional development leaders who assist their staff in their professional development” (Drago-Severson, 2007: 70). “One aspect of leadership in its broadest sense is the capacity of key individuals to exert influence that results in positive change for the school, for teams, for individual staff members and ultimately for the benefit of students” (Cardno, 2005: 293). By successfully leading and managing of professional development of the school’s employees, they can have an impact on those they manage, improve the schools’ growth, and have a positive effect on learners’ performance (Darling-Hammond and Richardson, 2009). This style requires that professional development has to be a

comprehensive part of a school's development plan (Darling-Hammond and Richardson, 2009).

In the USA only about 42% of substitute educators go through an orientation and less than 10% receive any training of skills. Educators and substitute educators need to be adequately prepared to be in front of a class if learners' test scores are to be used as a way of assessment (Welsch, 2001). Welsch (2001) suggested employing quality substitute educators, sustaining continuous professional development, implementing regular evaluations, securing resources, caring for and appreciating substitute educators as members of staff. Substitute educators should be provided with knowledge and skills to enable them to build and uphold a school, and have an extraordinary connection established on trust and respect (Lamarque, 2005). By training substitute educators it makes them feel valuable, professional, and confident.

The St Tammany Parish School stated that an important aspect of their program is elevating respect towards substitute educators on all levels, which include administration, teaching staff, learners, and parents. Creating a substitute friendly environment is a result of time and capital devoted to recruiting, employing, and guiding substitute educators, also by applying the best ways of increased professional development. Substitute educators have huge appreciation for this gesture, and it is important for continuous learner accomplishment (Lamarque, 2005).

If possible, it is recommended that a substitute teaching practicum be developed with classroom observations, mentoring, networking, and the same professional development available to permanent educators (Glatfelter, 2006). Recruitment agency educators, frequently finding themselves in the most demanding teaching situations, were often not provided with the professional development and support needed to teach effectively in demanding school environments. Supply educators are not required nor encouraged to participate in professional development, many have limited opportunities for skills and knowledge training, despite the fact that their teaching quality was believed to be ineffective (Johnson, 2001). This lack of opportunity for professional development acted as a barrier to teachers who wanted to progress upward through England's hierarchical educational system.

This is especially true for educators recruited overseas as many required additional support to teach within England's cultural and social context. It is recommended that a substitute teaching workshop should be developed with classroom surveillances, tutoring, interacting, and equal professional development opportunities as permanent educators (Glatfelter, 2006).

#### **2.9.4. Considerations to be taken in account for the effective management of substitute educators**

To be able to manage various groups with different views, capabilities, and fields of excellence successfully, managers need to be effective. "Management is especially important when there are significant complementarities and spillovers between the actions of different individuals or groups" (Postrel, 2009: 273).

Current research revealed that "...organisational strategy influences the effectiveness of diversity in the organisation" (Knouse, 2009: 348). For instance, an efficient manager should be able to boost originality and establish a strategic plan for an organisation. Knouse (2009) believes that "a strategy of innovation requires rich perspectives and a diverse knowledge resource base for solving problems, such as new product development, product design, and customer service". Managers should utilize the abilities and strengths of their employees to constantly transform and reach new objectives. A workforce should be able to learn from each other by working together. As a matter of fact, "...using the talents and skills of individuals from other departments or organisations often leads to opportunities for cost reduction that might not otherwise be considered" (Pudlowski, 2009: 39).

Management is typically characterised as the accomplishment of organisational goals with and together and through individuals utilizing existing resources in the most effective way possible. The four functions of management which are planning, organizing, leading, and controlling (P-O-L-C), are mainly utilized by individuals to accomplish their organisations' goals. To plan implies defining an organisation's objectives, launching an inclusive strategy to accomplish these objectives, and creating an all-inclusive plan to incorporate and synchronise actions. "Success at integrating the activities of the resources of the firm leads to higher operational capability" (Postrel, 2009: 273).

When planning is initiated, the first thing to do is to establish the needs of the organisations' staff and to integrate them with the existing situation. Here it should be determined how many employees are needed, what skills they should have, how staff are structured and how matters can be improved. The second consideration should be what future needs will be and which resources that are currently used, can be utilized to support the future. With this in mind, it will be possible to anticipate what type and how many new staff members are required. The next stage of planning should be on how to manage the required changes in staff. The foremost options are to recruit new staff, keep current staff and to let some staff go. Lastly the plan must be implemented and the outcome estimated (Viitala, 2012).

Organising is to establish what activities must take place, by who they should be performed, how activities will be categorised, who will report to whom, and where assessments will be made. Paramount is the process where motivating and guiding of staff, communication and resolving of differences takes place. Controlling is the process of observing the functioning of the organisation and linking results and goals, fixing and adjusting as desired in a sensible manner. "In their interpersonal, informational, and decisional roles, managers try to balance efficiency (how work is done) with effectiveness (what gets done) depending on the situation, tasks, and people involved" (Mujtaba, 2007: 36-37). Efficiency is to determine how well resources are utilized to achieve an objective. The essential part of efficiency is to do the right action correctly.

"Effectiveness is the degree to which something is successful in producing a desired result; success, to determine the relevance of objectives chosen, assuming that the right objectives have been chosen, to get the organisation to its goal, and the extent to which the identified objectives are accomplished" (Jones and George, 2009). Effectiveness involves the selecting of precise goals and is concerned both with selecting the right goals and guaranteeing that they are achieved. Effective and efficient management is closely related to the success of an individual and an organisation. Managers that show insight, determination, and reliability will gain trust and respect from their co-workers. Effective principals are likely to set high standards and will even progress beyond the defined objectives and goals. In addition, effective leaders are honourable and reliable,

can face the facts laid before them, and purposefully plan to advance their organisation (Mujtaba, 2010).

## **2.10. The cost of substitute educators**

Data provided during 2010 - 2011 by the Department of Education (Donnelly, 2013) in Ireland specified that the salaries of permanent educators were close to £606 million. Sickness absence during the same period amounted to £16 million, and additional costs related to educator substitution amounted to a further £11.9 million. There was little difference in the amount spent during 2005 – 2009, when the respected amounts were £15.5 million for sickness absence and £11 million for substitution costs.

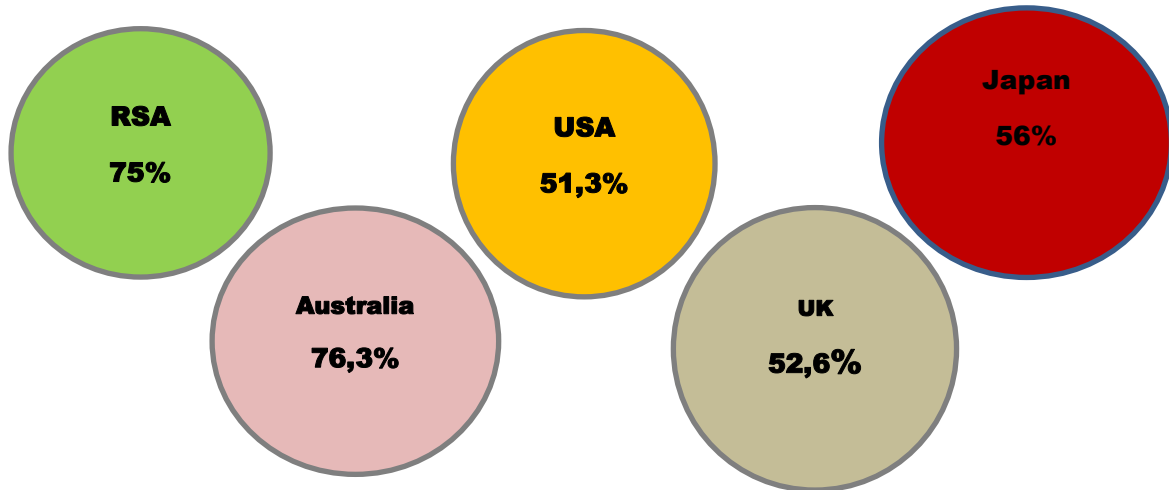
The Finnish government has reduced their costs to the public service sector radically. Since 1990 approximately 1 500 all-inclusive schools have been closed down, which means that almost 2 000 educator positions were in danger of being cut, all for the sake of the implementation of savings. This has a particular impact on substitute educators and students progressing from their student life to a working life (Official Statistics of Finland, 2014).

A report published by Deacon (2010) and the Centre for Development (2010) shows that South Africa is delivering too few educators, specifically in important subjects such as Mathematics and Science. Only about a third of South Africa's requirement of roughly 25 000 new educators is being produced by the training system. 15 000 more educators are required each year. The different provinces administer the compensation of employees and educational spending. During the financial year 2014/15 nearly R 156 billion was assigned to the nine provinces of which 79% was consumed by salaries for educators and provincial employees as well as administration costs. It is not particularly high compared to other countries.

An OECD (2014) report shows the reimbursement of educators and their related sectors, as a percentage of total current expenditure in 2011. The figure for South Africa in 2011 was 75%. This figure excluded capital expenditure. Looking at these figures the question arises what the expenditure for substitute educators might have been.



Figure 2



**Compensation of employees as a percentage of total current expenditure in 2011**

**Source: National Treasury, 2015**

The Western Cape Department of Education recorded 545 absentees during 2001-2002, costing R 553 505. 1 250 employees, which amounts to 3% of the payroll, have taken more than 10 days uncertified leave, the average number of such days being 15 days. The Free State Department of Education recorded 623 absentees, costing R 155 701, involving a total of 3 066 uncertified leave. From the inadequate PERSAL datasets the audit estimated that in the Western Cape Department of Education an average of 5.35 leave days were taken at a cost of R 1 595 per employee per annum. In Kwa-Zulu Natal an average of 3.9 days of leave were taken at a cost of R 966 per employee per year. In the Free State an average of 2.97 days of leave were taken at a cost of R 577 per year per employee (Department of Education, 2009a).

Budget cuts and pressure to maintain the quality of education forces schools to reform their administration. The hiring of substitute educators can be costly and consumes a lot of time. An up to date database for hiring and managing substitute educators is available to help principals find substitute educators to cover for absent educators, but functioning and effectiveness can fluctuate a lot from school to school. Government schools in South Africa also need to spend huge part of their education budget on substitute educators, especially in cases of leave of

absence for long periods of time, for instance maternity leave, study leave and long illness leave (Kukkonen and Remes, 2014).

Schools all over the world are supposed to have a working budget in place. As almost all governments have restrictions on paying substitute educators, schools need to make provision for additional budgets for substitute educators. This can have a major influence on schools and their respective budgets. They need to provide for substitute educators at the expense of their parents. In high revenue countries this is easier to provide for than in low revenue countries. The pupils in low revenue countries will most likely be left without any supervision (Kukkonen and Remes, 2014).

## **2.11. Summary**

“The concluding statement of a literature review serves several purposes. It summarizes the major themes found in the literature and it provides a rationale for the need for your study or the importance of the research problem” (Creswell, 2012: 103). Apart from the fact that educators are covered in paperwork; there are numerous factors to take into consideration when employing substitute educators. They have an enormous impact on our schools, either positive or negative.

Educator absenteeism in South Africa is very high, this threatens the right to education of many learners, and the use of substitute educators can mitigate that threat. All employees are entitled to take leave. The anticipated leave rate in South Africa is 10- 12%, which is higher than high revenue countries, but then again lower than low revenue countries. Research done is not applicable to South Africa’s unique education setup. Most research was done in other countries than South Africa.

The main purpose of the researcher was to determine how school leaders in South Africa, specifically in the Gauteng North province of the country, manage substitute educators. There is a growing shortage of substitute educators; one of the principle reasons is low pay (Weems, 2003). In South Africa there is a huge challenge to draw qualified substitute educators to under achieving schools, and to improve the fairness of allocating quality substitute educators. Many countries have problems in finding substitute educators. This will also be applicable to South

Africa, and especially in the rural and under-privileged areas (Prinsloo and Reddy, 2012).

The biggest impact that principals and managing staff have on school management is by appointing highly qualified substitute educators. Appropriate policies and practises should be in place if a school is to accurately manage these substitute educators. While some schools apparently do utilize substitute educators, some schools still lack the financial capability to utilize substitute educators when a staff member is absent from school. Through this study the researcher aimed to explore the management of substitute educators through the functions of management, namely planning, organising, leading and control.

## **Chapter 3: Research design and methodology**

### **3.1. Introduction**

As mentioned in chapter 1, this is a qualitative study that was conducted using five (5) separate case studies to gather the data required to answer the research questions. A particularly strong point of qualitative research is the diversity of data sources that were used including face-to-face interviews, phone interviews, focus groups, videos, observation, diaries, or historical documents (Corbin and Strauss, 2008). This chapter details the manner in which the participants for this study were selected and the research methods and data-gathering instruments employed, as well as the ethical considerations that were considered when designing and completing this study.

### **3.2. Research design and methodology**

#### **3.2.1. Research approach**

I followed a qualitative approach to my research. According to Moriarty (2011) a qualitative method is a comprehensive term that can be used for an array of research methods of which the theoretical roots originate from a range of disciplines that include Sociology, Philosophy, Anthropology, and Linguistics. Mouton and Marais (1988) state that a qualitative evaluation assessment utilizes qualitative research approaches, including semi-structured interviews that provide answers on the research problem in its typical milieu, as well an opportunity to assess data collected. Qualitative research depends primarily on the collection of qualitative data, for example non-numeric data such as pictures and words. As the chosen participants play a fundamental role in the evaluating process, it is preferable that the chosen substitute educators are part of the assessment process because their collective experience is a valuable source of information. Creswell (2007: 645) states that a “qualitative study is defined as an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed views of informants, and conducted in a natural setting.”

According to Polkinghorne (2005: 1) “qualitative data is gathered primarily in the form of spoken or written language rather than a in the form of numbers.” Through

this approach the participants' perspective on the management of substitute educators became clear to me.

Qualitative research focuses on the opinions of people or the meaning that these people give to something (Baarda, De Goede and Teunisen, 2013).

The case study that the researcher has chosen may be regarded as phenomenology-based research. This perspective to qualitative research is an explanatory analysis of how individuals are involved with a phenomenon. With this approach the researcher concentrated on my participants' experiences and their understanding of the management of substitute educators. Lester (1999: 4) states that the "phenomenological approach is good for surfacing deep issues and making voices heard and that organisations value the insights which a phenomenological approach can bring in terms of cutting through assumptions that are taken for granted, prompting action or challenging complacency." Yin (2014) defined a case study as follows: "an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident and in which multiple sources of evidence are used" (Yin, 2014: 15).

