Educator Workload in South Africa

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Executive Summary

The Educator Labour Relations Council (ELRC) requested a report on the hours that educators actually spend on their various activities, a comparison with national policy and an assessment of the impact of OBE, continuous assessment (CASS) and any other factors that might contribute to educator workload.

NATIONAL POLICY

National policy on educator workload was interpreted to expect educators to spend a maximum of 1720 hours on their various activities per annum. For the 2005 year, this translated into a Monday – Friday working week of 43 hours per week in a 8.6 hr working day, excluding week ends and school holidays. An additional 80 hours is provided for professional development, and it is expected that this occurs outside school hours. The formal school day is expected to be 7 hours long, and the formal school week 35 hours long. This means that educators are expected to spend some time (8 hours over the week) outside formal school hours on their activities.

Heads of Department and teachers are required to spend a minimum of 85% of their time teaching, and the rest of their time on preparation and planning, assessment, extra-mural activities, management and supervision, professional development, pastoral duties, guidance and counselling and administration. Workload would constitute those activities or issues that add to the quantity or intensity of work.

METHODOLOGY

The results of the research into educator workload are based on a survey in 900 schools selected on a representative basis from different types of schools across all provinces. A pilot study tested the questionnaire and time-diary used in the survey. To validate the findings of the survey, in-depth case studies were conducted in 10 schools. The study reports on 3909 questionnaires and time-diaries returned out of 4714 as well as the ten case-studies.

FINDINGS

Increased workload

Closed and open-ended survey questions indicate that about three in four educators feel that their workload has increased 'a lot' since 2000. Three quarters felt that the Integrated Quality Management System (IQMS) had increased workload and more than 90% felt the new curriculum and continuous assessment requirements had done so. Educators indicated clearly that they suffer from stress as a result of policy change overload. They indicated that the following all have an impact on their workload:

- The assessment, planning, preparation, recording and reporting requirements of outcomes-based education (OBE) constitute a major burden and need serious attention;
- The number of learning areas and learning areas for which there are no resources or teachers places strains on schools and educators;
- Class sizes – and related issues of overcrowding, staff shortages and inadequate numbers of classrooms - have an impact on whether and how well workload is managed;
- The Integrated Quality Management System increases workload;
- Norms and Standards for Educators and policy aimed at mainstreaming learners with barriers to learning intensify work;
- Numerous departmental requirements add to workload, especially that of principals.

Different issues impact differently on different schools. And different schools and educators are also able to meet multiple new external requirements and teaching commitments to varying degrees of success. The vast majority of educators experience multiple, complex and constantly changing requirements in their teaching and learning contexts as an unbearable increase in workload. Class size and the diversity of learning needs in classrooms often seem to make it virtually impossible to meet teaching and additional requirements adequately. The evidence shows that the major casualty of policy overload and class size is the time that educators are able to devote to their core work, teaching. Only with great effort and at great personal cost are a small minority of educators able to meet all the requirements of them and continue to be able to dedicate the time required to teaching. One major conclusion of this study is that those schools most in need of improvement are least able to respond to new external requirements.

There are narrower and broader definitions of what teaching is. In a broad definition, teaching is all the teacher's school-related activities, including assessment and evaluation, extra-mural studies, and so on. This report distinguishes between these activities. It uses a definition of teaching or instruction as time spent when the teacher is engaged in teaching and learning activities in interaction with learners. In this narrower definition, preparation and planning, assessment and evaluation, record-keeping and reports, management and supervision, and extra-mural activities do not fall within the definition of teaching. The report groups these into core, administration and non-administration-related activities. In addition, the report distinguishes between educators' activities during and outside the formal school day and at weekends.

Gap between national policy and practice

A comparison of hours that educators spend on their different activities with national policy shows that there is a gap between policy and practice. An analysis of the time-diary filled in by a nationally representative sample of 3909 educators reveals that:

- Educators spend less time overall on their activities than the total number of hours specified by policy; whereas policy expects 1,720 hours (translated into 43 hours per week or 8.6 hours per day in a 5-day week) to be spent on all activities, educators on average spend 1,599 hours per annum, 41 hours per week and 8.2 hours per day on all their school-related activities;
- Educators also spend less time in actual teaching or instruction than is specified in policy. Whereas policy expects educators to spend between 64% and 79% of the 35 hour week on teaching, the average time that teachers actually spend on teaching is 46% of the 35 hour week, or 41% of their total school-related time, an average of 3.2 hours a day. On average, more than half of teachers' working week is taken up in administration and non-administration-related activities.

National averages and trends

A summary of the average hours that educators reported as spending on their different activities shows that:

- Educators in South Africa spend an **average 41 hours working per week – and not 43 hours, as is expected;**
- Educators spend an average of 41% of the total time they spend on school-related work on teaching, 14% on planning and preparation, 14% on assessment, evaluation, reports and record-keeping, 12% on extra-curricular activities, 7% on management and supervision, 5% on professional development, 3% on pastoral care, 2% on guidance and counselling and 2% on breaks.
- An average of **16 hours per week is spent teaching (or 3.2 hours a day) out of an expected range of between 22½ – 27½ hours per week**; the remaining 25 hours is spent on administration and non-administration-related activities such as extra-mural studies;
- During the formal school day, when all the work of educators is taken together, **management and supervision, assessment and evaluation and extra-curricular activities** are amongst the most significant activities that **crowd out teaching**;
- Educators spend progressively **less time** on teaching and other school-related activities **as the week progresses**, with very little teaching occurring on Fridays in many schools.

National averages mask significant variations

There is also significant evidence that schools and educators vary considerably in terms of how they respond to and manage workload pressures. The national averages mask some very important differences:

- **Significant differences exist between urban, semi-rural and rural areas** – generally educators in urban areas spend more time on teaching and administration than their counterparts in rural areas; educators spend a total of 38.3 hours on their work in rural areas, 41.5 hours in semi-rural areas and 43.8 hours in urban areas. The general decline in time spent across the week is strongest amongst educators in rural areas, who also spend more time in professional development, pastoral care and breaks than those in urban areas. Educators in semi-rural areas spent more time in extra-curricular activities, while educators in urban areas spend highest time in guidance and counselling;
- **History matters**. Significant differences exist between former white, Indian, coloured, African and new schools established since 1994 in terms of time spent on teaching and other activities. Generally, educators in former white schools spend more time on teaching (19.11 hours) and other activities than educators in former African (15.18 hours) and new schools established since 1994; former Indian schools spend more time in preparation and planning and record keeping than other schools; educators in former African schools reported spending more time in professional development than educators in other schools; and educators in former Indian schools spent more time than others in pastoral care; educators in former white schools spent more time in extra-curricular activities.
- **School size matters** – the larger the school, the less teaching, and the more administration demands there are;
- **Class size is significant**. Educators with larger classes spend less time on their different activities than educators in small classes who spend more time on their different activities. Educators in classes with over 50 learners spend noticeably less time on their activities than educators with fewer than 50 learners per class; educators with 40 learners spend less time than those with fewer learners in their classes; the decline over the week is strongest for those with larger classes; there is a general decline in hours spent on teaching, preparation and planning as class size increases. The smaller the class, the more administration is done. This suggests that the requirements of teaching and administration are simply overwhelming for educators with large classes;
- **Gender matters**. Females spend less time overall than men on their tasks, but more time than men during formal school hours in core activities of teaching, preparation and planning. Males spent more time than females on non-core and non-administration-related activities;
- Significant differences exist in relation to **age, experience and qualifications** of educators;
- **Phase** is important. Foundation Phase teachers spent more time teaching, preparing and planning than teachers in the Senior Phase; more time was spent in administration-related activities in the FET Phase;

- **Significant differences** also exist between the amounts of time spent by educators teaching different **learning areas**.

Gap between experience of workload and actual time-on-teaching

There is a big gap between the experience of increased workload and actual time spent on different activities. This suggests either that policy is out of line with realities or that demands on educators are so extreme that the overall effect is for work to be less well managed and less effectively done than it could be.

More in-depth investigation of ten case studies reinforced the findings of the survey. The central finding emerging from the case studies was the erosion of teaching time. The study compared teachers' formal allocation of teaching time as represented in their timetables with how much time was spent engaged in instruction. Vast discrepancies arose in most schools, with some teachers spending only 14%, 13% and 10% of allocated teaching time engaged in instructional practice. As was found in the survey, the erosion of instructional time was most severe in former African (DET) schools, and the former Coloured (HOR) and Indian (HOD) secondary schools. In the primary schools of former HOD and HOR schools and at the former white (HOA) and Independent school more time was spent on instruction.

In the case study schools it is other activities, both official and unofficial, that teachers engage in that crowd teaching out. Again confirming the findings of the survey, on Fridays, especially, there is a paucity of teaching and learning activities in most schools. Administrative duties, extra mural activities and fundraising are other workload duties found to most seriously undermine teaching. Formal and informal breaks, where teachers engage in activities unrelated to their work as teachers, also emerge as detrimental to potential available time being used for instruction.

Various school level factors were related to the amount of time teachers spent teaching, such as the length and predictability of the school day and lesson periods, disruptions, class sizes, and workload distribution. Class size especially emerged as having a significant impact on teachers' workload and their use of time.

Finally, it was clear from discussions with teachers, and from observation that the amount of paperwork and administration is onerous. Much of the paperwork that teachers are required to do is designed to ensure that teaching and assessment occurs regularly, including requiring that teachers indicate the completion of certain assessment standards, the specification of which outcomes have been addressed, and the detailed recording of marks. Ironically, it is precisely this policy which attempts to guarantee that instruction and assessment takes place that serves to undermine instructional time. This happened in particular when teachers used class time to complete administrative tasks.

RECOMMENDATIONS

Changing policy will not necessarily solve these problems, and indeed policy overload recommends strongly against any new policies being introduced to solve these problems.

The study was not required to make recommendations, however, several recommendations do flow from the findings. These include the need to:

- Protect teaching time and emphasize the role of teachers as teachers;
- Reduce class sizes;
- Improve administrative support to schools;
- Reduce the number of learning areas in curriculum, especially where there are no trained teachers – economic and management sciences & technology;
- Reduce required assessment and recording and reporting procedures;
- Consider reviewing the IQMS in three years' time to see whether workload has reduced over time or not;
- Align different policies with respect to instructional time, such that clarity is achieved around how much time teachers are expected to spend teaching.

FURTHER RESEARCH

This report has opened up new information on a vitally important area. It was not possible to do justice to all the issues that arose. At the very least, further research is needed on class size and workload, to establish what the exact dynamics are; whether educators are using the time allocated for professional development or not, who is using it, when, how and with what effects; more detailed examinations of principals' activities; and what the requirements are to put into effect the recommendations proposed above. At another level, more research can also be done to establish the relationship between internal and external accountability regimes and alignments in South African schools.