The advantages of utilizing a qualitative method assisted the researcher to obtain a more realistic insight into the way that school leaders and substitute educators feel - an experience that is impossible in the statistical evaluation used in quantitative research. It provided a variety of ways to acquire data, lead to successive analysis of data, and was conducive to an understanding of accumulated evidence from school leaders and substitute educators. The qualitative research method offered an all-inclusive view of the management of substitute educators under investigation. The qualitative research method gave the researcher the ability to interact with the school leaders' research in their mother tongue and on their own conditions (Saunders and Rojon, 2011).

As a novice qualitative researcher, the researcher had to face overwhelming challenges, i.e. the requirements regarding time and skill needed (Corbin and Strauss, 2008). The researcher overcame this by adjusting my planned research in a way where the researcher felt more comfortable. Furthermore there were numerous terms and procedures within the qualitative inquiry that were very

different from those used in quantitative research (Malterud, 2001). This was overcome by analysing all the terms and procedures with the intention to make them clear and understandable to the researcher.

This study explored the method of qualitative inquiry to gain information on the different cultural backgrounds and behaviour patterns in the management of substitute educators, leading to a coherent account of the matter of managing substitute educators as seen through the eyes of managers.

### **3.2.2. Research paradigm**

Denzin and Lincoln (2000: 191) describe a paradigm as “a process of interpreting or understanding of achieving ‘*Verstehen*’”. According to Macintosh and Quattrone (2010: 4), the objective of the interpretive perspective is “to produce rich and deep understandings of how managers and employees in firms understand, think about, interact with, and use management accounting and control systems”.

Interpretive research produces enactive knowledge (Chua and Mahama, 2012). This means that it creates contextualized knowledge of how change in the management of substitute educators is an interactive effect of complex and unpredictable associations of multiple entities (Van der Meer-Kooistra and Vosselman, 2012). Truth is continuously created and recreated and, thus, changing (Van der Meer-Kooistra and Vosselman, 2012). So, interpretive researchers trust that an objective truth does not exist and validity or reality cannot be grounded. Truth is created by individuals or groups through interaction with the social environment.

Interpretivism departs from the point that it trusts that individuals’ interpretations of questions are more interesting than reality, while constructivism departs from the belief that human experiences are created. This research is placed within the constructivist paradigm. The constructivist persuades the researcher to work through new evidence, proceeding to a sincerer consideration of evidence (Baturay and Bay, 2010). Constructivism supposes that the significance of experiences and events are formed by individuals and therefore individuals construct the experiences in which they take part (Charmaz, 2006).

Various criticisms have been laid in front of the constructivism paradigm. During this research the researcher encountered the following challenges:

The constructivist paradigm was exclusive. This paradigm worked well with educators from a privileged environment where they have excellent resources and a devoted management team and educators. There was insufficient evidence that the constructivist paradigm worked in this research study. By rejecting assessment through testing and extra peripheral criteria, constructivist paradigm made itself inexplicable for the management substitute educators. The evaluation of several types of management found that discipline among educators and managers using the constructivist model trailed behind those that use a more conventional style of discipline in basic skills (Baturay and Bay, 2010).

From this viewpoint, the proposed research aimed to learn how research participants constructed their individual and shared meanings around the topic under discussion, which is the management of substitute educators.

### **3.3. Research design**

The proposed study aimed to employ a case study research design to investigate the management of substitute educators. David and Sutton (2011) state that case studies are in-depth studies of precise components such as individuals, organisations, events, programs or societies. Yin (2009) argues that a case study research can seek to explain an individual, outcome, event, or community situation; it may strive to discover or it may strive to define. Eisenhardt and Graebner (2007) state that building theories from case studies have been widely recognised as research strategy. Spagnoletti (2010) suggests that a case study involves using one or multiple cases to create theoretical constructs from case-based evidence. In multiple case studies the analytical generation logic is reinforced through theoretical replication logic (Yin, 2009).

According to Yin's definition, this case study is "an empirical inquiry that investigates a contemporary phenomenon within its real life context, especially when the boundaries between the phenomenon and its context are not clearly evident" (Yin, 2003: 13), which refers to the context-specific practice of the management of substitute educators. The case needed the exploration of complex situations, *i.e.* the management of substitute educators, allowing for the gathering

of multiple perspectives from a range of sources, including contextual information; the case was therefore particularly useful when looking at a process, such as the management of substitute educators, where participants answered “how” questions (Yin, 2003: 21), that were related to the research question of this study.

The relevance to this research is the fact that the process of managing substitute educators has been investigated as well as the application of the four fundamental functions of the management of substitute educators which are planning, organizing, leading, and controlling (P-O-L-C) to acquire the necessary information for the study. The researcher have utilized the business school approach to this study, which highlights analysing “decisions and actions of managers and their consequences” CAPAM (2010: 2). Corresponding with CAPAM (2010: 2) this was achieved through “using real world examples, to better prepare organisations for real life challenges” the deviations of this approach that the researcher utilized involved field studies which included data gathering within the location being studied as well as interviews in addition to a literature review. The literature review included exclusively studying existing material.

### **3.4. Data collection strategies**

For this study the researcher has elected to use interviews to collect the required data. An interview is a two-way discussion where questions are asked by the interviewer to collect data and to acquire information regarding the philosophies, opinions, interpretations, thoughts, and actions of the participant. Qualitative interviews allow for an experience of the research, through the eyes of a participant. Qualitative interviews can be anything from an open discussion to a controlled method (Maree, 2007).

The semi-structured interview, as opposed to the standardized open-ended interview format, “increases the comprehensiveness of the data” (Cohen, Manion and Morrison, 2011: 413). By utilizing semi-structured interviews, a collection of open-ended questions in a precise order are used (Nieuwenhuis, 2010). In semi-structured interviews the interviewer commonly utilizes a set of questions and arguments, although the order may differ from interview to interview. Semi-structured interviews take on a variety of forms, with a variable number of questions, variable degrees of adjustment of questions and question order to



assist the interviewee. Questions may perhaps have two to four sub-questions, which are utilized by the interviewer if they are essential to ensure that the interviewee deals with the main question adequately (Rowley, 2012).

Interviews continue to be the most familiar data collection method in qualitative research and are a common and accommodating way of requesting people to share their views and knowledge. A considerable volume of data can be collected from a short interview, lasting 1 – 2 hours, but one has to keep in mind the amount of time spent on the preparation and analysis of interview questions (Laforest, 2009).

The weakness of this format, as described by Cohen *et al*, (2011) is the fact that the ability to take a broad view from the data, can be limited if the interviewer neglects to ensure that each interviewee discusses the same topics and issues. In order to negate this problem, the researcher used an interview schedule outlining specific topics, namely planning, organising, leading and control issues as well as questions relating to the management of substitute educators.

I did not provide the scheduled questions beforehand to any of the participants. This was to avoid the preparation of decent and researched answers to the questions asked as opposed to spontaneous answers to all the interview questions.

A semi-structured interview was utilized in the initial data collection for each of the five separate case studies that took place. As mentioned in the section on the selection of participants, the first step in the data collection process was to meet with each of the principals of the schools. This was done to present the topic of the study and to evaluate their enthusiasm to contribute to this study. At this initial meeting the researcher clarified the extent, reason, and objectives of his research and presented a specified explanation of the approaches of data collection that this study would utilize. Each of the principals interviewed indicated their willingness to participate in this study and agreed to complete an informed consent form. The interview schedule is inserted in this research report as annexure B.

The interviews concentrated on the translation and implementation of the planning, organising, controlling, and leading in the management of substitute educators, at

each of the schools. Interviews were conducted in the principals' offices and were recorded with the consent of the participants. A part of the participants' interview was randomly played back to them at the end of the interview. This was done to confirm the truthfulness and preciseness of the recording. The interviews were then transcribed by the researcher to present a precise record of the interview and to simplify analysis and coding.

### **3.5. Sampling strategy and participants**

This study involved five (5) principals utilizing substitute educators. The preliminary sampling strategy in the selection of the participants in this study was convenient sampling. "This method refers to situations when population elements are selected based on the fact that they are easily and conveniently available" (Maree, 2007: 177). The sampling began with the selection of a district in Northern Gauteng that, due to its location, represents convenience to the researcher.

The first school to be selected for the sample was selected specifically, because the researcher focussed on a school that he knows employs substitute educators. The sample chosen for this study was, therefore, a purposive sample (Creswell, 2012).

According to Maree (2007), purposive sampling simply signifies that participants are preferred because of some defining quality that makes them the possessors of the data required for the study. Once authorisation to participate has been obtained from that school, snowball sampling was utilized to identify the remaining 4 schools. Nieuwenhuis (Maree, 2007: 177) explains snowball sampling as "a method whereby participants with whom contact has already been made are used to penetrate their social network to refer the researcher to other participants who could potentially take part in or contribute to a study"

The first school identified and prepared to participate in this study, was asked for recommendations of other schools that utilize substitute educators. Using this sampling method, the researcher identified 4 others schools that utilize substitute educators and were willing to participate in the study. It does matter whether these schools are high schools or primary schools since it has an effect on the topic of the study. The researcher therefore conducted the study at the first 5 high schools

identified, by snowball sampling, that were willing to take part in the research. Primary schools have different needs when utilizing substitutes, which were why they were excluded.

### **3.6. Data analysis and interpretation**

Data analysis in qualitative studies comprised of a complicated and laborious practice, decreasing huge quantities of data to a few viewpoints (Creswell et al., 2007). Good insight is required because the researcher had to decode the data and present recommendations. There were no prescribed guidelines to follow since finding meaning in the data was a particular and unique procedure. Berg (2004) stated that it was a rewarding and inspiring process, expanding my own understanding of and awareness of the research problem.

Maree (2007), states that qualitative data analysis is an ongoing and iterative process. The aim of qualitative analysis is to gain a better understanding of the phenomenon, in this case the management of substitute educators, and to go beyond reporting and to move towards interpretation. The researcher is the instrument in qualitative research – it was therefore essential for me as a researcher to personally gather all data. The collection and analysis of my qualitative data occurred simultaneously (University of Ballarad, 2010).

The findings of this case study, specifically on how substitute educators are managed, were summarised in terms of common words, phrases, themes or patterns that would aid the researchers' understanding and interpretation of that which is emerging (Maree, 2007). Themes emerged and the researcher utilized the data from the 5 schools to support the themes. All the data gathered in this case study, using the different data gathering methods mentioned under data collection strategies, was transcribed (in the case of interviews), coded, inductively analysed and related to the identified themes to the primary research question.

Mouton (2006: 108-109) describes the process of data coding as

*“...the ‘breaking up’ of the data into manageable themes, patterns, trends and relationships...” in order to “...understand the various constitutive elements of one’s data through an inspection of the relationship between concepts and constructs... and to see*

*whether there are any patterns or trends that can be identified or isolated, or to establish any themes in the data”.*

Nieuwenhuis contends that the main purpose of the inductive analysis of qualitative data is to “...allow research findings to emerge from the frequent, dominant, or significant themes inherent in the raw data” (Maree, 2007: 99) and that “they are developed by the researcher by directly examining the data.” (Maree, 2007: 107).

Therefore the coding of the raw data (the transcribed interviews at the five schools) entailed their close scrutiny and the identification of important themes or “meaningful units” (Maree, 2007: 105) to which codes in the form of unique identifying names were assigned. Once this coding was completed and the relevant data had been grouped together according to assigned codes, it was analysed to, as Mouton puts it; “...account for observed patterns and trends in the data..., in other words to relate the findings to existing conceptual frameworks or models...” see whether these hold truth or were made-up (2006: 109).

Due to the sensitivity of the data details and the fact that qualitative data included personal opinions, all data was stored in a secure place. Codes were utilized with all transcripts. All necessary precautions were taken to protect the confidentiality of all my participants when reporting the results. The researcher utilized pre- defined questions from semi-structured questions. The researcher strove to categorize common responses within each question, but the researcher still found some variety that required content analysis. The researcher utilized coding units as method, words, themes, time, and items. Maree (2007: 10) describes content analysis as” ... an inductive and iterative process where we look for similarities and differences in text that would corroborate or disconfirm theory”.

Twelve useful strategies to guide this process, as portrayed by Miles and Huberman (1994: 215) were considered valuable in this study and directed the analysis process. Initially came the counting to note those answers that appeared more than others, noting patterns and themes to build categories in the management of substitute educators, identifying new concepts or conclusions, the clustering of data that belonged together, and the making of comparisons in the management of substitute educators.

Furthermore categories were split, including smaller elements with larger categories, factoring of the data (unequal or dissimilar facts may have something in common), the noting of relationships and finding prevailing themes, in order to find reasons why concepts belonged together. Lastly the data was constructed into a logical sequence and a meaningful unity.

The initial step in the analysis of qualitative data is to structure the data by conveying oral and written words into typed documents (Creswell, 2007). Research transcripts must be recorded, organised, shortened, coded, and unravelled (McMillan, 2008). The data was organised by placing together different types of data, interviews and questionnaires. All forms of data was duplicated, the analysis of data was done by hand. According to McMillian (2008) there are four further types of data analysis. These are categorical aggregation or coding, direct interpretation or using an example to illustrate meaning, drawing patterns or determining the correspondence between categories and codes and naturalistic generalizations or suggestions of applicability to other circumstances. The researcher followed the above mentioned guidelines and utilized the four types of analysis to the gathered data. After the data had been scrutinized repetitively, the researcher established coding sections that appeared to be related and then unravelled the sections in order to establish categories. The researcher then explored the data for patterns and themes. The next step was to copy raw data and store it in a safe place.

The preliminary sampling strategy in the selection of the participants in this study was convenient sampling. "This method refers to situations when population elements are selected based on the fact that they are easily and conveniently available" (Maree, 2007: 177). The first school to be selected for the sample was selected purposively, in that the researcher focussed on a school that he knows employs substitute educators. According to Maree (2007), purposive sampling simply signifies that participants are preferred because of some defining quality that makes them the possessors of the data required for the study. Once authorisation to participate has been obtained from that school, snowball sampling was utilized to identify the remaining 4 schools. Nieuwenhuis in (Maree, 2007: 177) explains snowball sampling as "a method whereby participants with whom contact has already been made are used to penetrate their social network to refer

the researcher to other participants who could potentially take part in or contribute to a study”

This analysis produced some new and formerly unstated patterns and tendencies regarding the management of substitute educators. The main themes identified by this study were the following: Planning, organising, leading, and controlling of the management of substitute educators.

### **3.7. Assuring the validity and trustworthiness of the study**

The main issues in all dimensions of research are validity and trustworthiness; together they are selected to safeguard authentic information. Maree (2007) explained that validity and trustworthiness are commonly indicating that research is credible and trustworthy. Johnson and Christensen (2008) state that trustworthiness is the validity in research to ensure that research done is reasonable, reliable, dependable, and defensible. To ensure that the outcomes of my research were trustworthy, reasonable, reliable, dependable, defensible, and credible, the researcher focused on the following:

The researcher strove to validate and verify my research by presenting copies of my draft documents to all my participants. The researcher also triangulated the data by utilizing various data collection methods, namely a literature review, interview result, evaluating and comparing the results and thereby testing their trustworthiness. Sharing and transparency of the outcomes of this study with the participants, was one of the best ways to establish trustworthiness and reliability of the data.

Cohen *et al* (2002: 105) argue that “validity in a qualitative study could be addressed through the honesty, depth, richness and scope of the data gathered, the nature of the participants approached, the extent of triangulation, and the objectivity of the researcher.” Although Agar as quoted in (Cohen, Manion and Morrison, 2002: 107) claims that, “in qualitative data collection, the intensive personal involvement, and in-depth responses of individuals to data collection instruments and methods such as interviews and observation, secure a sufficient level of validity”.

The knowledge that the researcher sought was obtained by the collaboration between the researcher and the participants. During this process it was impossible to separate myself from the topic that the researcher was researching. It was inevitable for researcher preference to not enter my research study, but the researcher attempted to decrease it by striving to stay factual by ensuring that the researcher only pointed out evidence stipulated by the participants.

Finally, Nieuwenhuis (Maree, 2007: 50) says that “it is generally accepted that engaging multiple methods of data gathering, such as observation, interviews, and document analysis will lead to trustworthiness”. By accurately utilizing these techniques of data-gathering, the researcher has strived, concurrently with the methods specified in earlier paragraphs, to safeguard the trustworthiness of this study.

### **3.8. Ethical considerations**

Formulations of ethical standards are the same for quantitative and qualitative methodologies, meaning that no research methodology is ethically favoured. Particular ethical questions are introduced by qualitative research (Shaw, 2008). The first question is that of strength. Current disparities in research must not be reproduced by researchers. The knowledge of other researchers’ findings must not be utilized to benefit a researchers’ own work.

An important ethical characteristic is the question of confidentiality of the outcome and informed consent (Maree, 2007).

#### **3.8.1. Informed consent**

The researcher has submitted an ethical consideration application to the Ethics Committee of the Faculty of Education of the University of Pretoria. The reason was to ask for permission to do the research because the participants were human individuals. The most important ethical argument in qualitative research rotates around the friction between covert and overt research, and between a participant’s unrestricted right to know and their right to privacy (Ndou, 2012). Any ethical concerns that may come forward during the qualitative research method will be foreseen by the researcher (Creswell, 2009).

The ethical issues encircling this proposed study on the management of substitute educators are detailed by Cohen *et al* (2002: 49 - 71) when they discuss “access and acceptance”. The researcher requested permission from the Gauteng Department of Education to have access to their schools and their employees. This was effortlessly permitted because the participating schools all fall under the jurisdiction of the Gauteng Department of Education and all the principals, and their representatives, who took part in the research, are employees of that Department. This permission was sought after having provided the following information:

- a. The rationale of the proposed study
- b. The nature of the data that will be required from each participant
- c. The data collection methods
- d. A guarantee of the confidentiality of the data gathered
- e. A motion to make the results of the completed study available to the GDE upon completion.

As this study intended to investigate an issue of concern and value to the participants, the researcher experienced no obstacles in involving the five principals or their representatives or the GDE

### **3.8.2. Protection of research participants**

The research participants will be protected by developing trust, promote the truthfulness of the research, securing against misbehaviour and any offensiveness that might improperly expose their organisation or establishment, and deal with new demanding problems (Creswell, 2009). The researcher firstly had the responsibility to value the rights, requirements, morals, and wishes of the participants. Phenomenological research seeks subtle and profound answers to questions obtaining significance form records and views. Moreover, character and status of the participants are noticeable, particularly because the findings of the research could be revealed to other people and organisations. The researcher avoided vagueness and the risk of contradicted versions of the participants (Kuma, 2005).

The researcher notified each participant of the following:

- a. All participants will remain anonymous



- b. All data collected will be handled with the strictest confidence
- c. All participants will be able to verify the transcript of their interview
- d. All participants will receive a copy of the final report
- e. If the report or part thereof will be published all participants will be approached for permission (Cohen, Manion and Morrison, 2002).

The principals' legitimate fears of the disclosure of data that may cause them "...embarrassment, anxiety or suffering..." (Cohen, Manion and Morrison, 2002: 62), were more related to action research than with the selected research methods and instruments. This was alleviated with the confirmation of the confidentiality of the data and that all participants would remain anonymous throughout the research process, up to the final report (invisible). Letters of consent are included at the end of this dissertation as Annexure A.

### **3.9. Summary**

By appointing highly qualified substitute educators, a positive impact can be made on the management of a school and the promotion of an ethos of learning and teaching in a school. Through this research, the researcher intended to explore the management of substitute educators. The researcher followed a qualitative approach to my research. This perspective to qualitative research is an explanatory analysis of how individuals are involved with a phenomenon. With this approach the researcher concentrated on my participants' experiences and understanding of the management of substitute educators. This research is placed within the constructivist paradigm. The proposed study aimed to employ a case study research design to investigate the management of substitute educators.

The case study entailed the exploration of complex situations, *i.e.* the management of substitute educators, allowing for the gathering of multiple perspectives from a range of sources, including contextual information. The research was therefore particularly useful when looking at a process, such as the management of substitute educators. By requesting participants in the case studies to answer 'how' questions, it was possible to link their answers to the research question of this study. The data was gathered by the researcher in person, while the collection and analysis of the qualitative data occurred simultaneously. The researcher utilized pre-planned questions from semi-

structured interviews from which the researcher attempted to identify common answers within each question.

I have utilized the business school approach to this study. For this study the researcher has elected to use interviews to collect the required data. Qualitative interviews permit an experience of the research, through the eyes of a participant. A semi-structured, in-depth personal interview was utilized in the initial data collection for each of the five separate case studies that took place. The participants were not supplied with scheduled questions before the interviews took place. This was to alleviate the preparation of decent and researched answers to the questions asked and to make provision for spontaneous answers to all the interview questions.

The preliminary sampling strategy in the selection of the participants in this study was convenient sampling, as well as purposive sampling and snowball sampling, and included double medium high schools (Afrikaans and English are utilized within the school) and single medium high schools (English).

The findings of this case study, specifically on how substitute educators are managed, were summarised in terms of common words, phrases, themes, or patterns that would aid the researcher's understanding and interpretation of emerging data patterns. Research participants were allowed to comment on and assess the research conclusions and results. They were offered this opportunity both after the researcher had transcribed the data, as well as later on. The researcher also triangulated the data by utilizing various data sources, namely a literature reviews, interview results, evaluating and comparing the results and thereby testing their trustworthiness. Through the commitment and recognition of the outcomes of this study with the participants, trustworthiness and reliability of the data could be established. The research participants were protected by developing trust, promoting the truthfulness of the research, security against misbehaviour and any offensiveness that might improperly expose their organisation or establishment, with no danger of having to deal with new demanding problems.

In the last phase of data analysis the researcher was able to form conclusions regarding the expectations of my study. The researcher will nevertheless be able to generalise my findings since they are applicable to my participants in their specific positions.

The next chapter will focus on the detailed presentation of the research findings on the management of substitute educators.

## **Chapter 4: Presentation of data and findings**

### **4.1. Introduction**

This study investigated the opinions, appreciations, and experiences regarding the management of substitute educators. It examined opportunities offered to manage substitute educators.

As outlined in chapter 3, this study depended on five distinct case studies with the aim to gather data by requiring my participants to answer the main and sub-research questions. In accordance with Stake's theory of a collective case study (a group of individual studies that are undertaken in order to gain a fuller picture, see (Cohen, Manion and Morrison, 2002: 153) the data for each of the five case studies will be presented simultaneously as answers to the research questions. Each of the five case studies focussed on one specific high school. This chapter portrays the research findings for these five case studies. The findings are presented in themes that are linked to the research questions as mentioned in chapter 1.

To determine how substitute educators in the Northern Gauteng province of South Africa are managed, data gathered through the research was obtained from personal, semi-structured interviews with principals. The semi-structured interviews offered a level of flexibility to unveil new insights. During the semi-structured interviews the researcher requested participants to explain their experiences, views, and expectations on the management of substitute educators.

All five face-to-face interviews were conducted over a period of two weeks. The interviews were conducted with principals of schools in the Northern Gauteng province of South Africa. Interviews ranged between thirty and sixty minutes, all based on the participants' availability. No follow-up interviews were required due to the fact that all questions were answered by participants during the initial interview. However, due to time restrictions, documents and policies not always being in place, and the semi-structured character of the interviews, not all participants answered all the questions in the interview guideline.

Through the literature study, the researcher aimed to determine what to possibly anticipate through my findings that will address aspects of managing substitute

educators. This also established the need for this study to be conducted. Schools elected to participate were elected purposively and through convenient sampling, as well as snowball sampling. Elected schools included double medium high schools (Afrikaans and English are used within the school) and single medium high schools (English).

#### **4.2. Overview of participant selection**

In this study the participants were principals of schools that were selected due to their close proximity to the researcher, and also due to the fact that the first principal interviewed, was a principal the researcher knew from my university days, that the researcher also knew employs substitute educators. The sample chosen for this study was, therefore, a purposive sample (Creswell, 2012) and due to his willingness to participate in this study, he was asked for references of other schools that utilize substitute educators. Using the snowball sampling method, the researcher identified 4 others schools that utilize substitute educators and were willing to participate in the study. The researcher conducted the study at the first 5 high schools that were willing to participate, them being identified by snowball sampling.

To protect the identities of the participants or any particular high school and in the interest of confidentiality, pseudonyms will be utilized in the interviews, data analysis, and the findings. The five schools will be referred as P1, P2, P3, P4 and P5. Schools were named in the same order in which the field work had taken place. Comments referring to the principals of these high schools will be made under the same pseudonym as the presentation of data. The data collected in this study will be used for research purposes only and be treated as confidential.



### 4.3. The participants

Figure 3

	School 1	School 2	School 3	School 4	School 5
<b>Interviewee</b>	Principal	Principal	Principal	Principal	Principal
<b>Pseudonym</b>	P1	P2	P3	P4	P5
<b>Years of teaching experience</b>	29	24	37	32	30
<b>Years of experience as a principal</b>	10	7.5	14	6	9
<b>Years of experience managing substitute educators:</b>	10	7.5	26	6	1
<b>Quintile of school</b>	5	5	5	5	4
<b>Type of school</b>	High school	High school	High school	High school	High school
<b>Geographical Location</b>	Urban	Urban	Urban	Urban	Urban
<b>Number of learners enrolled</b>	920	1049	1604	1053	519
<b>Number of educators</b>	40	53	65	52	34
<b>Income from department</b>	R 680 000	R 620 000	R 900 000	R 576 000	R 860 000
<b>Income from other sources</b>	R 11 000 000	R 7 000 000	R 14 000 000	R 5 000 000	R 100 000
<b>Annual budgetary allocation for substitute educators</b>	R 140 000	R 400 000	R 120 000	R 0	R 0

#### **4.4. Presentation of data - lay-out and format**

It is essential to mention here that this is not a comparative study and that the high schools under investigation were studied as independent entities and not to compare them in any way during the presentation of these research findings. The presentation of research findings for each of the five case studies will take place according to the research questions posed in chapter 1. The first part will be addressing the main research question, followed by the sub-questions being addressed.

#### **4.5. Findings**

##### **4.5.1. Research sub-question 1 - How do school principals plan for the utilisation of substitute educators?**

This question was dealt with through interview questionnaires. Respondents were asked to give their opinions regarding the planning for the utilisation of substitute educators. In most cases the principal was responsible for the planning for the use of substitute educators, and in only one case (P3) it was the responsibility of the SMT. Substitute educators are educators you use in an emergency, according to P2. P4 replied that you should be able to react on unforeseen circumstances, which can cause educators to be absent when you least expect them to be. In this case you need to be able to plan under pressure.

The day to day management of substitute educators in all cases were managed by the head of the department of the specific subject in conjunction with the principal. The planning process is managed as the need arises. P2 stated:

*As soon as planning shifts to teaching a specific subject, the head of the department becomes involved.*

The heads of department need to report to the principal on a regular basis. The planning process starts when educators give notice of their leave of absence. This process, according to all the participants, is easier when they know well in advance when their educators are going to be absent from school; it gives them more time to advertise for substitute educators. Principals will start looking for subject specific substitute educators that are available, and fit them into their

academic timetable and budget, keeping their schools' ethos in mind. Participant P4 replied that he starts planning as the need arises.

*The need arises when a teacher goes on maternity leave or for an operation. That's when management comes into play and we need to recruit somebody - P4*

Based on the interviews, the majority of participants mentioned that they, with the assistance of their SMT and in conjunction with the school's SGB, are responsible for the selection, recruiting, and appointment of substitute educators. Participant P3 replied:

*We mostly use the SGB but the principal, a deputy principal or a head of the department usually serves on that committee as well, as long as there are more SGB members than staff members – P3*

Some participants (P1, P2 and P4) delegate this process entirely to their SMT's. In some cases (P3 and P5) only the deputy principal is responsible for the recruitment of substitute educators. Principal P5 said that she involves the district for the appointment of a substitute educator. P3 stated that he, as the principal, together with the deputy and SGB chairperson usually do the selection, finding, recruiting, and appointment of substitute educators.

The common objective of all participants was to find substitute educators with exactly the same qualifications as their permanent educators. The minimum qualification in order to teach in South Africa, this means a RQV 14 or a 3-4 year university degree. Furthermore, the principals will look for subject specific substitutes. Participants also indicated that all prospective substitute educators had to be professionally registered with the South African Council for Educators (SACE). SACE is the professional council for educators that aims to enhance the status of the teaching profession through the appropriate registration, management of professional development and inculcation and enforcement of a code of ethics for all educators (South African Council for Educators, 2012). All the participants declared that they only appoint the best experienced and qualified educators. Participant P2 stated that he:



*...will use a fully qualified educator, and on rare occasions like this year, I have taken a 3<sup>rd</sup> year student, but at least a 3<sup>rd</sup> or 4<sup>th</sup> year student while they are studying –P2*

The data obtained through the interviews showed that participants favour substitute educators who have good qualifications, a passion for education, are reliable and trustworthy, are subject specialists, positive, loyal, energetic, with substantial experience, a pleasant personality, and a respectable career record. In the light of the importance of teaching and learning in schools, all the participants considered the curriculum requirements at the school as the foremost factor that they would like to take into consideration when appointing a substitute educator. They all expected the best quality of teaching and learning to take place at their school, meaning appointing the right person for the right job. This is confirmed by the following quote from the literature review: “Hiring the right individual for the right position at the right time is a key component of substitute educator management” (Smith, 2007: 17).