List of Abbreviations

A&C   Arts and Culture
C2005 Curriculum 2005
CASS   Continuous Assessment
CTAs   Common Tasks of Assessment
DET   Department of Education and Training (refers to department responsible
       schools for Africans in pre-1994 period)
DOE   Department of Education
ELRC   Education Labour Relations Council
ELSEN Education for Learners with Special Needs
EMIS   Education Management Information Systems
EMS   Economic and Management Sciences
FET   Further Education and Training (refers to Grades 10-12)
FS   Free State
GT   Gauteng
HOA   House of Assembly (refers to department responsible for schools for whites in
       pre-1994 period)
HOD   House of Delegates (refers to department responsible for schools for Indians
       in pre-1994 period)
HOD   Head of Department
HOR   House of Representatives (refers to department responsible for schools for
       'coloureds' in pre-1994 period)
HSRC   Human Sciences Research Council
IQMS   Integrated Quality Management System
KZN   KwaZulu-Natal
LO   Life Orientation
NEPA   National Education Policy Act 27 of 1996
NC   Northern Cape
OBE   Outcomes-Based Education
PAM   Personnel Administrative Measures
RNCS   Revised National Curriculum Statement (that became policy in 2002)
SS   Social Sciences
WC   Western Cape

INTRODUCTION

INTRODUCTION

This chapter presents the brief and provides information on what national policy is, emerging contradictions between different policies, a discussion of how key terms are used, a brief discussion of the literature dealt with in greater detail in chapter 2, the context in which the research was conducted, and an overview of the methodology and findings.

THE BRIEF

The Education Labour Relations Council is a statutory council whose primary objective is to:

- Promote and maintain labour peace in education;
- Prevent and resolve disputes in education;
- Promote collective bargaining in relation to matters of mutual interest.

In January 2004 it requested quotations for an investigation to establish the number of working hours that educators are involved in their various tasks. The ELRC expressed the purpose of the investigation as being to:

- Gather information on the nature of the actual work done;
- Compare the impact of national policy on workload, as set out in Chapter A, paragraph 3 of the Personnel Administration Measures (PAM) , with practice;

- Establish the impact of various policies, such as Continuous Assessment and Outcomes-Based Education (OBE), on the workload of educators;

- Establish the nature and extent of other factors that may have an effect on the workload of educators.

The ELRC required the method of investigation to be based on questionnaires that teachers should complete and that principals should verify. It required spot checks to be conducted to verify the correctness and reliability of information received and analysis of information by electronic means. The ELRC specified that schools involved in the research were to be representative of all the schools in South Africa in respect of size, type, location and former departments and that approximately 100 schools should be selected per province for the completion of the questionnaire.

The ELRC required that information be gathered on the following categories of activities with regard to the number of hours to be spent on them as well as the categories themselves:

- Actual teaching;

- Management and administration duties;

- Educational activities (contact with learners) excluding actual teaching, such as extra-curricular activities, sports, general excursions;

- School activities where learners are not involved;

- Activities away from school where learners are not involved (preparation, marking etc);

- Activities pertaining to the professional development of educators;

- Other factors that impact on the workload of educators.

Provision was to be made in the data-gathering process for information on the nature and extent of such factors as may exist.

WORKLOAD POLICY

Chapter A paragraph 3 of the PAM (Govt Gazette Vol 404 no 19767 dated 18 Feb 1999) specifies that the formal school day for educators will be seven hours. It also states that educators need to account for 1800 working hours per annum, during and after the formal school day. The 1800 working hours include 80 hours for professional development. The National policy for designing school calendars for ordinary public schools in South Africa (National Education Policy Act 27 of 1996) refers to 195 – 200 school days per annum. In order to ascertain the actual number of working hours expected by policy during the formal school week, the 80 hours of professional development (which is expected to take place during holidays and over the weekends) is subtracted form the 1800 hours. These 1720 hours are then divided by 199, the maximum number of working days for all teachers in schools in 2005. Therefore, for 2005, educators are expected to spend a maximum of 1720 hours on their various activities per annum, which translates into a Monday – Friday working week of 43 hours per week, and an 8.6 hr working day, excluding week ends and school holidays. Policy also states that the formal school day for educators is expected to be 7 hours long, and the formal school week 35 hours long. This means that educators are expected to spend some time (8 hours over the week) outside formal school hours on their activities.

These activities are provided for during the formal school day:

- Scheduled teaching time;
- Relief teaching;
- Extra and co-curricular duties;
- Pastoral duties (ground, detention, scholar patrol, etc.);
- Administration;
- Supervisory and management functions;
- Professional duties (meetings, workshops, seminars, conferences) etc.) ;
- Planning, preparation and evaluation.

The following activities are provided for outside the formal school day:

- Planning, preparation and evaluation;
- Extra and co-curricular duties;
- Professional duties (meetings, workshops, seminars, conferences) etc.;
- Professional development.

The policy emphasizes the importance of equity between post levels so that an educator is not over-burdened. The seven hours that educators are at work includes breaks. The allocation of subjects, timetable and resultant scheduled teaching time is to be determined by the Principal after consultation with the staff. Scheduled teaching time allocated per post level is considered as differing according to the size of the school. In smaller schools, Principals and their Deputies are required to do more teaching than in large schools with bigger staff establishments. The actual hours must therefore be established in relation to the curriculum needs of the school, the timetable and staff establishment of the school.

The allocation of scheduled teaching time is to be done in such a manner that it maximises the individual abilities of all educators and optimises teaching and learning at the institutional level. In general terms, the following guidelines determine the minimum scheduled teaching time.

Table 1: Minimum percentage teaching time per post level of the 35 hour week

Post level	Primary school	Secondary school
Principal	10%	5%
Deputy principal	60%	60%
Post level 2 (HOD)	85%	85%
Post level 1 (Educator)	85%	85%

Policies on workload can be divided into 'explicit formulae', 'implicit formulae' and 'no formulae' (Seaberg 1998). In South Africa, 'explicit formulae' are embodied in four national policies that regulate the time of educators in schools, and whose implications may embody potential for some confusion:

- National Education Policy Act (1996) which stipulates the formal school week as comprising 35 hours;
- The National Education Policy Act (1996) that specifies the number of hours to be dedicated to instruction at different levels of the school system (Foundation phase: 22hours 30 mins (Gr 1 & 2); 25 hours (Gr 3); Intermediate phase: 26 hours 30 mins; Senior Phase: 26 hours 30 mins (Gr 7); 27 hours 30 mins (Gr 8 & 9); FET: 27 hours 30 mins)
- Section 4 of the Employment of Educators Act (1998) that provides for a school day of 7 hours including breaks;
- The Personnel Administration Measures (PAM) that provide for 80 hours of professional development and a maximum of 1800 hours to be spent on different activities that are also defined;
- The PAM that provides for a minimum of 85% of time to be spent on teaching on the part of Post level 1 and 2 educators, 60% in the case of Deputy Principals and 10% and 5% respectively for Principals at primary and secondary schools.
- The Revised National Curriculum Statement guidelines (aligned with the 1998 Assessment Policy) that allocates time that teachers are to spend on different learning areas.

At school level, workload can be determined using these explicit formulae, but also implicit formulae or no formulae at all.

Policy contradiction

There is some contradiction in the policies listed above regarding the amount of time to be spent on teaching during the formal school day, particularly what the percentages given in the PAM amount to, and the actual hours stipulated in the National Education Policy Act (NEPA). If we consider the minimum percentages provided in the PAM, which stipulate the percentage of the 35 hour week to be spent on teaching, we find the following time allocations for different post levels, at primary and secondary school:

Post level 1 (Primary school)	29 hours 45 mins
Post level 1 (Secondary school)	29 hours 45 mins
Post level 2 (Primary school)	29 hours 45 mins
Post Level 2 (Secondary school)	29 hours 45 mins
Deputy principal (Primary and secondary	21 hours
Principal (Primary school)	3 hours 30 mins
Principal (Secondary school)	1 hour 45 mins

This is contrasted to the NEPA specifications, which indicate that teachers should spend the following hours on instruction:

Foundation phase (Grade 1 & 2)	22 hours 30 mins
Foundation phase (Grade 3)	25 hours
Intermediate phase	26 hours 30 mins
Senior Phase (Grade 7)	26 hours 30 mins
Senior Phase (Grade 8 & 9)	27 hours 30 min
FET Phase	27 hours 30 min

Thus, the policy statements upon which schools are required to base their timetabling considerations lack clarity. In relation to the research, nonetheless, the report shows

that with regard to either of the above instructional allocations, the amount of time spent by educators on teaching falls short of these allocations.

Defining teaching and instructional time

In this report the terms 'scheduled teaching time', 'actual teaching time' and 'instructional time' are used interchangeably. 'Scheduled teaching time' will, however, generally refer to policy or timetable allocations, and 'actual teaching time' will mostly refer to the research findings.

'Teaching' in the report is defined as time during which the teacher is engaged in teaching and learning activities, in interaction with learners. This could be in the form of whole class instruction or individual tuition. Crucially teaching involves the mediation of knowledge, in various forms, and may include direct instruction by the teacher in explaining concepts, or learners working through a test with the teacher present, or working in groups through an activity devised and managed by the teacher. Time spent in the classroom, however, is not taken to necessarily indicate teaching time.

Further, although assessment and evaluation is central to teaching, a distinction is made in the study between evaluation and assessment activities that are about teaching (and the mediation of knowledge), and those that are administrative (such as the inputting of marks).

INTERNATIONAL AND LOCAL LITERATURE

International and local literature was studied to guide the research process and questions. International literature drew attention on the one hand to the existence of international norms and averages, and on the other to the role of class size in any consideration of workload, as well as the debates around accountability and the intensification thesis. Comparative research has shown that changes in teachers' lives

have resulted from the imposition of new and more accountability measures, curriculum and assessment changes and the expansion of teachers' roles (Fullan, 1993; Hargreaves, 1994; Willamson and Poppleton, 2004; vandenBerghe and Huberman, 1999). These increase not only the quantity but also the intensity of work. On the other hand, the accountability literature has stressed the need for coherence between external and internal objectives if the quality of education is to improve (Carnoy, Elmore and Siskin, 2003). In a study of alignment between different levels of accountability in the US, and how schools respond to external accountability requirements, Carnoy, Elmore and Siskin argue that systems and schools vary; there are differences between elementary and secondary schools, and high schools vary greatly in their capacity to respond to external accountability systems imposed by states. Their finding in this regard is particularly apposite with respect to the findings in this study:

> External accountability systems are designed primarily to push low-performing schools to do better. The schools least aligned internally are supposed to get the greatest benefits from the 'discipline' of external accountability. Yet, we found that it is precisely these schools that are least likely to be able to respond coherently to external accountability demands. This is especially so when those external demands are not consistently strong, with clear rewards and sanctions for schools. (p. 9)

The South African literature has drawn many parallels between local and international contexts. There is a well-known body of South African literature that has drawn attention to the impact of post-apartheid curriculum, assessment and policy change on teachers' working lives. It is, indeed, a recurrent theme in the work of Jonathan Jansen, doyen of South African education (see for example Jansen, 1997, 1998a, 1998b; DOE, 2000; Booyse and Swanepoel, 2004; Stoffels 2004). A recent Ministerial Committee, reporting on the readiness to implement the Revised National Curriculum Statement in secondary schools (Dada et al, 2005), noted that the uncertainty around what new assessment policy entails 'is generating significant uncertainty in the system.' (p. 18) It identifies lack of clarity and confusion on how the system works amongst provincial officials, and misalignments between policy documents released by the Department of Education, UMALUSI and SAQA. Stoffels's

PhD thesis (2004) shows what these demands and uncertainties mean for the classroom teacher.