Participant P4 stated that sometimes she is so desperate to find a substitute educator, that she will forfeit most of the above mentioned characteristics, except for the right qualifications. Other characteristics or qualities that participants look for when appointing substitute educators, include the aspirant’s ability to participate in co-curriculum and extra curriculum activities at the school.

The norms and values of the substitute educators to be appointed and their ability to fit in with the schools’ ethos are characteristics that most participants favoured. Furthermore, the candidates must be able to fulfil the schools’ needs. References are a great help in this matter. “In their interpersonal, informational, and decisional roles, managers try to balance efficiency (how work get done) with effectiveness (what gets done) depending on the situation, tasks, and people involved” (Mujtaba, 2007: 36-37).

Based on the responses when questioned about the most significant problems that they encounter when finding, recruiting, selecting, and appointing substitute educators, they all replied that their major problem was to find a suitable substitute educator during the year, as opposed to at the beginning of the year or beginning

of a term. The reason for this might be because students who have completed their studies will be looking for teaching positions at the beginning of the year. Principal P2 stated that:

*The good teacher will finish his period at the current school before applying for another post –P2*

Another concern was the availability of substitute educators, specifically subject specific educators. Participant P5 stated that her biggest problem is the non-availability of substitute educators.

*Most of the good qualified educators are already in permanent positions - P5*

From the interviews with the participants it was clear that all five schools have adequate procedures in place to manage substitute educators. The data obtained revealed that participants kept a data base of Curriculum Vitae's on record for future reference on educators available for substitute teaching. They also mentioned that they make use of SATO, which is a teacher's union, where they also keep record of educators available for substitute teaching. Furthermore they make use of advertisements in local newspapers. If no substitute educators can be found by the SMT, they will ask staff at their school whether they know of an educator that will fit the profile for the available substitute teaching post. This is a continuous process that does not only apply for the beginning of the academic year.

After establishing what the different problems are in finding and appointing substitute educators for specific subjects, it was revealed by all participants that they have difficulty in finding substitute educators with the ability to teach languages, especially Afrikaans Home Language, and to a lesser extent English Home Language and English First Additional Language. Other subjects that are challenging to find suitable substitute educators for are Mathematics and Psychological Science. Participant P5 stated that she experiences difficulty to find substitute educators for all subjects.

*All subjects, not a matter of a specific subject – P5*

According to the participants, the reason for the difficulty in finding a substitute educator especially for languages, is the fact that the workload of language educators is very high, and for this reason not many students study languages, especially Afrikaans Home Language. Another reason given by the participants for this complex situation is that most quality educators already have permanent posts. However, there are some educators that prefer to only do substitute teaching. All participants agreed that substitute educators with specific skills and qualifications in difficult subjects are singled out and are more likely to be appointed.

When participants were questioned about whether their school has a budget for substitute educators, the responses varied. Participant P4 replied that they only have a small budget for substitute educators.

*We do have a very small budget because as I have said, you only get a substitute teacher if it is for more than 21 days – P4*

P5 replied that their school doesn't have a budget for substitute educators at all; they only rely on the 21 days absence rule of the Gauteng Department of Education to remunerate educators.

*No, we only make use of a substitute teacher if it is for 21 days and longer – P5*

Three of the participants (P1, P2 and P3) stated that they did have a budget for substitute educators, and two (P4 and P5) did not.

The responsibility for the drafting of their budgets for substitute educators varied. Three schools budget for substitute educators in their annual budget, while two schools (P4 and P5) do not budget for substitute educators at all. They make use of an incremental budget, where a budget is prepared using a previous period's budget or actual performance as a basis with incremental amounts added for the new budget period, because it is something they rarely use, according to one participant (P1). Those principals who do budget for substitute educators (P1, P2 and P3) use previous years' statistics to determine the amount allotted for substitute educators.

Two participants P1 and P4, stated that educators in SGB posts are normally given a certain amount of days sick leave per year, if they are absent more than this, principals put them on unpaid leave, and utilize this money to pay for a substitute educator.

Four of the participants (P1, P2, P3 and P4) indicated that the remuneration of substitute educators in their schools is exactly the same as for permanent educators. They all use the departmental salary scales for this, in other words they stick to the policy on the remuneration of educators in South Africa. Participant P1 made the remark that his school pays substitute educators 37% more than the norm for their post level because they do not have medical aid or a pension fund subsidy.

*They get a bit more than other teachers – P1*

Participant P5 said:

*When I came here in 2011 they had assistant teachers, but not substitute teachers. It wasn't for longer than 21 days. These assistant teachers got paid R100 (more or less \$10 in 2011) a day*  
*- P5*

She reiterated that she only uses substitute educators whose remuneration comes from the Department of Education.

It can thus safely be concluded that the factors that participants take into account when appointing a substitute educator, are primarily the curriculum requirements of the school, as determined by Provincial Department of Education, principals, SMT's and the staff of the school.

#### **4.5.2. Research sub-question 2 - How do school principals organise the utilisation of substitute educators?**

This question was dealt with via interview questions on organising. Respondents were asked for their opinions regarding the organising for the utilisation of substitute educators. On the question on how the use and appointment of substitute educators are communicated to the rest of the staff, the responses from the participants were not clear on how this was done. Participant P1 stated that

they introduce the newly appointed substitute educator to staff at the first staff meeting.

Based on the responses from the participants, the first to know about the appointment of a substitute educator is the SMT, because of their involvement in the appointment with regard to the specific subject of the substitute educator. Participant P3 communicates the information on a new substitute to the SMT in their early morning meeting. Another participant (P4) responded that he does not really communicate this fact with the rest of the staff. Participant P3 indicated that when he is really struggling to find a suitable substitute educator, he will ask staff for names of possible substitutes, and then he will contact the named substitute educator.

On the procedures principals employ to support substitutes to adapt to their school and to orientate them for their task, three of the participants (P1, P2 and P3) have standard documentation for all newly appointed staff that they provide in the form of a brochure or document. Another school (P4) uses a 'buddy' system where they identify a senior staff member with suitable experience, not necessarily an older person in the same learning area, to assist the newly appointed substitute educator. Participant P5 remarked that she does almost nothing to help substitutes adept. All the participants provided the essential teaching materials, supplied the previous teacher's documentation and lesson planning to the substitute educator, and made sure they the school's disciplinary procedures. Participant P4 appoints a mentor or a head of the specific department to support the substitute educator. All participants also appointed an educator/administrator responsible for extra and co-curricular activities to support the substitute educator in these fields. Participant P4 also indicated that the head of department is responsible to collect everything that was handed out to the substitute educator, from them again.

On the question on how participants organised the responsibilities of the substitute educators when they arrived at their school for duty, the interviews revealed that the participants usually give an orientation during the interview. It was also revealed that the participants use shadowing to organise the substitute educator's work. Data obtained also showed that the participants provide the substitute educators with time tables, class files, and standard documentation regarding the

specific subject and they ensure that the permanent educator has everything in place for the substitute educator. Participant P1 stated that he invites the substitute educator to his school before the substitution period starts, goes through all the work and duties to be performed, and even compensates the educator for the time spent to attain all necessary information to teach at his school. This is confirmed by Stoner and Wankel (1991: 233) who define organising as "the way work is arranged and allocated among members of the organisation so that the goals of the organisation can be effectively achieved".

When questioned about the period of time participants have from the point that they are informed of an absence to the actual appointment of a suitable substitute educator, the answers were divergent. Participant P2 stated that sometimes they have months, sometimes days, sometimes almost no time to find a suitable replacement, from the time that you are informed of an absence to the appointment of a suitable substitute educator. For most of the participants it would be ideal to know as soon as possible when an educator is going to be absent. The preferred time line given by participant P4 is two to three weeks in advance. Participant P4 also indicated that when he does not find a substitute educator, the learners will go for supervision.

Factors that influence the amount of time participants have to appoint a substitute educator is regarded as typically administrative issues. Their main concern in the appointment of a substitute educator, from the point that you are informed of an absence pending the appointment, is the late notice of absence. The tempo at which the work should be completed, the availability of an appropriate temporary educator, and all the red tape that accompanies the appointment of substitute educators pose their own difficulties as well. The foremost concern for them is the appointments made by the GDE, where cumbersome paperwork accompanies the application.

Asked what processes could be put into place to speed up the amount of time a principal has to spend before placing a substitute educator in a classroom, diverse answers were received. Participant P1 replied that the proper planning of staff going on leave would be a great advantage, while participant P4 placed a high value on the regulating of substitute educators. Consequently there were also

issues with the organising at district level, all the paperwork, and policy matters. Communication also appeared to be of immense importance to all participants. Participant P3 gave a supportive answer by stating that if only staff will communicate with him, it will be an immense advantage.

*Communication to the principal is important –P3*

P5 replied that

*They must come and tell the principal what they are planning –P5*

It was also stated by P1 that schools need to remunerate substitute educators that are appointed by the GDE, due to the fact that it often takes a great deal of the time since completing all the paperwork to the time that substitutes receive their salaries. This is necessary because these educators also have financial responsibilities. They subsequently have to pay back these advances as soon as they have received their salary.

According to participant P2, it depends on “what is happening, whether it is an injury, or if it is maternity leave, or a promotional post. Departmental promotions are usually a significant problem. Participant P1 also stated that:

*Educators will tell you that they are going for an interview but you cannot really act on that, you must wait until they know that the position has been offered to them –P1*

Participant P1 avowed that when a post had been advertised in the previous quarter’s gazette and an educator went for the interview, applicants only received notice that they were going to be appointed a week into the new quarter. There is no logical process in these appointments and one participant (P1) really thought that the department should devote more attention to this detail, because it creates immense problems in schools.

No clear issues relating to factors which undermine the use of substitute educators at their schools were mentioned, only that the availability of finances sometimes undermine the appointment of appropriate substitute educators. Another concern was the class size; too many learners in a class make it difficult for substitute educators, nevertheless this also relates to permanent educators.

In the event that no suitable qualified substitute educator is available to take a specific subject or class, two participants (P1 and P3) indicated that they have never experienced this before, while two participants (P2 and P4) would re-plan their time table to accommodate the subject for which no replacement is available. This gives the principal time to search for a suitable substitute educator. Participant P4 affirmed that if this happens during examination time, they will restructure staff to take the classes affected by absenteeism of educators. This is easier during the end of year examinations. Learners will then go for supervision with educators that have an administration period. Four of the five schools (P1 - P4) have teaching assistants, that they will use in extreme situations e.g. when there are too many educators absent and too few educators available for supervision.

Participant P4 stated that he would enquire at neighbouring schools for assistance, and if no solution is available, the principal himself will teach. Only participant P5 indicated that this is a regular occurrence at her school, but all other participants expressed that this has never happened at their schools. Participant P4 remarked that he was concerned with this, because he knew:

*It is going to come –P4*

All the participants indicated that it rarely happened, while participant P4 stated that he had been in that situation for about a week and a half during the previous year. The exam started and the head of the specific department could take the classes.

#### **4.5.3. Research sub-question 3 - How do school principals lead the process of utilizing substitute educators?**

This question was dealt with through interview questions on leading, which asked respondents to give their opinions regarding the leading process for the utilisation of substitute educators. From the participants' responses on the role they play in leading the substitute educators, all the participants continuously monitor the progress of newly appointed substitute educators, especially during the first two weeks. They constantly confirm with the substitute educators that they are satisfied and that all issues are being addressed.



The participants, as principals, monitor the process of utilizing substitute educators either themselves or through their heads of department and subject heads. Substitute educators are familiarised and acculturated into the school's milieu through a process of acclimatisation. This happens through their mentors, buddies, and heads of department, subject heads, as well as the co-curricular and extra-curricular co-ordinators. To lead is to have control over something (Odendal and Gouws, 2005). "It is to give advice" (Kavanagh, 2006: 705). Principal P1 stated that during the interview most of the possible situations and problems can be handled in advance.

*Substitute educators are at school for a very short period of time and the longest they are here, is for four months during maternity leave, so I do not play a specific roll in professional development of substitute educators that is here for 4 months –P1*

Participants did indicate that they would make provision for a substitute educator who wants to attend professional development sessions.

The procedure for advocating their schools as a substitute educator friendly school, four of the five participants indicated that they do absolutely nothing to promote their schools. Participant P1 indicated that he treats them equally to permanent educators, including salaries. All participants indicated that this might be an area where they all can improve on. Principal P2 stated it as follows:

*I hope that everyone that leaves here feels that they want to come back, and that they really did enjoy it here –P2*

#### **4.5.4. Research sub-question 4 - How do school principals monitor the utilisation of substitute educators?**

This question was dealt with through interview questions on monitoring, which required respondents to give their opinions regarding the monitoring of the utilisation of substitute educators. Data obtained from the research on how the eligibility of a substitute educator for appointment to their school is checked before they assume service, all participants replied that certified copies of their qualifications, references of previous employment, proof of SACE membership and a well-prepared Curriculum Vita were essential.

All participants utilize their heads of the department and subject heads to monitor and control the quality of the work performed by substitute educators. Participant P1 replied:

*I will get involved, but luckily this doesn't happen often. The head of the department does regular inspections and performs thorough control of learner work every term –P1*

Participant P2 indicated that his head of department has to give feedback every second Friday. There is no formal class visit, but he will ask for the learners' books, and look at the substitute educator's planning; sometimes he may just stand in the doorway to see whether the substitute educator is coping.

In findings related to the evaluation of substitute educators after they have completed their stint, no evidence of evaluation was found. It revealed that most substitute educators had been evaluated during their stint and not afterwards. Evaluations are done continuously throughout their substitution period by either the head of the department or the subject head. One participant (P3) voiced that they will have a discussion in the management team about an educator who has substituted; he and his management team get together every morning for a short meeting. The head of the department will provide a report on the substitute teacher and if something is doubtful it will be put on the table for discussion. Participant P4 implied that in practice it is not always possible to evaluate substitute educators. He said:

*On Friday he leaves and on Monday he doesn't come back and now he is already employed by another institution –P4*

This confirms the fact that controlling is the monitoring of the performance, evaluating outcomes and producing improvements as needed by the organisation (Griffin, 2011), control is to manage, to supervise (Odendal and Gouws, 2005), it is the action of management (Kavanagh, 2006).