A recent study conducted by the HSRC for the ELRC on *Potential Attrition in Education: The impact of job satisfaction, morale, workload and HIV/AIDS* in 2005 echoes the view in earlier South African studies that teachers' workload has increased as a result of policy and curriculum change. (Hall, Altman, Nkomo, Peltzer, Zuma, 2005) It provides an important basis for the work reported on here, indicating some of the main areas to be investigated. This report does not repeat the work on HIV/AIDS and workload; rather it concentrates on the actual hours that educators spend on their activities, the relationship to national policy on workload, the content of those factors perceived by educators to be increasing workload and administration and the explanations provided.

METHODOLOGY

Evidence for the findings was drawn from a pilot, a survey with closed and open-ended questions as well as a time-diary, and ten in-depth case studies. After a pilot was conducted in October and November 2004, a survey was administered. Research was conducted between February and April 2005. The survey was conducted in 900 schools and included a questionnaire with closed and open-ended questions and a time-diary that each principal and five educators from each selected school filled in. In April, in-depth case studies were conducted in a sample of ten schools, where researchers observed and interviewed ten educators from the same representative spread of schools and educators as used in the survey.

THE CONTEXT OF THE RESEARCH

The fieldwork for the main survey and case study research was conducted in February 2005. Schools at this time were experiencing the implementation of two significant

new policies, which entailed substantial new understandings and practices with respect to schooling processes. Both policies had been struggled over for more than a decade and constituted a major settlement reached between different contending parties. These two policies were the Integrated Quality Management System (IQMS) and the Revised National Curriculum Statement (RNCS). Both featured highly in responses to closed questions on whether and why workload has increased and deserve closer investigation. The new curriculum, outcomes-based education, and continuous assessment were high on the list of issues cited in both the closed and open-ended survey questions.

The Integrated Quality Management System (IQMS)

The IQMS is an agreement that was reached in the Education Labour Relations Council in 2003 (Resolution 8 of 2003). It integrated the Developmental Appraisal System (DAS) that came into being on 28 July 1998 (Resolution 4 of 1998), the Performance Measurement System that was agreed to on 10 April 2003 (Resolution 1 of 2003) and Whole School Evaluation.

The IQMS has its roots in anti-apartheid teachers' struggles against existing forms of inspection and control in black schools. A differentiated system of inspection, control and appraisal existed in which inspection in black schools was characterised by bureaucratic control and in white schools by a light advisory function. White schools were better-resourced in all respects than black schools, and inspectors in former white schools were also better qualified, seeing their role mainly as trouble-shooting and assisting schools and teachers in their functions. Black schools, and in particular African schools, by contrast, suffered under a regime of inspection that was autocratic. At the centre of this regime was the summative 'panel inspection' of schools and a form of individual teacher appraisal that appeared to be used punitively and vindictively against teachers. Judgmental, summative forms of evaluation seemed to characterise inspection and appraisal in African schools. The reaction to these negativising forms of evaluation was overwhelming. Towards the end of the 1980s, in

the context of widespread resistance against apartheid authorities in schools, inspectors and subject advisors were routinely and often violently cast out of African schools when they attempted to set foot there, and teachers refused any form of evaluation of their and their schools' work. In the process, the entire inspectorate and function of inspection in African schools became dysfunctional. The conflict was seen to contribute, to some degree, to the widely-remarked upon breakdown of the culture of teaching in black schools.

As the momentum towards democracy gained ground in the early 1990s with the unbanning of political parties and return of exiles, the newly-formed South African Democratic Teachers' Union in South Africa began an internal process of participatory research, discussion and mobilisation around new forms of teacher appraisal for a democratic South Africa to inform its negotiations with existing departmental structures around the issue. What emerged from this process was an approach to teacher appraisal that rejected a bureaucratic, judgmental form of appraisal and emphasised development and support of teachers through a formative rather than summative evaluation process. (see Chetty et al, 1993). Significantly, one of the main conferences held in the year of South Africa's first democratic elections was on educational management and control grew out of this conflict (Swartz, 2004). By this stage, the essential elements of the new proposed system of appraisal – self evaluation, peer review, consideration of contextual factors, and mediation, in the event of conflict, by an inspector – were linked to both a development plan for the individual teacher linked, in turn, to 'more general school development planning.' (Swartz, 1994, 1.)

In the immediate aftermath of the elections, the bargaining and negotiating forum for all teachers, the Education Labour Relations Council, was created. In this process, other unions and new departmental authorities added their voices. The education system began to be reconstructed, and the roles and functions of both teachers and departmental personnel to be redefined. The idea of performance management as a means of evaluating teachers for salary progression, grade progression, affirmation of

appointments and rewards and incentives, was reintroduced alongside the National Qualifications Framework and broadbanding. New pressures for the reconstruction of schools and education also required information from schools. If schools were to be reconstructed, new models had to be found and information was needed about where to intervene. Borrowed ideas from abroad, school effectiveness, school improvement and whole school development approaches, quickly gained ground amongst South African researchers, NGOs and government alike. A new and strengthened government educational apparatus, seeking to reassert its authority, required the ability to enter schools to make assessments of the quality of teaching and learning in them. The memory of 'panel inspections' still rang in the ears of many schools, teachers and unionists, and was heavily resisted until 2003, when Whole School Evaluation was introduced as a means of evaluating the overall effectiveness of a school as well as the quality of teaching and learning.

 Throughout the 1990s and early 2000s, government and unions were locked in battle over the best way to evaluate schools and teachers. Each step of the process was controversial and contested: who would control it, what the criteria of evaluation would be, whether there would be a rating scale, what it would contain, who would keep the records, who would do the evaluation and whether the departments would be able to enter classrooms to evaluate teacher performance. Many hours, weeks, months and years were spent hammering out the agreements. In the process, the Developmental Appraisal System (DAS) and Whole School Evaluation (WSE) emerged. In 2003, agreement was finally reached in the Integrated Quality Management System that began to be introduced into schools in 2004. In this year, schools and teachers were scheduled to begin both processes of individual teacher appraisal and whole school evaluation.

The implementation process, however, assumes that teachers have few other demands on their time. In 2004 teachers and schools were to begin advocacy and training; establish Staff Develop Teams that would both coordinate and monitor the individual teacher appraisal process and also draft a School Improvement Plan; plan for

implementation; ensure that teachers conduct self-evaluations and identify a personal support group; observe educators in practice, and ensure teachers develop a Personal Growth Plan. By March of 2005, all Staff Development Teams were to receive the completed instruments and ratings as well as Personal Growth Plans. From this they must compile the School Improvement Plan and liaise with regional/district/area offices, who would then start developing an Improvement Plan with information from schools about their INSET needs, observe educators and provide feedback. This is intended to be completed by June and forms the end of the 'developmental cycle.' During the second cycle, after June, the regional/district/area office conducts an educator observation for the purposes of pay or grade progression. This summative evaluation is seen as the validation of earlier evaluations. These are to take place between September and November. The Staff Development Team must keep all the records, compile a report for Whole School Evaluation purposes with the Principal, and submit this to the Provincial Department. Reports, reflecting the progress made in schools, must be submitted to the regional offices by the time that schools close. The same process was to be followed in exactly the same way in each subsequent year with one exception – that teachers would need to be evaluated only once per annum.

For some schools Whole School Evaluation would occur either in the first or second year. For the majority of schools, however, this will take place in a 3 or 5-year cycle. The intention is that secondary schools will be evaluated more or less every three years and primary schools every 5 years (because of the greater number of schools). Internal processes will be important for the WSE, providing evidence of progress against targets set. This evaluation is to be external, conducted at any time, and managed by the principal and regional/district/area office. A sample of educators is to be evaluated, a protocol is to be observed in the process and there is to be discussion and feedback.

By 2004, then, ten years after democracy, government had reasserted its authority, through negotiation, over the right to ensure that schools and teachers are evaluated. Teacher unions had fought hard to ensure that a process was agreed on that was not

hostile to teachers, that did not revert back to the old authoritarianism and that gave school-based teachers considerable authority and control over the processes of evaluation.

Schools were in the throes of the first year of implementation of the IQMS when researchers visited them to establish whether their workload had increased or not.

The Revised National Curriculum Statement (RNCS)

The Revised National Curriculum Statement was likewise the culmination of the struggle for a new curriculum in a democratic South Africa.

Curriculum revision was undertaken in three main stages or waves after 1994: the first involved the 'cleansing' of the curriculum of its racist and sexist elements in the immediate aftermath of the election. The second involved the implementation of outcomes-based education through Curriculum 2005. Outcomes-based education was an assessment-driven curriculum reform linked to formative and continuous rather than summative assessment. And the third involved the review and revision of C2005 three years later in the light of recommendations made by a Ministerial Review Committee appointed in 2000 to review the curriculum. This Review Committee endorsed existing criticisms of the unimplementability of Curriculum 2005, and recommended a streamlining of the curriculum in order to make it more understandable in South African classrooms.

A process of streamlining and revision began that resulted in the Revised National Curriculum Statement becoming policy in 2002. In the process of development of the review and streamlining of the RNCS, there was also considerable debate and contestation, particularly over outcomes-based education and its value. The Review Committee noted that 'too much time is being spent on assessment, leaving minimal time for classroom work', and that 'there is insufficient attention to assessment in training and curriculum planning and design' for the new curriculum. It proposed greater alignment of the curriculum and assessment. Its simplified version of the

curriculum reduced the design features significantly, and aligned these with existing assessment policy that had been introduced in 1998 for curriculum 2005. The Revised National Curriculum Statement (2002) aligns the curriculum with assessment policy contained in the Assessment Policy (Government Gazette No 19640 of 1998). To all intents and purposes, then, the complaints that teachers had had around increased paperwork due to new assessment requirements have not been addressed. The revision arguably did not address the criticisms of the assessment burden satisfactorily. Although the Review Committee made recommendations to address overcrowding in the curriculum, these recommendations were vetoed. The result is that the Curriculum from Grades R-9 remains overcrowded.

The Revised National Curriculum Statement was introduced even as Curriculum 2005 was still in play in the education system. National time frames for the implementation of the Revised National Curriculum Statement in primary schools were set as follows:

Foundation Phase	January 2004 (training and orientation in 2003)
Intermediate Phase	January 2005 (training and orientation in 2004)
Grade 7	January 2006 (training and orientation in 2005)
Grade 8	January 2007 (training and orientation in 2006)
Grade 9	January 2008 (training and orientation in 2007)

A similar process of revision had occurred for the secondary school curriculum, and was intended for introduction into schools in 2006.

Regardless of whether schools and teachers were implementing the 'old' Curriculum 2005 or the Revised National Curriculum Statement, however, the Assessment Policy of 1998 assimilated both into an educational practice that emphasises assessment, and administration. The essential novelty of the Assessment Policy of 1998 was its distinction between continuous assessment (CASS) and common tasks of assessment (CTAs). CASS is intended as a formative assessment using a variety of strategies, whereas CTAS are the end-year summative assessment commonly known as a test or

exam. In each learning area, 75% of the promotion mark is to be based on school-based assessments (continuous assessments) and 25% on external assessment (common task of assessment).

OBE had been introduced in 1997 and was still running its course, due for completion in 2005. In 2005, then, when the research was being conducted on overload, the Revised National Curriculum Statement had been introduced into schools in the Foundation Phase, was in process of being introduced in the Intermediate Phase and had not yet been introduced in the Senior Phase. Here the old Curriculum 2005 was still in force. Secondary schools were anticipating implementation of the Revised National Curriculum Statement in ensuing years.

The Revised National Curriculum Statement was to be introduced through Learning Programmes. Encouraging teachers to plan and pace their work over longer and shorter term periods is at the heart of the idea of the Learning Programme idea. In his Foreword to the *Teachers Guide for the Development of Learning Programmes for each Learning Area*, the Director-General, Thami Mseleku, wrote that 'the majority of teachers within the apartheid education system were not encouraged to be creative, imaginative and lead curriculum development and design. They were controlled followers and were forced to practise through prescription. As a consequence, many teachers were not participants in the exciting process of curriculum development.' The development of Learning Programmes, he said, was geared to assist teachers. 'As insights that are informed by practice, research and refinement, emerge from these Guidelines, it is anticipated that over a period of time teachers will develop as curriculum leaders' (DOE, 2003).

Learning Programmes on the one hand are tools instructing teachers on how they must plan three-year programmes, one-year work schedules and lesson plans on the basis of the content of the Revised National Curriculum Statement. Detailed instructions are given on what must be taken into account, including time, available resources and assessment strategies. This is all to be done during school time or after

hours. Learning Programmes on the other hand also embody the assessment requirements spelt out in the Assessment Policy of 1998. The expectation here is that teachers will assess continuously, throughout the year.

In the RNCS, assessment strategies are amongst the items to be identified in the Learning Programmes, Work Schedules and Lesson Plans. The distinction between formative and summative assessments is critical here too, and the weight of emphasis is on formative rather than summative assessment. Formative forms of assessment are varied. Teachers are expected to incorporate the following forms of assessment in each of these plans (p. 17):

- Tests
- Performance-based assessments
- Interviews
- Questionnaires
- Structured questions
- Assignments
- Case studies
- Practical exercises/demonstrations
- Projects
- Role-plays
- Simulations
- Aural/Oral Questions
- Observations
- Self-report assessment

Further guidelines developed by provincial departments of education specified that all learners must be assessed in at least five different forms of assessment in each learning area. One best example of each form of assessment is to be used for recording and moderation purposes (WCED Circular 0004/2003). Recording is to be done in

marks and percentages and reporting in 'level descriptor codes' according to a national coding system:

The evidence of learner's performance or achievement for CASS is to be stored in a *portfolio*. Both teachers and learners are expected to keep their own separate portfolios – to be checked by regional/district/area offices.

For the purposes of Grade 9 moderation, provincial departments require CASS and CTA marks. Teachers are expected to *record* these marks out of 75 and 25 respectively and to add the appropriate code (1-4). The summary recording sheet requires teachers to fill in total marks (and codes), marks for at least five forms of common assessments and marks for the CTA (to be completed for Grade 9 only).

In addition, they must keep *learner profiles* and *progression schedules* for grades 7 and 8 and promotion schedules for grade 9.

In sum, then, the same approach has been adopted to assessment and evaluation in schools as for teachers and for schools: one that prefers and weights formative and developmental assessment over summative assessment.

The impact of these issues was reflected in the responses to the survey questionnaire. The IQMS, OBE overall and CASS in particular, were amongst the various issues raised in relation to increased workload. In addition, a number of other policies that make an impact were also highlighted.

IMPACT OF OUTCOMES-BASED EDUCATION (OBE) AND CONTINUOUS ASSESSMENT (CASS)

The issues that educators reported as having increased their workload in relation to OBE and CASS are summarised below:

- Assessment requirements, reports and record-keeping and management and supervision associated with outcomes-based education are all perceived as increasing workload;

- The curriculum is overcrowded and educators are expected to teach too many subjects across too many grades, resulting in overload;

- Curriculum overcrowding is exacerbated where educators are expected to teach learning areas without the necessary resources (e.g. EMS);

- The preparation of learning programmes, work schedules, and plans are seen as contributing to workload;

- The preparation of learner and educator portfolios, learner profiles, progressions and progress schedules are all considered to be burdensome;

- The marking, recording and reporting requirements of learners' work is considered to be repetitious and unnecessary.

OTHER POLICIES AND FACTORS

Workload is increased amongst other things by an overcrowded curriculum, the number of learning areas to be taught per grade, poorly-planned, and cross-cutting, departmental accountability requirements.

Three further issues significantly contribute to workload: class size, the mainstreaming of learners with barriers to learning, and expectations of educators to be a number of things in addition to teaching - school managers, treasurers, fundraisers, counselors, nurses, administrators, cleaners, learning materials developers, and so on.

Class size

- In terms of South African education policy, learner: educator ratios are pegged at 1:40 for primary schools and 1:35 for secondary schools. In

practice, however, classes are large. In the main, this results either from a shortage of classrooms, or an uneven distribution of classes between teachers, and between teachers and staff in managements positions;

- Large classes impact on workload, in so far as the assessment, recording and reporting and other requirements are increased manifold – the result is that educators with large classes spend more time on discipline and related issues than on meeting the requirements, which become well-nigh impossible in contexts with limited resources;

- Educators in small classes spend more time overall meeting assessment and reporting requirements than those with larger classes – these educators experience the requirements as taxing and onerous.

Norms and Standards for Educators & White Paper 6 (Inclusive Education) policy

- The Norms and Standards for Teacher Education (NSTE) (DoE 1997a, 2000a & b) provide a detailed account of what a competent educator is expected to be. This policy identifies seven roles for educators in South Africa. They are meant to be learning mediators, interpreters and designers of learning programmes, leaders, administrators and managers, scholars, researchers and lifelong learners, play a community, citizenship and pastoral role and be learning area specialists. What it means to be a teacher/educator has also been affected by the South African Council for Educators (SACE) set up in 1996, which is responsible for teacher registration, discipline and conduct, and professional development;

- The shortage of classrooms, large classes, overcrowded curricula and onerous assessment and reporting requirements means that educators are unable to fulfill these seven roles – they are least able to fulfill their community, citizenship and pastoral role;

- Expectations of White Paper 6 (Inclusive Education) policy is that learners with barriers to learning be mainstreamed. This, combined

with the lack of resources and availability of skilled staff for learners with severe disabilities, places strains on educators.

All these issues appear to have a negative impact on the time that educators are able to spend on their different activities, and on teaching in particular. In addition, however, time spent on activities is influenced by a variety of other historical and contextual factors, as becomes evident below.

HOURS THAT EDUCATORS SPEND ON THEIR DIFFERENT ACTIVITIES

Significant differences were found in the reported time spent on their various activities between teachers at different schools, in particular with respect to the schools' former departmental designation, and whether the school was located in an urban or rural setting. Further, schools had different requirements of teachers, especially with respect to extra-mural activities and administrative activities. The findings presented in the report and summarised below generalize across school types, and differences are highlighted where these emerged. The summarised, central findings from the survey show low national averages of time spent on different activities, more time spent on non-teaching than teaching activities, and significant variations between different schools and educators:

- Educators in South Africa have an **average working week of 41 hours**;

- Of these, an average of **16 hours per week is spent teaching, or 3.2 hours a day**; the remaining 25 hours are spent on administration and non-administration realted activities;

- Educators spend progressively **less time** on teaching and other school-related activities **as the week progresses**, with very little teaching occurring on Fridays in many schools;

- During the formal school day, **management and supervision, assessments and evaluation and extra-curricular activities** are amongst

the most significant other requirements of teachers that **crowd out teaching**;

- **Significant differences exist between urban, semi-rural and rural areas** – generally educators in urban areas spend more time on teaching and administration than their counterparts in rural areas; educators spend a total of 38.3 hours on their work in rural areas, 41.5 hours in semi-rural areas and 43.8 hours in urban areas; the general decline in time spent across the week is strongest amongst educators in rural areas; educators in rural areas spend more time in professional development, pastoral care and breaks than those in urban areas. Educators in semi-rural areas spent more time in extra-curricular activities while educators in urban areas spend highest time in guidance and counselling;

- **History matters**. Significant differences exist between former white, Indian, coloured, African and new schools established since 1994 in terms of time spent on teaching and other activities – generally, educators in former House of Assembly – white - schools spend more time on teaching (19.11 hours) and other activities than educators in former Department of Education and Training (DET) – African - (15.18 hours) and new schools established since 1994; former House of Delegates (HOD) – Indian - schools spend more time in preparation and planning and record keeping than other schools; educators in former DET schools reported spending more time in professional development than educators in other schools; former HOD educators spent more time than others in pastoral care; former HOA educators spent more time in extra-curricular activities, and independent schools spent more time in guidance and counselling and breaks;

- **School size matters** – the larger the school, the less teaching, and the more administration demands for educators;

- **Class size is significant** in so far as educators with larger classes spend less time on their different activities than educators in small classes who spend more time on their different activities; educators in classes with over 50 learners spend noticeably less time on their activities than educators with fewer than 50 learners per class; educators with 40 learners spend less time than those with fewer learners in their classes; the decline over the week is strongest for those with larger classes; there is a general decline in hours spent on teaching as class size increases. Preparation and planning time also declines with larger class size; educators with larger classes also spend less time on administration-related activities than educators with smaller class sizes. The smaller the class, the more administration is done. This somewhat counter-intuitive finding is discussed more fully later;