The participants lack feedback to the substitute educators on their performance during their substitution period. Participant P2 stated that they gave feedback when the substitute came to say good-bye. He would schedule an appointment for at least half an hour to discuss their period at the school and what their

experiences were. Most feedback would come from the schools' relevant heads of department. Participant P1 added that he would only focus on positive comments.

From the participants' responses on the skills they feel are lacking among substitute educators, the responses were very varied. Participant P2 claimed that teaching skills and the normal operational skills to teach at his school were not on par. Participant P3 felt that their sense of belonging is a skill that needed attention. Participant P4 stated that the skill he feels is lacking among substitute educators is the fact that they have difficulty in maintaining discipline, either in regard to the learners or to themselves. P1 and P5 however claimed that their lack of administration skills is of concern. Most substitute educators know that they were only going to be employed for a short period of time.

Another participant (P2) felt that students straight out of university are struggling with the daily registers and the normal day to day operations of the school although they know their subject content and how to teach their subject. In his words:

*It is the extra things that can become a problem like the registers, handling of discipline etc. –P2*

Another response was:

*Belonging and how you must fill the in-between time –P3*

There was also a comment that substitute educators know that they are going to be employed for only a short period of time, and because of that they are not that committed. He stated:

*They are not that responsible because nothing can happen to you when you leave -P2*

Participant P2 stated that the majority of substitute educators that he came across are females that had been in the teaching profession but left due to reasons like they wanted to be at home or they did not want to commit to a specific school. They make themselves available for just a short term of teaching and that might be a problem. Participant P4 stated that:

*The majority of substitute educators are not dedicated to the teaching profession itself, but the time that they are at school, they*

*are dedicated, but he feels that they don't want to be an educator at his school on a full time basis –P4*

Data obtained through the interviews, shows that the most essential resource needed by schools with regard to the utilisation of substitute educators, is to have a data base with available educators. The data base should include specific subjects and also the amount of experience that the educator has in teaching that subject. Another serious problem is a lack of finances. Some schools are not able to pay top notch salaries to substitute educators, although they try to remunerate them on the same level they do with permanent educators. They even sometimes loose quality substitute educators due to the fact that they are paid better by other schools. The competition is fierce to obtain the best substitute educators. It was stated by participant P1 that the best educators already had permanent posts. Participant P2 noted that in some overseas countries they have class assistants who are also teachers.

*That is the route that we should take to have people that can just step in-P2*

#### **4.5.5. Research sub-question 5 - What challenges do school principals experience regarding the management of substitute educators?**

This question was dealt with through interview questions on the challenges experienced by principals. Respondents were asked for their opinions regarding the challenges school principals faced regarding the management of substitute educators.

During the interviews participants revealed that their foremost challenge in the process of planning was the not knowing that educators were going to be absent. Some educators wait until the last moment to inform the principal of their planned absence from school. Even educators that apply for maternity leave wait too long to inform the principal of their situation. Then there are the educators that need to go for medical procedures: some inform the principal well in advance, but others do not. Furthermore there is the uncertainty of educators falling ill, either during the school day or before school starts. Participant P4 stated that for him the greatest challenge is:

*The uncertainty and the unknown -P4*

Participant P5 replied:

*The fact that you do not know. You don't know if someone is going to get sick, you don't know if one of your lady teachers is going to fall pregnant. You don't know if there is going to be an accident – P5*

*The obstacle get permission from the district to appoint a substitute teacher can land on your table at a moment's notice – P4*

This was a challenge for him.

When questioned on their foremost challenges regarding the process of organising the work of substitute educators, Participant P1 claimed that:

*I have not yet been challenged –P1*

Another (P2) stated that:

*The frequency of the utilizing substitute educators is a challenge, because the time from when the substitute takes the post and then leaves the post can be problematic –P2*

According to participant P2, a challenge that he thought could make a difference, depended on:

*The experience a principal has in the management of substitute educators; an inexperienced participant might have more difficulty to address this matter. –P2*

To summarise, the researcher can safely say that a major issue for principals is the fact of knowing or not knowing the substitute educator.

Before a good work relationship can be established, the person leaves. The principal then has to find another educator and the stability of the teaching process becomes a problem.

The foremost challenge to the process of leading the use of substitute educators, the participants all had different responses. The fact of not knowing the educator was a challenge to participant P2, while the short period of time the substitute

educator spent at their school (P4) was another challenge. Participant P1 stated that he was absolutely on par with everything in leading the process for utilizing substitute educators. Another participant (P3) replied that he has no challenges regarding the leading of the process for utilizing substitute educators, and also stated that all substitute educators feel welcome at his school. Although participant P2 revealed that substitute educators come in new and bewildered, they soon adapt to the school and its leading process. A statement by participant P4 sums it up for me, namely the following:

*I don't think there is a challenge per se, I think the biggest thing is to let them feel welcome, and give them the necessary support; don't think they know everything, you should give them a lot of training, especially about discipline –P4*

Regarding the question on the foremost challenge to the process of monitoring and controlling the use of substitute educators, the participants revealed that time is of the essence as well as the tempo at which education in South Africa takes place. Participant P5 indicated that the marking of work done by substitute educators is a challenge, as some leave without marking or controlling learners' work. Respondent P4 indicated that substitute educators have to adapt quickly, and those that do not adapt, would probably not teach at their school again. The tempo at some schools is just too fast to accommodate the monitoring and controlling process. Participant P5 commented as follows:

*There isn't really enough time to focus on anything else, just get done what needs to be done -P5*

So to summarise the greatest challenge, it will be the aspect of time.

Participant P1 responded by saying that he thought the greatest challenge may be novice educators fresh from university who have their own opinion on how work is supposed to be done, and come with their own demands. He then needs to implement the appropriate policy, and remind them that they cannot make their own demands like:

*How much are you going to pay me to coach? They have their own mind on how the system works, especially the young ones.*

*The principal and the rest of the staff must train them and show them how the education system works –P2*

#### **4.5.6. Primary research question - How do school principals manage substitute educators in the Northern Gauteng province?**

To answer this, introductory questions were asked to test the water. During the interviews it became clear that already at the onset of the interviews there were concerns. Most of the schools that were visited use substitute educators as the need arises. Substitute educators are mostly used when female educators go on maternity leave or when a teacher is required to receive medical care in a hospital. The Gauteng Department of Education (GDE) approves a substitute educator when the term of sick leave exceeds 21 days. In circumstances where educators are absent for a short period, schools need to come up with their own solutions to acquire substitute educators. The schools on average use 3 to 4 substitute educators per year. None of the participating schools have a policy in place regarding substitute educators, but most of the schools would like to develop a policy on this matter. It was indicated that the schools' SMT's would develop and implement a policy on substitute educators. The question regarding the regulating of the policy could not be answered because there were no policies in place at any of the participating schools.

The common response from all participants was that the circumstances, under which they would make use of substitute educators, are for maternity leave for female educators, illnesses like cancer, the hospitalisation of educators for surgery, and also for urgent private affairs and PILIR leave. (Policy and procedure on incapacity leave for ill-health retirement). For sick leave, longer than 21 days and vacation leave, the education department does pay, but the educator has a cut in salary. This was of less concern to all participants.

None of the participants' schools have a policy for substitute educators, as revealed by the following two comments by P1 and P5 –

*No not really, we use the departmental policy on substitute teachers - P1*

and

*When we use substitute teachers it falls within the departmental policies and regulations. We would only use a substitute teacher if a teacher is absent for longer than 20 days – P5*

Participant P5 replied that she has no idea whether her school has such a policy. Two of the participants (P3 and P4) indicated that they usually draw up a contract with the substitute educator, as with all other educators, which they feel take the place of a policy.

On the question of who would develop their policy (even though none of the schools had one) one participant (P2) said:

*To develop a policy, a substitute teacher for us is like a normal teacher in our school so everything concerning them will be the same as for the other staff in school; there is not a different set of rules for substitute teachers –P2*

Participant P4 commented that:

*They come in, must be qualified and all rules and regulations concerning normal teachers will apply to them as well –P4*

Participant P4 stated that:

*The SMT and SGB would work together to formulate a policy -P4*

Four participants (P1 to P4) stated that the principal would be responsible for the implementation of their policy, while another participant (P5) stated that:

*We are set on the departmental guidelines and this is something that will not change –P5*

According to four of the participants all matters relating to staff would fall under the principal's jurisdiction, (P1, P2, P3 and P4). Based on these responses there arises a need for the implementation of such a policy.

In the light of the question on regulating the utilisation of substitute educators, only one participant (P2) replied that:

*There are definite guidelines stating that you can only appoint a substitute teacher if the other teacher is absent for more than 20 days. They have to be qualified and documents need to be*



*handed in at the district office. You would certainly manage it according to those guidelines –P2*

Participant P3 indicated that they attend to this matter as it occurs.

#### **4.6. The findings of the study**

The findings of this study can be divided into two categories, namely primary and secondary findings. This categorisation is based on the formulated research questions to address the aims of this research. Primary findings are detailed below, followed by the secondary finding.

##### **4.6.1. Primary findings**

- a. Substitute educators are primarily used for planned rather than unplanned absences
- b. Planning for the use of substitute educators is primarily done by principals.
- c. Organising the utilisation of substitute educators is mostly done by principals
- d. Leading the process of utilizing substitute educators is typically done by principals
- e. The monitoring process in the utilisation of substitute educators is predominantly done by the SMT

##### **4.6.2. Secondary finding**

The secondary finding of this research is the fact that principals are confronted by diverse challenges in the utilization of substitute educators.

#### **4.7. Summary**

During the interpretation of the data, the researcher attempted to swerve to an analytic interpretation that explained why aspects are as the researcher has discovered them. By analysing the data, the researcher included multiple perspectives to my study. In this chapter, the researcher presented the findings from interviewing principals on their management of substitute educators. The findings were presented in themes that relate to the conceptual framework used to compile the research questions. The discussion was presented through data analysis. In the last chapter the researcher the researcher will present an overview

of my research findings and draw conclusions from my research on the management of substitute educators.

## **Chapter 5: Discussion of findings, recommendations, overview and conclusion**

### **5.1. Introduction**

Using the research questions as stated in Chapter 1 as a point of reference, this chapter's emphasis is on a discussion of the findings reported in chapter 4. The research questions were divided into key concepts to address the research aims and the research questions of this study. The findings noted during this research and the recommendations concerned, are detailed below.

Chapter 4 of this research report presents the data of the research done on the management of substitute educators. In section 1 of this chapter these outcomes will be used to draw conclusions about the efficiency of the five schools under the microscope of this study, regarding the management of substitute educators. From these conclusions the researcher, in section 2 of this chapter, will suggest certain recommendations aimed at enriching the manner in which these and possibly other schools manage substitute educators in order to enhance the substitute educators experience during their stint at a school.

As stated in chapter 1, the aim of this study is to investigate the manner in which schools in the Northern Gauteng province of South Africa manage substitute educators.

The primary research question formulated for this study therefore relates to the management of substitute educators in the Northern Gauteng province by school principals.

The secondary research questions to be answered were noted as the following:

- How do school principals plan for the utilisation of substitute educators?
- How do school principals organise the utilisation of substitute educators?
- How do school principals lead the process of utilizing substitute educators?

- How do school principals monitor the utilisation of substitute educators?
- What challenges do school principals experience regarding the management of substitute educators?

The conclusions drawn from the data gathered will be discussed in relation to each of the research questions mentioned above.

## **5.1. Discussion of findings**

The findings of this study can be divided into two categories, namely primary and secondary findings. This categorisation is based on the formulated research questions to address the aims of this research. Further primary findings are detailed below, followed by the secondary finding.

### **5.1.1. Primary findings**

#### **5.1.1.1. Substitute educators are used primarily for planned absences as opposed to unexpected absences**

Already at the start of the interviews it became clear to the researcher, that there were concerns. Most of the schools that had been visited used substitute educators as the need arose. Substitute educators are mostly used when female educators go on maternity leave or when a teacher is required to receive medical care, either at home or in a hospital. This finding corroborates the findings of Chadwick-Jones *et al.*, 1971 where he stated that intentional absences show an awareness option by an employee to be absent from work, and they are able to manage it.

The Gauteng Department of Education (GDE) approves a substitute educator when the term of sick leave exceeds 21 days. In circumstances where educators are absent for a short period, schools need to come up with their own plans to place substitute educators. Schools, on average, use 3 to 4 substitute educators per year. None of the participating schools have a policy in place regarding substitute educators, but most of the schools would like to develop a policy on this matter. It is indicated that the schools' SMT will develop and implement the policy on substitute educators. The question regarding the regulating of the policy could

not be answered since there were no policies in place at any of the participating schools.

All participants supported the fact that the circumstances under which they use substitute educators, are for maternity leave for female educators, illnesses like cancer, the hospitalisation of educators for surgery, and also for urgent private affairs and PILIR leave. (Policy and procedure on incapacity leave for ill-health retirement). This finding links with Miller (2008) where he says that short term illness is the universal reason for absenteeism, followed by medium- period issues, death of a family member or friend, maternity leave and critical family matters. For sick leave, longer than 21 days and vacation leave, the education department pays, while the educator has a cut in salary. This is of less concern for all participants. This is supported by Prinsloo and Reddy (2012) stating that when educators would like to take a long leave of absence, due to ill-health or any other reason of short-term incapacity, the process involves the completion of numerous forms, and they rely on final recommendation from the services provided by Health Risk Managers, and not the educator's physician.

None of the participants' schools have a policy for substitute educators, as the following two comments reveal by P1 and P5 - "No not really, we use the departmental policy on substitute teachers." and "When we use substitute teachers it falls within the departmental policies and regulations. We would only use a substitute teacher if a teacher is absent for longer than 20 days." One participant (P5) replied that she has no idea whether her school has such a policy. Two of the participants (P 3 and P4) indicated that they draw up a contract with the substitute educator, as with all other educators, which they feel takes the place of a policy.

On the question of who developed their policy one participant (P2) said: "To develop a policy, a substitute teacher for us is like a normal teacher in our school so everything concerning them will be the same as for the other staff in the school; there is not a different set of rules for substitute teachers." One participant (P4) commented that: "They come in, must be qualified and all rules and regulations concerning normal teachers will apply to them as well." One participant (P4) stated that the SMT and SGB would work together to formulate a policy."

Four participants (P1 to P4) indicated that the principal would be responsible for the implementation of their policy, while another participant (P5) stated that “We are set on the departmental guidelines and this is something that will not change.” All matters relating to staff would fall under the principal’s jurisdiction, according to four of the participants (P1, P2, P3 and P4). When seen in the light of the fact that, Gershenson (2012) gave an option that a policy like this can be neutrally planned, and also reduce expenses, if the remuneration disparity is created by declining in daily earnings of favoured positions, and a probable complex balance must be taken into consideration when creating such a policy, there is a solution.

On the question of regulating the utilisation of substitute educators, only one participant (P2) replied that: “There are definite guidelines stating that you can only appoint a substitute teacher if the other teacher is absent for more than 20 days. They have to be qualified and documents need to be handed in at the district office. You would certainly manage it according to those guidelines.” Another (P3) indicated that they attend to this matter as it occurs. This is founded in the statement that schools are acquiescent in following the administrative procedures concerning leave taking, however they are struggling with the strategic management of absenteeism, in the regulating and minimizing of leave. Principals must manage optional leave measurements at their schools, and must consider the possibility of misuse of leave, especially on Mondays and Fridays. From provincial and district offices there are differences in the management of leave support to schools (Prinsloo and Reddy, 2012).

After establishing what the different obstacles are in the finding and appointing of substitute educators for specific subjects, it was revealed by all participants that they have difficulty in finding substitute educators with the ability to teach languages, especially for Afrikaans Home Language, and to a lesser extent English Home Language and English First Additional Language. Other subjects that are challenging to find suitable substitute educators for are Mathematics and Psychological Science. This finding contradicts the findings of Prinsloo and Reddy where they stated that “Rural schools, in particular, have difficulty in finding appropriate substitute specialists in Mathematics and Science in the secondary phase” (2012: 2).

#### **5.1.1.2. Planning for the use of substitute educators is done primarily by principals**

Planning is to define goals that need to be accomplished in the future of a specific organisation, shaping an overall tactic to reach these goals, in an acceptable timeframe. This is supported by the contribution of Postrel when he indicated that “success at integrating the activities of the resources of the firm leads to higher operational capability “ (2009: 273).

In most of the cases it was found that the participants as principals, were responsible for the planning for the use of substitute educators, and in only one case it was the responsibility of the SMT. In the conducting of the research, all five principals stated during their interviews that the day to day management of substitute educators are in all cases managed by the head of the department of the specific subject and the principal.

It was also found that all five participants reported the planning process started when educators gave notice of their leave of absence. This process according to the all participants, is easier when they know well in advance when their educators are going to be absent from school as it gives them more time to advertise for substitute educators. Through the interviews, the majority of participants expressed that they, with the assistance of their SMT and in conjunction with the schools SGB, are responsible for the selection, recruiting, and appointment of substitute educators.

The interviews unveiled that all participants gave exactly the same answer, namely that all substitute educators are required to have precisely the same qualifications as permanent educators, meaning that normal post requirements for public schools are also applicable to substitute educators. The data obtained through the interviews showed that participants favour substitute educators that have good qualifications, a passion for education, are reliable, and trustworthy, subject specialists, positive, loyal, energetic, have extensive experience, a pleasant personality, and a respectable career record. All the participants considered the curriculum requirements at the school as the prime factor that they would take into consideration when appointing a substitute educator.

It was found that the norms and values of the substitute educator to be appointed and how they correspond with the school's ethos are also a characteristic that most participants favour. This is qualified by Herrmann and Rockoff (2010) when they acknowledged that quite a few factors have an influence on this pattern. Principals and their management teams constantly search for more valuable substitute educators for longer terms of substitute teaching. Also, more productive educators apply for longer periods of teaching, or educators become more productive while teaching.

Although all five schools professed to have certain measures in place for planning during the management process of substitute educators, their biggest dilemma seems to be the finding, recruiting, selecting, and appointing of substitute educators. They all replied that their biggest problem concerning this aspect was to find a suitable substitute educator during the year, as opposed to the beginning of the year or beginning of a term. When one considers the fact that this is confirmed by a case in Finland, where in 2012 numerous Finnish municipality organisations' enrolment had been multipolar as well as spread out. In Finland they came to the conclusion that there are many ways of recruiting substitute educators. This problem is still in their midst, and creates additional work for substitute educators. Recruitment and the use of electronic requests, individual managers' labour-intensive registers, and substitute educator card files, in addition to an excel-based substitute reserve kept by human resources departments, can assist in finding a suitable substitute educator (Liiti, 2012).

The data obtained through the interviews revealed that participants kept a data base of Curriculum Vitae's on record for future reference on educators available for substitute teaching. They also mentioned that they made use of SATO, which is a teacher's union, where records of educators available for substitute teaching are kept as well. Furthermore they make use of advertisements in local newspapers. If no substitute educators can be found by the SMT, they will ask staff at their school whether they know of an educator that will fit the profile for the available substitute teaching post. This is a continuous process, not only for the beginning of the academic year.



It was found that all five schools appear to have different means for the drafting of their budget for substitute educators. Three schools budget for substitute educators in their annual budget, while two schools do not budget at all. They make use of an incremental budget because it is something they rarely use, according to one participant. To determine the amount allocated in the budget for substitute educators, they use statistics from the previous year and then add a percentage to this amount. This finding corroborates the findings of both Galloway and Morrison (1994) who said that with the movement to school site-based management combined with high staff turnover and limited budget for hiring educators, and Menter *et al.* where they stated that it had become a “source of cost within the ‘enterprise’ rather than a method of adding value to the ‘product’” (1997: 65).

Four of the participants indicated that the remuneration of substitute educators is exactly the same as for permanent educators. They all use the departmental salary scales for this, in other words they stick to the policy on the remuneration of educators in South Africa. One participant even remarked that his school pays substitute educators 37% more than the norm for their post level because they do not have medical aid or a pension fund subsidy. Other South African studies have reported similar findings, by Kukkonen and Remes (2014) where they acknowledged that government schools in South Africa also need to spend a huge part of their education budget on substitute educators, especially for leave of absence for a long period for instance maternity leave, study leave, and long illness leave.

It can thus safely be concluded that the factors participants take into account when planning for the appointment of a substitute educator, are primarily the curriculum requirements of the school as determined by Provincial Department of Education, the principal, SMT and the staff of the school.

### **5.1.1.3. Organising the utilisation of substitute educators is mostly done by principals**

Organisation is to launch actions that must be done, decisions on who will do what, how it will be done, who is responsible, to whom actions need to be reported to and with whom lies the final decision (Postrel, 2009). This opposes the research

finding that although some principals profess to having discussed the issue of how the use and appointment of substitute educators are communicated to the rest of the staff, the responses from the participants were not clear on how this was done. One participant stated that they normally introduce the newly appointed substitute educator to staff at the first staff meeting. The first to know about the appointment of a substitute educator is the SMT, because of their involvement in the appointment and direct involvement regarding the specific subject of the substitute educator. One participant communicates the information on a new substitute to the SMT in their early morning meeting. One participant indicated that when he is really struggling in finding a suitable substitute educator, he will ask staff for names of possible substitutes, and then he will contact the named substitute educator.

The PAM document Chapter B 2.1 (e) (appointments in education) states that, “The appointment of an educator can be in a permanent or temporary capacity. If the appointment is in a temporary capacity, it is for a fixed period. Appointment in a temporary capacity can either be to a substantive vacant post or as a substitute for another educator who is temporarily not occupying his or her post” (South Africa, 2015: 42). This is easier said than done.

Three of the five participants replied on the procedures their schools follow to help substitutes to acclimatise to their school and to orientate them for their task is to have standard documentation for all newly appointed staff that they provide in the form of a brochure or document. One participant’s school uses a buddy system where they identify a senior educator with extensive experience, not necessarily an older person, in the same subject area to help this new teacher with subject issues and to assist the newly appointed substitute educator in general. One participant even remarked that she does almost nothing to help substitutes acclimatise.

Supplementary to initial training, various school authorities are offering several days of compulsory school visits where newly appointed substitute educators have the opportunity to meet school executives and substitute educator co-ordinators (Ballard, 2005).

All the participants make the teaching materials available, give substitute teachers the previous teacher's documentation and lesson planning, and make sure they understand the school's disciplinary procedures. One participant appoints a mentor or a head of department from the same subject area to support the substitute educator. All participants also appoint an educator/ administrator of extra- and co-curricular activities to support the substitute educator in these fields. One participant also indicated that the head of department is responsible for collecting everything that was handed out to the substitute educator, from them again.

On the question on how participants organise the work of substitute educators when they arrive at their school for duty, the interviews revealed that the participants usually give an orientation during the interview. It was also revealed that the participants use shadowing to organise the substitute educator's work. Data obtained also showed that all the participants provide the substitute educators with time tables, class files, and standard documentation regarding the specific subject and make sure that the permanent educator has everything in place for the substitute educator. The measures mentioned above stand in contrast with the opinion of one participant who stated that she did almost nothing to acclimatise substitute educators.

One participant indicated that he usually invites the substitute educator to his school before the substitution period starts, goes through all the work and duties to be performed, and then compensates the substitute educator for the time spent to attain all the necessary information to teach at his school. This finding corroborates with a statement by Ballard (2005) who supported the fact that substitute educators have the chance to observe educators in their class environment, and be informed on the school procedures and governance.

Conversely, all five schools appeared to have different answers concerning the time frame that participants have from the point that they are informed of an absence to the actual appointment of a suitable substitute educator. One participant stated that sometimes they have months, sometimes days, sometimes almost no time to find a suitable replacement, from the point that you are informed of an absence to the appointment of a suitable substitute educator. For most of the

participants it would be ideal to know as soon as possible when an educator is to be absent. The time frame given by one participant is two to three weeks in advance. One participant indicated that when he does not find a substitute educator, the learners will go to supervision.

There are various factors that influence the amount of time participants have to appoint a substitute educator. Administrative issues concerning the appointment, the late notice of absence, the tempo at which teaching/learning should occur, availability of a substitute educator and all the paper work that accompanies the appointment of substitute educators appointed by the education department.. Processes that could be put into place to increase the amount of time a participant has to place a substitute educator is e.g. proper planning of staff going on leave, regulating of substitute educators, settling issues with the organising at district level, diminishing the paperwork, and implementing a well-designed policy. Communication also seems to be of great importance for all participants.

A factor that largely undermines the use of substitute educators at a school is the lack of sufficient finances. This is confirmed by Weems (2003) where he acknowledges that there is an increasing shortage of substitute educators; one of the principle reasons being low pay. Furthermore Koenig (1988) also stated that substitute educators cannot do much about the remuneration issue even if they felt it was unfair. Another issue was the class size: too many learners in a class makes it difficult for substitute educators, but also for permanent educators, therefore the researcher does not think that this problem only relates to substitute educators. However, it may be a daunting experience for an educator who is not used to dealing with big classes. In the event that no suitable qualified substitute educator is available to take a specific subject or class, two participants indicated that they had never experienced that before, while two participants would change their time table to accommodate the subject for which no replacement educator could be found. This would give the principal time to search for a suitable substitute educator.

One participant stated that if that happened during examination time, they would reorganise staff to take the classes affected by absenteeism of educators. Managing this is easier during the end of year examinations. Learners will then go

to supervision with educators that have an administration period. Four of the five schools had teaching assistants that they could use in extreme situations, e.g. when there are too many educators absent and too few educators available for supervision.

One participant indicated that he would enquire at neighbouring schools for assistance, and if no solution was available, the principal himself would teach. Only one participant indicated that this was a regular occurrence at her school, while all the other participants had never experienced a similar situation at their schools. One actually feels somewhat concerned about this, because one participant believes that it is something that will increase in time.

#### **5.1.1.4. Leading the process of utilizing substitute educators is typically done by principals**

Conversely, all five participants responded similarly on the role they play in leading the process of utilizing the substitute educators. All the participants continuously monitor the progress of newly appointed substitute educators, especially during the first two weeks. They constantly confirm with the substitute educators that they are fine and that all issues are being addressed. This is substantiated by the definition of leading, which is motivation, and guiding of members of an organisation, interaction of members and determining inconsistencies. To lead is to have control over something (Odendal and Gouws, 2005).

Support to substitute educators is usually the responsibility the various heads of the department and subject heads, but principals may also perform this duty themselves. Through an acclimatisation process substitute educators are familiarised and acculturated into the school's milieu. This happens through support from their mentors, buddies, heads of department and subject heads, as well as the co-curricular and extra-curricular coordinators. One participant stated during the interview that most of the foreseeable situations and problems could be handled in advance. They also indicated that they would make provision for a substitute educator who wants to attend professional development sessions. However, through this study, the researcher believes that this will only take place in extreme conditions where an educator is not available to attend. The substitute

educator needs to give feedback to the applicable department after any workshop or development session.

None of the five participating schools can be said to be prepared for the procedure for advocating their schools as a substitute educator friendly school. Four of the five participants indicated that they did absolutely nothing to promote their schools. One participant said that he treated substitute educators equal to permanent educators, including salaries. All participants indicated that this might be an area where they could improve on.

#### **5.1.1.5. The monitoring process in the utilisation of substitute educators is predominantly done by the SMT**

With regard to their opinions on the monitoring of substitute educators' utilisation, the participants gave clear answers. Data obtained through the research on how the eligibility of a substitute educator for appointment at their school is checked before they assume service, they replied that certified copies of their qualifications, references of previous employment, proof of SACE membership and a well prepared curriculum vitae were essential. This validated the definition of monitoring and control, which is the process through which managers ensure that planned activities are turned into real activities (Griffin, 2011)

All five schools also reported the use of their heads of department and subject heads to monitor and control the quality of the work performed by substitute educators. This statement is affirmed by another definition of monitoring, namely that it is the process through which managers ensure that real activities are in correlation with pre-established objectives and standards (Griffin, 2011). When a substitute educator is struggling or lesson planning poses a problem, e.g. not handed in on time, then the principal will be notified and be drawn into the process to assist the head of department and the substitute educator. The head of department does inspections and book controls every term. There is no formal visit, but he will ask for the learners' books, and look at the substitute educator's planning, sometimes he may even just stand in the doorway to see whether the substitute is coping.

Controlling is the monitoring of the performance, evaluating of outcomes and producing improvements as needed by the organisation (Griffin, 2011) which in a

certain way substantiates the finding that most substitute educators are evaluated during their stint and not afterwards. This is done continuously throughout their substitution period by either the head of department or subject head. The participants seldom give feedback to the substitute educators on their performance during their substitution period. Most feedback will be given by the schools' heads of the department. This lack in feedback is illustrated by this quote: "Schools are facing challenges of the highest proportion, so amid the mountains of paperwork and politics, it is easy to overlook the individuals who replace educators on a regular basis" (True, Butler and Sefton, 2011: 9).