- **Gender matters**. Females spend less time overall than men on their tasks, but females spend more time in core activities of teaching and preparation and planning than men during formal school hours; males spent more time than females on non-core and non-administration related activities. The results confirm the domination of men in management and supervision – females spent more time than men in assessment and less in management and supervision and reports and record keeping;

- Significant differences exist in relation to **age, experience and qualifications** of educators;

- **Phase** – educational phase is significant in some cases. There is no real difference in total time spent by educators in different phases; the same accounts for the general decline over school week; but Foundation Phase teachers spent more time in teaching and preparation and planning than teachers in the Senior Phase; more time was spent in administration-related activities in the Further Education and Training Phase than Foundation Phase; educators in the Intermediate Phase

reported the highest average time in professional development, extra-curricular activities and breaks, while those in Further Education and Training (FET) reported the highest time in pastoral care;

- Significant differences also exist between the amounts of time spent by educators teaching different **learning areas**. The decline over the week is strongest amongst those teaching Life Orientation (LO) and weakest amongst those teaching Natural Sciences and Maths/numeracy. The highest average time spent in teaching is by Maths and Numeracy educators and least time is spent by LO educators; Social Sciences (SS) teachers reported higher times in preparation and planning than any other learning area educators, and LO the least; Language and Literacy teachers do not spend significant time on teaching or preparation and planning; during the formal school day, Maths, Natural Sciences and Languages educators spend more time on assessment and evaluation than others. LO, Arts &Culture (A&C) and Social Sciences (SS) spend more time on management and supervision; Maths/Numeracy and SS reported highest average time spent in professional development, and Education and Management Sciences (EMS) the least. Pastoral care was mostly done by educators in the LO and least in Natural Sciences and Technology. A&C was relevant for teachers' involvement in extra-curricular activities.

CONCLUSION

The main task was set out as being to establish the number of hours that educators are involved in different aspects of their work, to compare this with national policy, to examine the influence of particular policies such as IQMS, CASS and OBE and to consider the effect that other factors may have on workload. The report shows that there are significant differences between national policy and practice.

National policy was interpreted as requiring 1720 hours a year (or 8.6 hours a day) to be spent on all activities. In addition 80 hours should be spent on professional development outside formal school hours. There is also a stipulated 35 hour formal working week of 7 hours a day. Teachers and HODs are expected to teach for a minimum of 85% of their time, Deputy Principals for 60% and Principals for 10% and 5% of their time in primary and secondary schools respectively. The percentages are inconsistent with the formal teaching time specified in NEPA. There appears to be a lack of clarity in the policy around instructional time. Using either set of policy specifications, there is nevertheless a gap between national policies and practice.

The survey results show that educators spend less than any of the times provided for in national policy on their activities overall, and that there is a serious erosion of teaching time, which is crowded out by both official and non-official activities. The case-studies provided evidence of a significant loss of teaching time in some schools. The averages mask real differences between schools, however. The explanation for the different patterns that obtain in different types of schools are partly to be found in the impact of change and policies associated with change, partly in the contexts within which these changes are to be absorbed and partly in historically normalised routines and expectations of how time should be spent during the school day. Here school type, location, and history, school and class size and educator profile all matter.

The report first examines international and national literature with a bearing on workload. It then provides an overview of the methodology for the study. Findings are presented in three subsequent chapters: the first analyses the time that educators spend on their tasks; the second examines the impact of OBE, CASS, IQMS and other policies; and the third provides detailed evidence of the erosion of teaching time during the formal school day and week.

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THE LITERATURE
ON EDUCATOR WORKLOAD

INTRODUCTION

Workload is a highly contentious issue internationally, and has become more so in the last twenty years. The international literature on workload can be divided into international calculations of average workload, the reasons for increased workload, the impact of such workload, and what needs to be done. Two main schools of thought have a bearing on the issue: the new accountability literature, referred to in the Introduction, and the intensification literature. The intensification thesis argues that new forms of accountability intensify and increase workload, whereas the accountability literature focuses on the need for internal and external coherence within schools and between schools and the policy context in order to ensure greater work satisfaction and social accountability. The accountability literature does not deal with workload directly, although it provides evidence, as indicated in the Introduction, that schools 'least aligned internally' are least able to respond to external accountability requirements. Both these schools of thought seem to be directly relevant to the South African context. This is not a comprehensive review of the literature, but points to those issues that appear to have most relevance in the South African context. Although our study on workload in South Africa does not explore the burn-out related and emotional impacts of workload, the relevant literature is briefly reviewed.

This chapter will examine key themes in the international literature, consider related South African literature and conclude with an identification of the key aspects and methodological issues that emerge for investigation.

INTERNATIONAL LITERATURE

Comparison with international workload norms and averages

There are a number of international studies that assess the number of hours teachers spend on their different activities and make recommendations for international norms. An OECD study found that the number of teaching hours per year in OECD countries in public primary schools averages 803 hours (2004: 21, 407). The study included countries such as Australia, Korea, Mexico, the Slovak Republic and Turkey. Another study on the organisation of teachers' working time included countries like Argentina, Brazil, Chile, Egypt, India, Indonesia, Jordan, Malaysia, Paraguay, Peru, the Philippines, Russian Federation, Sri Lanka, Thailand, Tunisia, Uruguay and Zimbabwe. In this study (2004: 406), the percentage of working time that is spent teaching is higher at the primary level than it is at the secondary level; at either level the percentage of working time spent teaching as opposed to other activities such as administrative or extra curricular duties is greater than 50% in only a minority of countries.

The regulations of teachers' working time vary among countries. In most countries, teachers are formally required to work a specific number of hours; in others, only teaching time in lessons per week is specified. The 2004 UNESCO *EFA Global Monitoring Report* argues that a minimum package of essentials might involve minimum instructional time of 850-1000 hours per year (2004: 230).

Reasons for increased workload

Class size

The reasons for increased workload are linked to the definition of workload. This is an extremely complex concept and there are varied ways of measuring it. Workload in its narrowest definition is the number of classes, the number of students teachers teach and the different activities that teachers perform (Easthorpe and Easthorpe, 2000).

A study of teachers' perceptions on the relationship between class size and teacher workload (Atkins, n.d.) argues that whilst much research has drawn on teachers' perceptions of how variation in class size affects their pupils' attainment and achievement, there has been less investigation of how teachers' own workloads vary with the sizes of the classes they teach. Atkins examined the complex relationship between the amount of time teachers spend on planning, preparation and assessment and the sizes of the classes they teach. He concludes that smaller classes bring more direct benefits to pupils than teachers. The argument is made that smaller classes do not necessarily reduce workload; they increase it because of the additional attention that needs to be paid to individual learners.

Easthope and Easthope have argued that in the Australian context increased class size has stemmed from two factors, namely, the inclusion of learners with special needs into mainstream classes, and the diminishing size of the teaching profession (2000). In a study conducted in Australia in 1984 and then in 1994, teachers reported that workload increased as a result of 'longer working hours, teaching more students and having increased professional, pastoral and administrative duties' (Easthope and Easthope, 2000:43). They argue that mainstreaming of learners with special needs has led to both an increase in class size as well as an increase in the complexity of teachers' work. They observe that 'some teachers are overwhelmed by the demands of their caring roles and are tempted to avoid pastoral care' (2000: 51). Freezing of posts, budget cuts and frustrations with teaching as a career compound this increase in workload. Teachers were also expected to teach courses outside of their subject

'specialties', which implied, in some cases, that teachers were supposed to teach as many as four or even more subject areas, many of which were new to the teacher.

The literature suggests that it is important in the South African context to examine workload in relation to:

- Actual class size;
- New roles and expectations of teachers;
- Distribution of subject (learning) areas per teacher.

Intensification and accountability theses

Moving away from this simple to a more complex definition of workload, there are two approaches, according to Hargreaves (1992), that have governed thinking about workload in the 1980s and 1990s: professionalisation and intensification. Michael Apple first developed the notion that intensification of work is related to workload. He considers intensification of teachers' work to be particularly evident in dependence on an externally produced and imposed apparatus of behavioral objectives, in class assessments and accountability measures – these have led to the proliferation of administrative assessment tasks, lengthening of the teachers' working day and elimination of opportunities for more creative and imaginative work.

From an intensification thesis point of view, increased workload is due to:

- More of the same work;
- More complex work;
- Less money spent on education and larger classes;
- Changes in curriculum, marking and assessment;
- Changes in administrative demands;
- A more diverse student population.

Curriculum and assessment changes are also pertinent here. Two international studies cast light on whether and how curriculum and assessment changes have specifically impacted on workload. Although not specifically within an intensification framework, they do demonstrate that workload increased as a result of curriculum and assessment changes in the United Kingdom and New Zealand. They also suggest that the attempt to find a universal standard for workload will be difficult to accomplish given the changes in the nature of teachers' work, the differences between the types of work related to status and so on.

Campbell's (1991) study was conducted in the UK for the Assistant Masters and Mistresses Association. The first of two follow-up studies, involving 53 infant teachers in England and Wales, was conducted to monitor changes in workloads of teachers as the national curriculum and assessment were brought in following ministerial promises to reduce the burdens imposed on teachers by the implementation of the national curriculum. Data were collected by questionnaire and time sheets on teachers' use of time, and by interviews with a sub sample of the teachers to obtain their perceptions of and feelings about the impact of the Education Reform Act of 1988 on their working lives. The study gathered data on: time on work overall and by subcategories, differences between year 2 teachers and others, and time spent on different activities. Interviews focused on attitudes toward the national curriculum, workloads, and pressures in the school day, and the percent of the reduction of pleasure in teaching.

The study showed that: (1) 72 percent of the teachers thought that the time they were spending on work in 1991 was more than in 1990 (2) lack of time was the most serious obstacle to teachers' implementation of the national curriculum and assessment (3) teachers thought it was reasonable for them to work about 8 extra hours per week, but they were working about 22 extra hours per week and (4) teachers' overload was not restricted to the period in which the national assessments were administered, but was typical of other time periods as well.

Livingstone's study (1994) was conducted in Wellington in 1994 in the wake of administrative reforms, curriculum revisions, and assessment requirements introduced in New Zealand in the late 1980s. His survey of 29 schools and 160 teachers studied the roles and workloads of primary school teachers, examining how workloads have changed, and how resulting pressures affected teachers' professional work, students, life outside school, health, and views of their future in teaching.

Results regarding workloads indicated that: (1) the weekly mean was 54.5 hours (6 during week ends), with a mean of 23.9 hours spent in the classroom and 11.7 hours spent in preparation (2) workloads appeared to be uniformly high for all types of teachers, but permanent teachers and those in small schools tended to work longer (3) all teachers perceived workloads as clearly higher than in 1989, with two thirds rating loads as very heavy or above and 64% believing loads would increase and (4) teachers regarded the impact of these changes negatively, particularly as they affected life outside school.

Results regarding work pressures indicated that the six most stressful factors (principally the amount and nature of paperwork) were clearly associated with the educational reforms. Also, teachers in mid-size schools tended to find change affecting them more severely than those in other size schools. Results very clearly indicated high levels of stress within the profession.

Hargreaves' study (1992) in Toronto following a strike in 1987 raised important questions about the intensification thesis. Most importantly, he argues that the high expectations and stringent demands that accompany elementary school teaching do not always emanate from external sources and their bowing down reluctantly to outside pressure. Many of the demands and expectations in teaching seem to come from within teachers themselves, and teachers appear to drive themselves mercilessly in terms of their own high goals. Teachers' commitment and care cannot then be reduced to the impact of outside pressures: they are a powerful source of motivation.

Even though many of the recent changes that teachers described are highly compatible with the intensification thesis and offer support for it, there are some important qualifications to the findings. Although there are heightened expectations of teachers, broader demands, increased accountability, more social work responsibilities, more meetings, multiple innovations, and increased amounts of administration work, all resulting in pressure, stress, no time to relax or even to talk to colleagues, there are issues that disconfirm the thesis: it is difficult to disentangle changes in the labour process and changes in the lives of individuals; teaching may have been just as hard and demanding in earlier periods; intensification may not work in the same way for all teachers; by no means all instances of broadened commitment and heightened professionalism can be explained in terms of the intensification of the labour process, or as misrecognition of that process. Professional commitment is often real, pursued by teachers themselves in a social context of growing complexity and challenge. Gitlin (2001) has introduced the notion of 'the threat of intensification' – this is the notion used in recent South African literature to conceptualise the impact of policy changes on educators (Stoffels 2004).

Many of the changes discussed in these and other studies swept the globe from the 1980s onwards. Stephen Ball has perhaps been one of the keenest analysts of these policy and curriculum changes and their impacts (see, for example, Ball, 1990; Bowe, Ball Gold, 1992). Using a Foucaultian framework of the micropolitics of power linked to organisational theory, his first analyses were concerned with how the policies and curriculum introduced by Margaret Thatcher simultaneously restructured teachers' work and were restructured by their work. More recently, his work has focused on how more recent policies are part of a performative technology, 'a culture and mode of regulation', 'a system of terror … that employs judgments, comparisons and displays as means of control, attrition and change':

'Accountability' and 'competition' are the lingua franca of this new 'discourse of power …. A discourse which is the emerging form of legitimation in post-industrial

societies for both the production of knowledge and its transmission through education (Ball, 2004, p. 143).

This approach to some extent draws the intensification thesis into another problematic, the problematic of forms of accountability as embodiments of relations of power (see also Carnoy, Elmore and Siskin, 2003). It emphasises and suggests that attention be paid not only to the quantum and complexity of change, but also to the new social relations of accountability in practice. As indicated in the Introduction, but worth repeating here, 'new accountability' literature argues that in order to function, 'schools must solve the problem of accountability' (p. 3) and they do so to a greater or lesser degree of effectiveness: 'a given school's response to the problem of accountability is a product of how it resolves the conflicts and complementarities between individuals' internalised notions of accountability, their shared expectations, and formal and informal mechanisms that push them to account so someone else for what they do.' Schools' accountability systems vary greatly and there can be different kinds of misalignments between internal and external expectations. Most importantly, results from this research show that schools with most incoherent internal accountability systems are least likely to be able to respond to external accountability requirements. The irony is that new accountability requirements are often aimed precisely at those schools seen as most in need and are intended to address the very problems that they end up reproducing and exacerbating.

Both these approaches are relevant in the South African context because they suggest that even as accountability requirements may intensify work at a real and theoretical level, schools will vary enormously in how they respond to them – and those targeted as most in need of improvement through the new accountability mechanisms are least likely to be able to respond to them.

Impact of workload

Increased workload, the literature shows, results in stress, burn-out and drop out. A report by Naylor (2001) examines international research and current educational publications about teacher workload and related stress. Workload issues have been a concern for Canadian teachers and teacher unions during recent years, with British Columbia's teachers reporting the highest stress levels nationwide. Teachers must juggle diverse, intense types of interactions and respond to requests by colleagues, administrators, parents and community members.

Teachers reported experiencing very high stress related to reporting practices and issues. International studies show that teachers' work intensification mirrors societal trends towards overwork. Site-based management has led to increased teacher workload. Imposed and centralized system accountability, lack of professional autonomy, relentlessly imposed change, constant media criticism, reduced resources and moderate pay all relate to teacher stress.

Some studies focus on teacher stress. The effects of teachers stress include declining job satisfaction, reduced ability to meet students' needs, significant incidences of psychological disorders leading to increased absenteeism and high levels of claims for stress-related liability. Stress appears to be a factor in teachers leaving the profession in many countries. Collective bargaining is an obvious route to addressing teacher workload, and British research indicates that action can be taken once the effects of stress-inducing workloads are understood

Studies specifically on burn-out have also linked teacher burnout to workload. Here an additional range of issues is brought into focus. Starnaman and Miller (1992), for example, have argued that earlier studies of burnout have shown that the variables of overload, role conflict and role ambiguity are associated with burnout, job satisfaction and occupational commitment. Their work shows that teachers' workload and support from their principal influences role conflict and role ambiguity:

> …Overload is, indeed, a major source of stress. It is most strongly and directly related to role conflict and emotional exhaustion and also accounts for increases in depersonalisation of students. These are logical connections. As workload increases, either in quantity or complexity, the probability that a teacher receives conflicting demands from her or his principal and students also increases. This heightened workload is a source of emotional and physical exhaustion. Of particular interest is the impact on the depersonalisation of students. As load increases, teachers start to distance themselves psychologically from students (p. 50).

Friesen and Sarros (1989) provide an analysis of approaches to the analysis of burn-out. They argue that 'a current and widely accepted conceptualisation of burnout is that provided by Maslach and Jackson (1981, a, b). They define the syndrome as 'a continuous variable, ranging from low to moderate to high degrees of experienced feeling' (p. 1). These degrees of feeling are represented by three subscales: emotional exhaustion, depersonalization and personal accomplishment dimensions. The Maslach Burnout Inventory (MBI) developed by Maslach and Jackson can measure these. (1981b) Emotional exhaustion refers to feelings of overextension and exhaustion caused by daily work pressures…. 'A pattern of emotional overload… (where) people feel drained and used up. They lack energy to face another day (Maslach, 1982b, p. 3). Depersonalization refers to the development of negative attitudes and impersonal responses towards the people with whom one works. Maslach and Pines (1977) identified depersonalization as 'a very cynical and dehumanized perception of (clients)… in which they are labeled in derogatory ways and treated accordingly' (p. 101). The personal accomplishment dimension refers to feelings of inadequate personal achievement, accompanied by a diminished sense of self-esteem. Maslach and Jackson (1981) described this aspect of burnout as 'the tendency to evaluate oneself negatively, particularly with regard to one's work with clients' (p. 1).

During the 1990s, the popularity in measuring burnout through using the MBI grew. The MBI identifies a form of burnout specific to those individuals who work in the helping service professions, such as therapists, counselors and social workers. A series of studies were conducted throughout the 1990s using the MBI and showing the relationship between workload, stress and burnout (Friesen and Sarros, 1989;

Friedman, 1991; Friedman and Farber, 1992; Friedman, 1995). The work by Friedman, conducted in Israel, has focused on school factors associated with burnout, the relationship of teachers' professional self-concept as a predictor of burnout and the contribution of student behaviour patterns to teacher burn-out. Although this literature does not identify workload as a source of burn-out, this literature relates burn-out to workload by identifying a number of workload factors found to be responsible for burn-out. This literature is interesting both because of its refinement of the issues as well as the methodology used. It is worth presenting the issues in detail.

The aim of the first study by Friedman in 1991 was to identify school factors associated with teacher burnout. For that purpose, the organizational characteristics of those schools in which most teachers reported high levels of burnout (high - burnout schools) and schools in which most teachers reported low burnout level (low-burnout schools) were identified and compared. A sample of 1, 597 elementary school teachers were given a modified version of the Maslach Burnout Inventory, including a background information section, followed by interviews with principals, teachers and other school actors. The findings in this study indicated that four major school culture variables contribute to teacher burnout: (a) the drive toward measurable goal-achievement behavior imposed on teachers by school administration (b) lack of trust in teachers' professional adequacy, (c) circumscribing school culture, (d) and disagreeable physical environment. Age, sex, level of education, and number of years in teaching are background variables also associated with high and low levels of burnout. These sources of burn-out are a combination of contextual and external factors: physical environment and school culture, lack of trust in teachers and growing external demands.

In 1992 Friedman and Barber published the results of another study. The primary goal of this research was to investigate the relationship of teacher burnout to the various ways that teachers view themselves professionally and to the ways in which they sense that others within the educational system view them. A total of 641 teachers in 40 Israeli elementary schools completed a modified form of the Maslach Burnout

Inventory and a composite measure of professional self-concept. Results indicated that of several dimensions of professional self-concept, professional satisfaction – how teachers feel about the gratification they receive from teaching – bore the strongest negative correlation to burnout; that among the possible discrepancies among scores on the self-concept dimensions, the discrepancy between teachers' views of themselves as professionally competent and professionally satisfied bore the strongest correlation to burnout; that stronger correlations to burnout existed in terms of how teachers perceive themselves rather than how they feel that others perceive them; and that from the point of view of teachers, both parents and principals have an exaggerated sense of teachers' professional satisfaction, discrepancies that in both cases were significantly correlated with burnout. Teachers, it was argued, need to give themselves credit for even partial educational successes, to prevent burnout.

When these findings are linked to Hargreaves' cited earlier, then teachers who are professionally driven by a commitment of care can burn out because of these reasons, and not only those related to workload.

The final article that Friedman published in 1995 reports on two studies that examined how typical student behaviour patterns contribute to predicting burnout among teachers in general and amongst male and female teachers possessing different pupil control ideologies. The sample for study 1 involved 348 teachers from both religious and secular schools in Israel and 356 of their students. The sample for study 2 involved 391 Israeli elementary and secondary schoolteachers. The teachers sampled completed a questionnaire composed of an adapted version of the Maslach Burnout Inventory, the Pupil Behaviour Patterns Scale and an adapted version of the Pupil Control Ideology scale. The students in study 1 filled out an open-ended questionnaire. The typical student behaviours – disrespect, inattentiveness and sociability – accounted for 22% of teacher burnout variance for the whole sample and for 33% of burnout variance in teachers in religious schools. Humanistic teachers were affected mainly by disrespect, whereas custodial teachers were affected mainly by

students' inattentiveness. Burnout among female teachers in general was mainly affected by students' disrespect.