From the participants' responses on the skills they felt were lacking among substitute educators, the responses were varied. Teaching skills and normal operation skills to teach at a school were singled out. Substitute educators' poor sense of belonging, their lack of administration skills, and lastly the fact that they might have problems with discipline, either in regard to the learners or to themselves, were a concern. This is an international phenomenon where in the United States of America only about 42% of substitute educators went through an orientation and less than 10% received any training of skills. Educators and substitute educators need to be adequately prepared to be in front of a class if learners' test score are to be used as a way of assessment (Welsch, 2001). Most substitute educators know they are only to be employed for a short period of time. Conversely, all five schools appeared to note that students fresh from university know their subject content and how to teach their subject, but they tend to struggle with the daily registers and the normal day-to-day operations of the school.

The majority of substitute educators are females who had been in the teaching profession but left due to family responsibilities or they did not want to commit to a specific school. They make themselves available for just a short period of teaching and that might be a problem. The researcher is of the conviction that a problem might arise due to the fact that there is a need for male substitute educators. One participant responded that the majority of substitute educators are not dedicated to the teaching profession itself; during the period that they are at school, they are dedicated but one gets the impression that they do not want to be teachers on a permanent basis.

It is clear that something that most of these participants need with regard to the utilisation of substitute educators is to have a data base with available educators. The data base should include specific subjects and also the experience of the educator. This is explained by Ballard (2005) where he indicates that school authorities need to design a substitute educators' webpage on the website of the district where all communication on substitute educator training and all supplementary sources can be found, as well as a quarterly bulletin on substitute education.

Another major need is finance. Some schools are not able to pay top salaries to substitute educators, although they try to remunerate substitute educators in the same way they do with permanent educators. They even sometimes loose quality substitute educators due to the fact that those educators are paid better at other schools. The competition is fierce to obtain the best substitute educators. The issue of finance is explained by Weems (2003) where he states that there is an increasing shortage of substitute educators; one of the principle reasons is low pay. Substitute educators cannot do much about the remuneration issue even if they feel it is unfair (Koenig, 1988).

### **5.1.2. Secondary finding**

#### **5.1.2.1. Principals are confronted with diverse challenges in the utilization of substitute educators**

Respondents were asked to give their opinions regarding the challenges they experienced regarding the management of substitute educators. From the data gathered during these interviews all five schools reported that their greatest challenge in the process of planning was the not knowing that educators were going to be absent. Some educators wait until the last moment to inform the principal of their absence from school. Even educators that apply for maternity leave sometimes wait too long to inform the principal of the situation. Educators have different ways in which they inform the principal when they need to go for medical procedures; some inform the principal well in advance, but others do not. Furthermore there is the uncertainty of educators falling ill, either during the school day or before school starts.



All five schools appeared to have challenges in the process of organising the work of substitute educators. The frequency of utilizing substitute educators is a challenge, because the period of time when the substitute educator accepts the post until leaving the post can be problematic. Another challenge that can make a difference depends on the experience on the management of substitute educators. An inexperienced participant might have more difficulty to address this matter. A further challenge is the fact of not knowing in advance when a substitute educator would be required. As stated by one participant, it would be great to know in advance when staff members are going to be absent. Before you can establish a good working relationship with a substitute educator, their stint is over. The principal then has to find another educator and the stability of the teaching process becomes a problem.

When asked about the factors that pose a challenge to the process of leading the use of substitute educators, the participants mentioned the fact of not knowing when a substitute educator will be needed as well as the short period of time the substitute educator spends at their school. One participant stated he was absolutely on par with everything in leading the process for utilizing substitute educators while one participant mentioned that he had no challenges regarding the leading of the process for utilizing substitute educators, and also stated that all substitute educators feel welcome at his school. Another remark was that substitute educators do not know everything about the school; a lot of training should be given, especially about discipline.

From the interviews with the principals it became clear that all five schools have adequate procedures in place to monitor and control the use of substitute educators. The participants revealed that time are of the essence as well as the tempo at which education in South Africa takes place. One participant related that the marking of work done by substitute educators sometimes poses a challenge, as some leave without marking or controlling learners' work. One respondent stated that substitute educators had to adapt quickly, and those that did not adapt, would probably not teach at their school again. The tempo at some schools is just too fast to effectively accommodate the monitoring and controlling process.

## 5.2. Recommendations

In view of the fact that all five schools were managing substitute educators in one way or another, there are some recommendations that the researcher would like to share:

It is recommended that:

- a. Although all five schools have adopted procedures to manage substitute educators, from the researcher's point of view, these procedures are inadequate to manage substitute educators effectively. The researcher recommends the design and implementation of a comprehensive and focused compulsory school policy on the management of substitute educators. It is also recommended that schools put a policy in place for educators, to inform educators exactly what needs to be done when they are to be absent from school. This might alleviate the fact of not knowing.
- b. More support from the GDE would benefit schools when they are in need of a substitute educator, perhaps even adjusting their own policy.
- c. Substitute educators that are regular substitutes at a school, must be actively involved in professional development, especially regarding discipline.
- d. Practical and practicable strategies for the effective management of substitute educators should be put into perspective.
- e. Principals must acquire habits to advocate their school as a substitute friendly school.
- f. Schools need to create strategies to give feedback when substitutes have completed their stint.
- g. It is recommended that universities give students more support and training in the everyday issues of a school, in so doing to support these novice educators with the skills they are lacking - skills such as completing a register and how to communicate with parents. Novice educators coming from university have their own outlook on how a school should function. The reason for this recommendation is that novice educators often fill in as substitute educators.
- h. It is suggested that a data base is created of all educators that desire to do substitute teaching. This data base should include their qualifications, other

relevant abilities, subjects that they can teach and for which periods of time they are available. An application for this can be developed. School authorities need to design a substitute educators' webpage on the website of the district where all communication on substitute educator training and all supplementary sources can be found, as well as a quarterly bulletin on substitute education (Ballard, 2005). A cell phone or computer application can also be developed to assist both managers of schools as well as substitute educators seeking employment.

- i. It is suggested that experienced principals support inexperienced principals in the management of substitute educators.

### **5.3. Limitations of the study**

“The researcher is an instrument in qualitative research” (Ratcliff, 2011: 1). The data was gathered by the researcher. The researcher had to keep track of my personal responses and perceptions by keeping personal comments to himself. The researcher acted as an educator, working with substitute educators on a daily basis. The researcher needed to remain objective towards the responses of the interviewed principals and not allow my own convictions, prejudices, and expectations to influence their responses. My “personal beliefs and values were reflected not only in my choice of methodology and interpretation of findings, but also in my choice of research topic” (Nova South Eastern University, 2012: 76). My study was directed by what the researcher believes in. We all have our own ideas and opinions about a topic that influence the expansion of an argument. Interpretive research commences and closes with the profile and principles of the researcher. This concept of how an individual impact on his own “research interests is generally the beginning of a discussion on the issue of bias in research” (Nova South Eastern University, 2012: 56).

The challenge in my research was to stay objective during the compilation of data and breakdown of my research. The researcher was constantly aware of being biased and the researcher therefore had to ensure that the researcher only reflected information provided by the participants and not allow any impact from my own experience whilst serving as SMT member who manages substitute

educators. Neutrality and avoiding judgments are of crucial importance in qualitative research (Mehra, 2002) (Carpenter, 2010).

The “qualitative research paradigm assumes that the researcher is an important part of the process” (Carpenter, 2010: 46). The prominent presence of the researcher may have had an influence on the research process. The “researcher cannot separate himself from the topic he is studying” (Carpenter, 2010: 47). It is during the “interaction between the researcher and the participant that the knowledge is created” (Carpenter, 2010: 47). This study therefore only relies on carefully formulated questions and member checking to limit bias as a threat to internal validity. Researcher bias therefore might have taken place, no matter what procedures had been taken to evade it (Carpenter, 2010). The researcher have tried to evade them by ensuring that the researcher only echoed the viewpoint of the interviewed principals and attempting to isolate myself from the experiences of the participants. It is for the reader to judge to which extent the researcher was successful.

#### **5.4. Suggestions for further research**

In the light of this research project, the following proposals for further research are made:

- a. Research of the proficiency on the management of substitute educators from a substitute educator’s perspective. This can assist in the effective management of substitute educators and may shed light on the difficulties they have during their substitution stint at a school.
- b. Research on the experience of substitute educators regarding management of substitute educators in schools; what their expectations are. This can assist a SMT in effectively improve the conditions in which a substitute educator has to work.
- c. Research on the assistance from education departments to improve the management of substitute educators. This is one of the main areas of concern, due to the fact that principals receive minimal assistance from education departments.
- d. Research on the implementation of an effective data base to assist school management teams. There are currently very limited

resources to help principals find substitute educators. This may be a very important aspect of substitute educator engagement, especially in rural areas.

- e. Research into the link between the effective management of substitute educators, the management of a school and the provision of quality education. This is the crux of all education.

By researching the above mentioned, a fuller picture can be obtained of the substitute educator position in education.

### **5.5. Overview and concluding remarks**

“Schools are facing challenges of the highest proportion, so amid the mountains of paperwork and politics, it is easy to overlook the individuals who replace educators on a regular basis” (True, Butler and Sefton, 2011: 9). As indicated above, educator absenteeism in South Africa is very high, which threatens the right to basic education of many learners. Substitute teaching is neglected by school management even though it should be considered very important.

The rationale for this study was that the utilization of substitute educators can alleviate the threat to learners’ right to basic education and to the damaging effects of educator absenteeism on learner performance. However, the literature on how to manage substitute educators was not local but international, and the findings and recommendations of international studies were not always applicable to South Africa’s unique context. This is where the gap in the research on the management of substitute educators is evident.

The researcher is frequently confronted with varying and unclear expectations on how to manage substitute educators, and after a day of managing substitute educators, the researcher may have gone through a range of different emotions such as frustration, anxiety, joy and a sense of accomplishment, often depending on how well the substitute educators were managed.

The research question for this study was: How do school principals manage substitute educators in the Northern Gauteng province? This was the main question for this research while the sub-questions were:

- How do school principals plan for the utilisation of substitute educators?

- How do school principals organise the utilisation of substitute educators?
- How do school principals lead the process of utilizing substitute educators?
- How do school principals monitor the utilisation of substitute educators?
- What challenges do school principals experience regarding the management of substitute educators?

This study addressed the management of substitute educators at five high school schools in the Northern Gauteng province of South Africa. This study has shown that, although in some instances courageous efforts were made to ensure that substitute educators are managed well, schools, for a variety of reasons, are unable to effectively and adequately implement a policy for the management of substitute educators. The ideal would be a situation where all schools are contented in the management situation. The researcher established that the majority of principals have challenges regarding the management of substitute educators. The utmost challenge for substitute educators is their poor application of discipline, either regarding themselves or the learners. Principals appoint substitute educators that are fully qualified and substitute educators that fit into their schools' ethos. The majority of principals found the recruiting of substitute educators challenging, but not impossible. All five interviewed principals have adequate procedures in place to accommodate substitute educators, but have no policy in place regarding substitute educators.

This qualitative case study was guided by the following research question: "How do school leaders manage substitute educators in the Northern Gauteng province?" Using a conceptual framework made up of the elements of management, namely planning, organising, leading, and controlling (Van der Westhuizen, 1991) , the researcher collected data using semi-structured interviews with school principals. In selecting the first research site both purposive and convenience sampling was used - the criteria for the identification of the first school was whether it employs substitute educators, while the Northern Gauteng province was selected on the basis of convenience in that it is within close geographic location to the researcher. Snowball sampling was employed to identify other schools in the Northern Gauteng province that make use of substitute educators.

In this study the participants were principals of schools that had been chosen due to their close proximity to the researcher, and also due to the fact that the first principal interviewed, was a principal the researcher knew from my university days, who employed substitute educators. The sample chosen for this study was, therefore, a purposive sample (Creswell, 2012) and due to his willingness to participate in this study, he was asked for references of other schools that utilize substitute educators. Using the snowball sampling method, the researcher identified 4 other schools that utilize substitute educators and were willing to participate in the study. The matter of whether these schools were high schools or primary schools had an influence on the topic of the study, and the researcher therefore conducted the study at 5 high schools that were willing to participate. As mentioned above, this study involved five (5) principals as participants.

Ultimately, the researcher determined that the main reasons for utilizing substitute educators were for maternity leave for female educators, illnesses like cancer, the hospitalisation of educators for surgery, and also for urgent private affairs and PILIR leave. Schools lack a specific policy regarding their substitute educators, which can lead to hindrances in the utilization of such substitute educators. All schools have difficulty in finding substitute educators with the ability to teach languages, especially for Afrikaans Home Language, and to a lesser extent English Home Language and English First Additional Language. Other subjects that are challenging to find suitable substitute educators for are Mathematics and Psychological Science.

I have also discovered that the minority of schools have a budget that specifically makes provision for substitute educators and that substitute educators are treated in the same manner as full time educators. Communication between principals and their staff is crucial, especially regarding absenteeism from school. Principals always strive to create the best environment for learning and teaching. The researcher also established that the majority of substitute educators are female and that principals find it difficult to build relationships with substitute educators due to the fact that they are there for only a brief period of time.

It also became clear to me that principals were mainly responsible for the planning of the use of substitute educators, and to a lesser extent the SMT's. One of the

most challenging factors, physical or otherwise, that undermine the use of substitute educators at schools is the availability of finances when appointing an appropriate substitute educator. Some schools are not able to pay top notch salaries to substitute educators, although they try to remunerate substitute educators the same way they do with permanent educators. Due to the fact that remuneration is better at other schools, a school sometimes loses quality substitute educators.

Finally, although nominally present, this study has shown that the level of support from the relevant Department of Education for schools in the matter of appointing substitute educators is inadequate and ineffective.

Through this study the researcher has established that all principals want to enhance the quality of learning and teaching at their respective schools. When appointing the best quality substitute educator, principals feel that they make beneficial contributions to their schools' learning and teaching culture. The researcher also came to the conclusion that principals' anticipations do not differ from one type of school to another: they all want to increase the quality of learning and teaching at their schools through the appointment of quality substitute educators. The researcher discovered that newly appointed substitute educators' progress is continuously monitored and they are constantly encouraged to air concerns that are promptly addressed. The majority of substitute educators are females that had been in the teaching profession who left due to reasons like they wanted to be at home or they did not want to commit to a specific school.

Furthermore the researcher discovered that the greatest challenge for schools is not knowing that educators are going to be absent. Some educators wait until the last moment to inform the principal of their absence from school. A further challenge depends on the amount of experience on the management of substitute educators. An inexperienced principal might have more difficulty to address this matter. Most schools have adequate procedures in place to monitor and control the use of substitute educators. Time is of the essence as well as the tempo at which education in South Africa takes place.