These articles have focused on the relationship between workload and specific sets of factors relating to stress. There is also a literature showing how teachers have responded, and less desirable consequences linked to burn-out have included:

- Leaving the profession altogether/resignations-especially among young teachers;
- Under-performing, thus compromising the quality of teaching rendered to learners;
- Resorting to alcoholism and drugs to escape sense of stress and burn-out.

In conclusion, then, the literature on workload shows that teachers' workload can increase for a variety of reasons that are both external and internal. External causes can be both those emanating from the state in the shape of new curricula and assessment systems, as well as from school contexts and cultures, class size, number of English Second Language (ESL) learners in class and increasing diversity of classrooms. Internal causes depend on teachers' professional self-concept and relate to teachers' perceptions about their work, either as a result of the training they receive or because of their own self-motivation. The study reported on here focuses on external rather than internal reasons for workload.

Solutions

Workload is highly variable as shown above depending on a range of factors. The studies cited above all promote different ways of resolving the problems they specifically address. Whereas some have argued for the importance of negotiation and bargaining (Naylor, 2001), others have argued that collective bargaining contracts have done little to change workload because even slight improvements are expensive

(Selden, 1969). Thus for example, in the US context, to establish a four-period instructional day and a 25-pupil class size would have required doubling the workforce. Other attempted remedies have included the use of paraprofessionals, promotion of improving the image and working conditions of education, and so on.

Other policy proposals have included:

- A reduction in the teachers' working week and guaranteed non-contact time for planning' preparation, marking and reporting (Harris, 2002);
- A reduction in the workload of the new teachers by about 70% to allow for their effective induction (Buchner, 1997);
- The appointment of assistant teachers to relieve teachers to focus on core aspects of their work;
- Flexible use of support staff;
- Workplace support networks for teachers, consisting of colleagues and principals;
- The equipping of individual teachers with stress management strategies;
- The provision of wider access to information and technology to support work across a school (Harris, 2002);
- Exploring the role of principals in managing schools to improve the work-balance for teachers (PwC, 2002).

While most strategies that deal with the problem of work overload lead either to an inevitable call for greater resources into the system, or to negative effects on the personal lives of teachers, other more nuanced and local strategies based on cooperative planning and team work could contribute to educators' coping better with their workload. In this study, an effort has been made to seek teachers' own identifications of the source of their workload and their proposed solutions.

SOUTH AFRICAN LITERATURE

The review of the international literature above has examined literature on international norms, reasons for increased workload and the impact of workload. Reasons for increased workload include class size; the expanded roles of teachers; professionalisation and intensification of work including increased curriculum and assessment demands; the growing accountability movement; salary and status and the beginning teacher syndrome. Studies on the impact of workload have also linked workload to school variables, teachers' professional concept and student behaviour. Much of this literature could be seen as forming part of the wider 'change' literature focusing on the impact of educational reform and restructuring in the last twenty years.

These debates are well-rehearsed in the South African literature, where many parallels have been drawn. There is a well-known body of South African literature that has drawn attention to the impact of post-apartheid curriculum, assessment and teacher policy change on teachers' working lives. (see for example Jansen, 1997, 1998a, 1998b; DOE, 2000; Booyse and Swanepoel, 2004; Stoffels 2004). But neither this literature - important as it is in identifying the problem - nor the large number of unpublished theses by students that suggest that workload is a key concern (see References), explicitly address the relationship of workload against national and international policy on workload or examines the latter in relation to actual workloads carried in day-to-day practice. Nor do they theorise and explain it. Amongst the sixteen theses on the topic since 1994, for example, there is an emphasis on stress levels and coping styles of teachers in secondary, township schools dealing with outcomes-based education and special education, but little examination of the reasons for and content of increased workload, how this might vary across different provinces, types of schools, age and experience of teachers, what the impact is on time-use and what teachers themselves propose as the solutions.

A recent study conducted by the HSRC for the ELRC on *Potential Attrition in Education: The impact of job satisfaction, morale, workload and HIV/AIDS* in 2004 echoes the view in earlier South African studies that teachers' workload has increased as a result of policy and curriculum change (Hall, Altman, Nkomo, Peltzer, Zuma, 2005). The study's main concern was with factors that determine the supply and demand for educators based in public schools. Part of a larger study conducted in 2003, it focused on educator attrition and the role played by job satisfaction, morale, workload and HIV/AIDS in attrition.

On the basis of a sample of 20 626 educators representative of public schools in the nine provinces of South Africa, the opinions of educators who indicated that they often, or from time to time, considered leaving their profession were analysed and compared (HSRC/ELRC 2005, p. 25). Approximately 55% indicated that they had thought about leaving and forty four percent of the sample stated that they did not want to leave. (Ibid., p. 7) An article by the Minister of Education, Naledi Pandor, in the *Sunday Independent* (22 May 2005) showed that in fact only 5% did leave the profession. This would seem to invalidate the rest of the findings. They are nonetheless relevant to this study as they suggest some of the principal issues for a closer investigation.

Workload was indeed one of the main reasons prompting those who had thought about leaving to in fact think about it. Inadequate remuneration was cited by 40%, heavy workload by 24%, and OBE by 12% (ELRC/HSRC, 2004, p. 13). Only 19% of educators reported that their workload had remained stable over the last three years; (p. 14) the average class for 23% of educators consisted of 30-41 learners (ibid) and most educators (54%) indicated a working week (*teaching* hours during and after formal school) of between 30 and 41 hours. This working week *excluded* time spent on other activities such as school functions and recreation. The number of hours that the majority of teachers spent on teaching had not appeared to change since 2001 (Ibid).

The report recommended that:

> Educators should be released from administration tasks and other activities that increase their workload and distract their attention from teaching. The workload of educators has increased as a result of various policy changes that have been implemented in education. In-service training should be provided by trainers who are familiar with the challenges of teaching to empower educators with practical knowledge and skills to ensure a smoother and more effective transition to the new systems and curricula. However, without access to proper facilities and learning materials such as libraries, laboratories and computers, effective implementation would be limited. Information systems in education should be streamlined and standardised across provincial departments to allow for uniform, quick capturing and accessing of statistics. Members of the community, for example parents and business owners, should become more involved in the schools in their neighbourhood. They could contribute to education by sharing their expertise and resources. 'Buddy systems' between schools should also be developed to assist schools in poor socio-economic environments. (p. 29)

The study is useful as a point of comparison for a more in-depth investigation into issues of workload in the South African context.

An important recent PhD thesis by Newton Stoffels (2004a and b) draws on Gitlin and theorises teachers' work in OBE South African contexts in terms of 'the threat of intensification'. In a fine study observing teachers' classroom practice, he shows that:

> Despite (the) apparent flexibility in curriculum decision-making, it seems as if the work of teachers currently operating at the intersection of C2005 (Curriculum 2005) and the traditional curriculum is characterised by the very same manifestations of intensification which Hargreaves (1992) enumerated. These include heightened expectations (outcomes-based teaching), increased accountability (CASS), more and more administrative work (portfolios), enforced diversification of expertise (integrated science) and a lack of time for proper lesson preparation and professional development (2004b, p. 24).

Their response Stoffels characterises as being related to 'the threat of intensification.'

Together with the new accountability literature which draws attention to the capacities of different kinds of schools to respond to external accountability requirements, this approach suggests a theoretical framework that is able to include the diverse demands made on teachers. The study reported on below will consider the issues Stoffels identifies, but also include others within its frame, such as class size, the Integrated Quality Management System and changing expectations and roles of

teachers. The study reported on below confirms both the work of Shisana et al (2005) and Stoffels (2004) but also provides both more content to the notion of 'administration' and 'OBE' as adding to workload, and shows that there are substantial differences between workload in policy and in practice. This study does not examine actual accountability systems in schools, and how these relate to the ability to respond to external requirements, but this is surely a vital area for further investigation.

CONCLUSION

There is a considerable international literature on workload that has linked increased workload to class size; new roles and expectations of teachers, including a pastoral role in relation especially to children with special needs; new curriculum and assessment demands; accountability requirements linked to new regimes of teacher regulation; school culture and student discipline and professional self-concept. In South Africa this literature has been represented in a now well-documented view that policy change has increased stress and workloads of teachers. This report intends to examine this issue in greater depth, probing the content and substance of the claims, as well as providing recommendations promoted by educators themselves.

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METHODOLOGY

INTRODUCTION

The Education Labour Relations Council specified the basic design and method for this study. It was to consist of a survey of 900 schools across the different provinces. This methodology was further developed to include a questionnaire and time-diary as well as qualitative research. Qualitative methods were used before and after the survey. Qualitative methods were used before the survey to test the questionnaire and time-diary to be used during the survey as well as to conduct observations of workload. This pilot study provided valuable information that assisted in modifying the questionnaire and time-diary to be used in the survey. Case studies, using observations, in-depth interviews and documentary evidence were conducted after the survey to validate survey data. The research before and after the survey yielded information that was triangulated with that derived from the survey. Ethical clearance was sought and attained by the HSRC Ethics Committee before the research was conducted.

Data was collected on teachers' activities both during the formal school day, and outside the formal school day. The 'formal school day' as referred to in this report is constituted by the mandatory seven hours that *educators* are required to be at school during the week, and generally starts earlier and ends later than the school day for learners. Both the formal school day, and outside the formal school day are defined in the PAM in terms of the core duties covered during these times.

Below, greater detail is provided on:

- The pilot study;

- The survey;
- The in-depth case studies.

PILOT STUDY

The pilot study was conducted in October and November 2004. It had four aims:

- To test the educator workload questionnaire;
- To test the educator and principal time diaries;
- To observe educator workloads for one week in five primary and five high schools; and
- To compare educator time diaries with fieldworker observations of educators' workload.

Ten pilot schools were selected, representing previous departments and covering both rural and urban schools in four provinces. The pilot selected the principal of each school and one educator across the range of grades and learning areas offered. Although fieldworkers tried to ensure that educator selection was gender representative, there were no male educators available in the grades and learning areas required.

Table 2: Pilot schools and educators

Province			School Type	Ex-Department				Grade
	Location	Learning Area		DET	HOA	HOD	HOR	
MP	Rural	Maths	Primary	1				6
	Rural	Maths	Secondary	1				10
KZN	Urban	Foundation Ph	Primary		1			2
	Urban	Commerce	Secondary		1			11
	Urban	Foundation Ph	Primary			1		3
	Urban	SocSciences	Secondary			1		9
WC	Urban	Nat Sciences	Primary				1	5
	Urban	Nat Sciences	Secondary				1	9
GT	Urban	Languages	Primary	1				5
	Urban	Languages	Secondary	1				11

Experienced fieldworkers underwent one day of training on questionnaire administration, observation, taking field notes, ethics and gaining access. Fieldworkers spent a week in each school. Principals consulted with staff and assigned one educator to pilot the educator questionnaire and time diary. Fieldworkers explained the questionnaire and time-diary to each educator and principal and noted any problems in understanding the instruments. The educator and principal then filled in the first part of the questionnaire. The fieldworker also obtained the educator's official timetable and noted the official starting and ending time of the school day.