Recommendations for the management of substitute educators include the design and implementation of a comprehensive and focused compulsory school policy on the management of substitute educators. More support from the GDE would benefit schools when they are in need of a substitute educator, perhaps even by adjusting their own policy. Substitute educators that are regularly substituting at a school, must be actively involved in professional development, especially regarding discipline. Schools need to create strategies to give feedback to substitute educators when they have completed their stint. Finally, a proficient data base of all educators that desire to do substitute teaching must be created.

By conducting this study the researcher pursued the expectations, roles, and aims of principals when, how and for what purpose they implement their right to appoint substitute educators. Through understanding the principals' challenges, the researcher hope to improve the management of substitute educators. Through a human resource management lens, the researcher explored to what extent the management of substitute educators is used to appoint substitute educators at schools and for what reasons. With this information the researcher aspire to determine possible strategies to improve the management of substitute educators.

Although internal and external factors shape the management of substitute educators, these factors did not have a considerable influence regarding the diverse characters of the participants. All participants had similar anticipations regarding the management of substitute educators. Through the research the researcher realized that principals see it as their responsibility to manage substitute educators. In my opinion principals do an enormous job with immense responsibilities when they appoint substitute educators.

By conducting this study the researcher wanted to contribute to a more intense understanding of how principals manage substitute educators and what they want to accomplish by doing this. The researcher uncovered that principals' anticipations are guided by *bona fide* intentions, in that they want to advance the learning and teaching at their schools, without interruptions and on a continuous basis.

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## 7. Annexures

### 7.1. Annexure A



UNIVERSITEIT VAN PRETORIA  
UNIVERSITY OF PRETORIA  
YUNIBESITHI YA PRETORIA  
Faculty of Education

20 September 2016

The Principal  
..... High School

Dear Sir/Madam,

#### **Participation in a study on the management of substitute educators in Northern Gauteng province**

I am currently enrolled for a Master's degree in Education Leadership at the University of Pretoria. Part of the requirements for the awarding of this degree is the successful completion of a significant research project in the field of education.

The title of my approved research study is: **An educator in every class: the management of substitute educators in Northern Gauteng province of South Africa.**

The purpose of this study is to investigate and understand, through the obtaining of information from key participants in their respective schools, how substitute educators are managed in the Northern Gauteng province.

It is therefore my great honour and privilege to be able to invite your school to become a voluntary participant in this research project.

Please allow me the opportunity to explain the scope and responsibility of your participation, should you choose to do so. It is my intention to gather the information I require for this research project as follows:

- a. By interviewing the principals or member of management concerned with substitute educators.
- b. By gathering information on how members of school management teams understand their respective roles.

I have included here for your information a schedule of interview questions.

The aim of this research project is NOT to pass judgment, but rather to paint an accurate picture of how school management team members understand their core duties and responsibilities.

Please understand that the decision for you and your school to participate is entirely voluntary and you as participant can withdraw at any time with no negative repercussions. Permission for your participation will also be secured from the Gauteng Department of Education. Please also be assured that the information obtained during the research study will be treated confidentially, with not even the Department of Education having access to the raw data obtained from the interviews. At no time will either you as an individual or your school be mentioned by name or indeed be allowed to be identified by any manner or means whatsoever in the research report.

At the end of the research study you will be provided with a copy of the research report containing both the findings of the study and recommendations. This research study presents a unique opportunity for you and your school to get involved in the process of research aimed at exploring ways and means to improve the relations at management level in South African schools. If you decide to participate in this research study, kindly indicate this by completing the consent form at the end of this letter.

Thanking you in anticipation.

Yours in service of education,

Mr Frans Venter  
Student researcher

Dr E Eberlein  
Supervisor





**7.2. Annexure B**



UNIVERSITEIT VAN PRETORIA  
UNIVERSITY OF PRETORIA  
YUNIBESITHI YA PRETORIA  
Faculty of Education

**LETTER of CONSENT**

**VOLUNTARY PARTICIPATION IN THE RESEARCH PROJECT ENTITLED  
An educator in every class: the management of substitute educators in  
Northern Gauteng province of South Africa**

I, \_\_\_\_\_, the principal of  
(School's name) \_\_\_\_\_ hereby voluntarily  
and willingly agree to allow my school and its staff members to participate in the  
above-mentioned study introduced and explained to me by Frans Venter, who is  
currently a student enrolled for an MEd Educational Leadership degree at the  
University of Pretoria.

I further declare that I understand, as they were explained to me by the  
researcher, the aim, scope, purpose, possible consequences, benefits and  
methods of collecting information proposed by the researcher, as well as the  
means by which the researcher will attempt to ensure the confidentiality and  
integrity of the information he collects.

I also understand that my decision to allow my school to participate is entirely  
voluntary and that both I as an individual and the school as participants can  
withdraw at any time with no negative repercussions, and that permission for my  
and the school's participation will also be secured from the Gauteng Department of  
Education.

\_\_\_\_\_  
Full name

\_\_\_\_\_  
Date

School Stamp

### 7.3. Annexure C

#### The Principal interview protocol

**An educator in every class: the management of substitute educators in Northern Gauteng province.**

Time of interview: _____	Duration: _____
Date: _____	
Place: _____	
Interviewer: _____	
Interviewee: _____	Pseudonym: _____
_____	
Male / Female: _____	

Substitute educators play a vital role in our schools. The purpose of this study is to investigate and understand through the obtaining of information from key participants in their respective schools, how substitute educators are managed in Northern Gauteng province.

Pseudonyms will be utilized in the interviews, data analysis, and the findings. The data collected in this study will be used for research purposes only and be treated as confidential. Access to the data will be granted to the researcher and the supervisor only. Please sign the consent form at the back of this document. Thank you for your participation.

Please confirm the following basic biographical information about your school:

- The quintile within which each school falls:
- The school's geographic location (urban, rural etc.):
- The number of learners enrolled:
- The school's annual income –
  - from the Department of Education:

- from parents and other sources:
- The school's annual budgetary allocation for substitute educators:
- The number of staff members employed at each school:

Please confirm the following basic biographical information about yourself

- Years of experience in education:
- Years of experience as a principal/SMT member:
- Years of experience managing substitute educators:

### **General introductory questions**

1. How often does your school use substitute educators?
2. Under what circumstances does your school make use of the services of substitute educators?
3. Does your school have a policy that regulates all aspects of the management of substitute educators?
4. If so, who developed this policy?
5. Who is responsible for the implementation of this policy?
6. How does this policy regulate the utilisation of substitute educators?

### **A. Questions on Planning**

#### **General Planning**

1. Who does the overall planning for the use of substitute educators?
2. Who manages the use of substitute educators on a day-to-day basis?
3. Describe the process of planning that is used at your school for the utilisation of substitute educators.
4. Who is responsible for the selection, finding, recruiting, and appointment of substitute educators?
5. What qualifications do you require your substitute educators to have?
6. What general characteristics do you favour when appointing a substitute educator?
7. In your opinion, what is the biggest problem you encounter with the finding, recruiting, selecting, and appointing of substitute educators?

8. Does your school have a database of possible substitute educators in place at the beginning of the school year?
9. In your experience, for which subjects do you struggle to find, and appoint suitable substitute educators? Why is this?
10. What, in your opinion, is the greatest challenge to the process of PLANNING for the use of substitute educators?

**B. Financial Planning**

1. Does your school have a budget for substitute educators?
2. How does your school go about budgeting for the utilisation of substitute educators?
3. How is the remuneration of substitute educators structured?

**C. Questions on organising**

1. How is the policy on the use and appointment of substitute educators communicated to the rest of the staff?
2. What procedures do you have in place to help them to acclimatise to the school and to orientate them for their task? Think for example of matters such as working hours, the school's requirements for lesson planning and the implementation of the curriculum, the use and production of teaching materials, the implementation of the school's discipline systems, substitute educators' responsibilities for extra-mural activities etc.
3. How do you go about organising the work of the substitute educators when they arrive at your school for duty?
4. Generally speaking, how much time do you have from the time that you are informed of an absence to the appointment of a suitable substitute educator?
5. Which factors influence the amount of time you have?
6. What processes do you think could be put in place to increase the amount of time you have to place a substitute educator in a classroom?
7. Which other factors, physical or otherwise, present at your school do you believe undermine the use of substitute educators?
8. How does your planning cater for situations where a suitably qualified educator is NOT available to take a specific subject or class?
9. What do you do if absolutely NO substitute educator can be found?
10. How often does this happen?

11. What, in your opinion, is the greatest challenge to the process of ORGANISING the work of substitute educators?

**D. Questions on leading**

1. What role do you play in leading the substitute educators?
  - Think here of matters such as acclimatisation (process in which an individual adjusts to a change in their environment) - familiarisation and acculturation (cultural modification of an individual, group, or people by adapting to or borrowing traits from another culture) - cultural effect
  - motivation
  - professional development
2. What has your school done to advocate or promote itself as a 'substitute educator friendly' school?
3. What, in your opinion, is the greatest challenge to the process of LEADING the use of substitute educators?

**E. Questions on monitoring and controlling**

1. How is the eligibility of a substitute educator for appointment to your school checked BEFORE they assume service?
2. How do you monitor and control the quality of the work performed by substitute educators?
3. Is the work of each substitute educator evaluated after they have completed their stint? If so, by whom and how?
4. Do the substitute educators receive feedback from the school on their performance during their substitution period?
5. Which skills do you feel are most lacking among substitute educators?
6. What do you feel is the greatest NEED your school has with regard to the utilisation of substitute educators?
7. What, in your opinion, is the greatest challenge to the process of monitoring and controlling the use of substitute educators?

**F. General questions on the management of substitute educators**

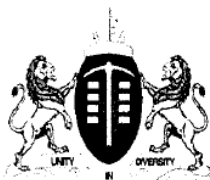
1. Does your school carry liability insurance for substitute educators in the event of damages or injuries that occur at school or during a school activity?

2. How much time do you spend managing (planning for, organising, leading and controlling) the substitute educators at your school?
3. Describe the relationship between the school and the substitute educators it employs in general terms – is it a positive / negative relationship? How do you know this?
4. How, in your opinion do the school's permanent staff members react to and treat substitute educators?
5. Do you ever use parents of the school as substitute educators? If so, what criteria do you use for their appointment? If not, please explain why not.
6. Would your school support (financially and in terms of time) substitute educators who would like to or are willing to attend professional development sessions?
7. What suggestions do you have for the improvement of the process of managing substitute educators at your school?
8. Other development ideas/opinions considering the improvement of substitute management in your school?
9. Are there any final comments, suggestions, or general statements regarding substitute educators in general that you would like to make?



7.4. Annexure D

**For administrative use only:**  
Reference no: D2017 / 068  
enquiries: Diane Bunting 011 843 6503



**GAUTENG PROVINCE**

REPUBLIC OF SOUTH AFRICA

**GDE RESEARCH APPROVAL LETTER**

Date:	11 May 2016
Validity of Research Approval:	11 May 2016 to 30 September 2016
Name of Researcher:	Venter F.
Address of Researcher:	962 Weaver Street; Montana Park; Pretoria; 0151
Telephone / Fax Number/s:	012 548 7548; 083 259 9415
Email address:	fransventer@outlook.com
Research Topic:	An educator on the forefront. The management of substitute educators in Northern Gauteng Province
Number and type of schools:	FOUR Primary and FOUR Secondary Schools
District/s/HO	Gauteng North and Tshwane West

**Re: Approval in Respect of Request to Conduct Research**

This letter serves to indicate that approval is hereby granted to the above-mentioned researcher to proceed with research in respect of the study indicated above. The onus rests with the researcher to negotiate appropriate and relevant time schedules with the school/s and/or offices involved. A separate copy of this letter must be presented to the Principal, SGB and the relevant District/Head Office Senior Manager confirming that permission has been granted for the research to be conducted. However participation is VOLUNTARY.

The following conditions apply to GDE research. The researcher has agreed to and may proceed with the above study subject to the conditions listed below being met. Approval may be withdrawn should any of the conditions listed below be flouted:

***CONDITIONS FOR CONDUCTING RESEARCH IN GDE***

1. The District/Head Office Senior Manager/s concerned, the Principal/s and the chairperson/s of the School Governing Body (SGB,) must be presented with a copy of this letter.
2. The Researcher will make every effort to obtain the goodwill and co-operation of the GDE District officials, principals, SGBs, teachers, parents and learners involved. Participation is voluntary and additional remuneration will not be paid;

*subject*  
*2016/05/12*

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**Making education a societal priority**

**Office of the Director: Education Research and Knowledge Management ER&KM)**

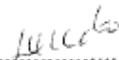
9<sup>th</sup> Floor, 111 Commissioner Street, Johannesburg, 2001



3. *Research may only be conducted after school hours so that the normal school programme is not interrupted. The Principal and/or Director must be consulted about an appropriate time when the researcher/s may carry out their research at the sites that they manage.*
4. *Research may only commence from the second week of February and must be concluded by the end of the THIRD quarter of the academic year. If incomplete, an amended Research Approval letter may be requested to conduct research in the following year.*
5. *Items 6 and 7 will not apply to any research effort being undertaken on behalf of the GDE. Such research will have been commissioned and be paid for by the Gauteng Department of Education.*
6. *It is the researcher's responsibility to obtain written consent from the SGB/s; principal/s, educator/s, parents and learners, as applicable, before commencing with research.*
7. *The researcher is responsible for supplying and utilizing his/her own research resources, such as stationery, photocopies, transport, faxes and telephones and should not depend on the goodwill of the institution/s, staff and/or the office/s visited for supplying such resources.*
8. *The names of the GDE officials, schools, principals, parents, teachers and learners that participate in the study may not appear in the research title, report or summary.*
9. *On completion of the study the researcher must supply the Director: Education Research and Knowledge Management, with electronic copies of the Research Report, Thesis, Dissertation as well as a Research Summary (on the GDE Summary template). Failure to submit your Research Report, Thesis, Dissertation and Research Summary on completion of your studies / project – a month after graduation or project completion - may result in permission being withheld from you and your Supervisor in future.*
10. *The researcher may be expected to provide short presentations on the purpose, findings and recommendations of his/her research to both GDE officials and the schools concerned;*
11. *Should the researcher have been involved with research at a school and/or a district/head office level, the Director/s and school/s concerned must also be supplied with a brief summary of the purpose, findings and recommendations of the research study.*

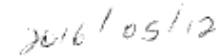
The Gauteng Department of Education wishes you well in this important undertaking and looks forward to examining the findings of your research study.

Kind regards

  
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**Dr David Makhado**

**Director: Education Research and Knowledge Management**

DATE:   
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