The fieldworker kept notes of the educator's activities on a time sheet throughout the formal school day and outside the formal school day for the observation week. When the fieldworker could not observe the educator once he/she left the school, the fieldworker interviewed the educator the next day to find out all school related activities carried out by the educator. The fieldworker also interviewed the educator about school related activities over one of the weekends either at the beginning or end of the observation week. The fieldworker monitored the educator filling in the time diary and noted any questions and difficulties. The fieldworker also checked periodically with the principal to see if he/she was filling out the time diary and whether there were any problems. Fieldworkers were also asked to find out the criteria by which schools assign workloads and to note any specific activities during that week that might alter the normal workload of the educator such as school concerts or exams.

On the last day of the observation week, the fieldworker asked the educator and principal to fill out the last part of the questionnaire and conducted a short interview with the educator and principal about their experiences of filling out the time diary and answering the questionnaire.

The pilot study recommended a number of changes to the time-diary and questionnaire; both were modified in the light of the pilot results. In addition, there

were recommendations regarding access to schools. The categories finally used in the time-diary best reflected on the one hand the range of activities that the ELRC required to be investigated, and on the other, those activities identified in the literature and by educators themselves as constituting discrete parts of their work. This allowed for a more detailed and nuanced interpretation of those elements in the working life of educators that constitute 'workload.'

SURVEY

Introduction

The fieldwork for the survey was conducted in February and March 2005. The study covered all the four phases of the education system (Foundation, Intermediate, Senior and FET phases). The entire list of schools in South Africa formed the sampling frame from which a sample was drawn. The value of using this sample frame was that a national representative sample could be drawn and the results of the survey could be properly weighted to the target population. The sampling unit was the school from which a sample of educators could be drawn. The list of schools was obtained from the Education Management Information Systems (EMIS) and School Register of Needs (SRN) databases, available in the National Department of Education (NDOE). The Annual Survey for Schools was also used for this purpose. Some of these databases have not been updated since 2002 and some are missing critical information concerning educators.

Sampling

A complex sample design was used that included stratification of schools by identified key variables such as province, district municipalities, location (urban/rural), school type (primary/high school), ex-departments, school size (enrolment) and average class size. The sample size for the study was 900 schools (100 schools from each province). A proportionate stratified sampling technique was used

to ensure that schools that were selected were representative with respect to the characteristics (key variables) listed above. The HSRC's GIS Centre produced provincial maps showing the distribution of sampled schools, road network and nearby towns. These maps helped the field research teams to locate the schools.

All the principals of the sampled schools participated in the study. Five educators were sampled from each school according to subject clusters as follows:

Table 3: Sample of educators from each school surveyed

Subject cluster	Primary school	High school	Combined
Foundation Phase	1	-	1
Mathematical sciences	1	1	1
Languages	1	1	1
Sciences	1	1	1
Humanities	1	1	1
Total	5	5	5

Proportionate sampling was used to draw representative numbers of both female and male educators. A research team composed of HSRC researchers, fieldworkers and supervisors was recruited, trained and sent to schools to administer the questionnaires directly to the educators. The time-diaries were left with educators for a week so that they could record their time. Spot checks were also made to ensure quality of fieldwork. Out of 5400 questionnaires and time-diaries administered, 4714 were returned and 3909 were analysed.

Questionnaire and time-diary

Educators were required to fill in both a questionnaire as well as a time-diary (the research instrument is attached in Appendix A). The questionnaire was short, and comprised two sections: one requested basic school and educator information, and the second included questions designed to elicit perceptions and responses to whether workload had increased, what had increased it and what needed to be done about it.

The time-diary allowed educators to record time spent during and outside the formal school day, Monday to Sunday, on the following activities:

- Teaching time;
- Planning and preparation;
- Reports and record-keeping;
- Extra and co-curricular duties;
- Pastoral duties;
- Assessment and evaluation;
- Supervisory and management functions;
- Professional development.

Fieldworkers delivered and explained the time-diary to schools and educators during the first week of fieldwork, checked progress during the subsequent week when the time-diary was being filled in, and collected it during the two weeks thereafter.

The categories were drawn from the PAM and the ELRC brief, and were reworked in the light of the pilot and a review of the literature on teachers' workload. A distinction is made in the activities between teaching and assessment and evaluation. Assessment and evaluation is central to teaching. However the distinction made in the study refers to the difference between evaluation and assessment activities that are about teaching (and the mediation of knowledge), and those that are administrative (such as the inputting of marks).

In the list of categories used in the survey presented above, and in the definition given in the case studies, Assessment and Evaluation refers to those assessment and evaluation activities that are administrative. These would include such activities as checking that homework has been done, inputting marks, and marking work (where there is no interaction with the learners). Where assessment and evaluation involves the transmission or mediation of knowledge, this would constitute teaching. The latter would include going through a test with learners, marking learners' books and

making the criteria for an appropriate production available to them, or asking learners questions.

The reason for separating out assessment and evaluation is two-fold. The first refers to the above conceptual difference between teaching and administration. The second was to investigate in more detail the administrative requirements of teachers relating to the curriculum. The latter were reported but not explored in depth in the ELRC/HSRC study on teacher attrition (Hall et al, 2005).

Statistical analysis techniques

Both descriptive and inferential statistics were used in the analysis of the data. Descriptive statistics, such as frequencies, means, and standard deviations, were used to describe the sample and the major variables of the study while inferential statistics such as One-Way Analysis of Variance (ANOVA) and Chi-Square (χ^2) were used to compare the average time spent on various activities by educators and the proportions by their biographical characteristics.

CASE STUDIES

The purpose of the follow-up qualitative study was to verify and strengthen the findings from the survey. It was conducted while the survey data was being captured and analysed in April and May 2005. As in the survey, the primary aim was to establish the number of working hours that educators are involved in their various tasks. The study *observed* educators for three full school days, focusing on how their time was distributed across various tasks. Observations were used in order to offer a validity check of the self-report data gained from the questionnaires of the survey. *Interviews* were conducted with principals and teachers to probe the impact of policy, especially outcomes-based education and continuous assessment. Researchers also examined school and teacher *time-tables* to consider the relationship between the formal allocation of time and the actual use of time by teachers. The principal

interviews considered principals' teaching load, and their management functions with respect to time use and workload in the school (i.e. who designs the timetable, what criteria are used, etc.).

Ten schools in five provinces were selected for the post-survey qualitative research: five primary (Grades R - 7) and five secondary (Grades 9 - 12). For each, there were two former DET schools, one former House of Assembly, one former House of Representatives and one former House of Delegates school. The sample also captured a range of phase levels in schools, and included a combination of urban and rural schools. The sample was consistent with the sampling frame of the survey. See Table 4 below.

Table 4: Sample of educators from case study schools

Province	School Type	Ex-Department				Phase
		DET	HOA	HOD	HOR	
GT	Primary		1			Foundation
	Secondary	1				Senior
WC	Primary	1				Foundation
	Secondary		1			Senior
NC	Primary				1	Intermediate
	Secondary				1	Senior
KZN	Primary			1		Intermediate
	Secondary			1		FET
FS	Primary	1				Senior
	Secondary	1				FET

A total of 10 educators and 10 principals in 10 schools participated in this part of the study. Purposive sampling was used, where fieldworkers selected schools that were accessible to them, within the criteria represented above.

The principal in each school approached teachers to volunteer to participate in the study. One teacher in each school was observed for three days in a single week, on Monday, Tuesday and Friday, for the full duration of the formal school day. Researchers made observations at at least five-minute intervals. Detailed open recording was used. The data generated was then coded and analysed. Interviews with teachers and principals were conducted. The timetables of teachers were

collected, as well as documents relating to the teachers and principals' administrative duties.

The analysis focused on teachers' work within the *formal school day* (varying between 7am and 9am to between 2pm and 4pm). The findings from the case study research, therefore, do not take into account work that teachers do outside of this time.

RELIABILITY AND VALIDITY ISSUES AND LIMITATIONS OF THE STUDY

The study was based on a representative sample of schools that included primary and secondary levels, and were drawn from both rural and urban areas. The representative sample of schools from which educators were drawn was critical in ensuring that the information gathered was valid and reliable and could be generalized to all educators in South Africa. Both a survey method (quantitative) and a case study (qualitative) were used for triangulation purposes in order to increase the quality (or validity) of the information gathered. A pilot study was conducted to test the instruments in terms of time taken to complete them, clarity of the questions and consistency in responding. Questions that did not elicit the expected response were revised.

Once the questionnaires were completed they were captured twice by different data capturers and then compared for accuracy. The data was cleaned and then analysed. Data that were considered unrealistic, for example, educators spending more than 24 hours in a day on their various activities, were considered extreme values and were consequently excluded.

The gathering of survey data from educators had its own limitations. The survey data depended on educators understanding the categories of time use given in the survey, and filling these in accurately. In order to optimise this, fieldworker training focused carefully on this aspect, and fieldworkers were required to spend time with each individual educator in ensuring that these categories were understood. Further,

follow-up fieldworker visits, and visits to schools from quality assurors, assessed and where necessary remediated this research activity in order to improve the validity and reliability of the data.

Finally, the survey data relies on self-report data from educators, and the researchers thus had to rely on the educators to provide accurate information. The time diary expected very detailed reporting of time spent on different activities, and in some cases the responses provided a broad picture rather than specific breakdowns. Many of the effects of inaccurate reporting would be ironed out given the size of the sample. A check on the self-report data was introduced through the observations that were conducted in schools and which confirmed the general patterns and trends in the survey.

In analysing the data there were a wide number of variables that could be potentially used in considering teachers workload. The aim of the analysis was to foreground those school and educator characteristics that revealed patterns most starkly. Further work would entail looking at different combinations of variables and relationships between different factors contributing towards teacher workload.

CONCLUSION

The combination of the pilot, the survey research, including a questionnaire and time-diary, and the in-depth case study research provided the evidence for the conclusions of this report.

EDUCATORS' TIME ON TASK

INTRODUCTION

The main aim of the study was to determine the number of hours that educators spend on their various activities, to compare this with national policy and to assess the impact of different policies on workload. These activities are:

- Teaching;
- Preparation and planning;
- Assessment and evaluation;
- Management and supervision;
- Records and report-keeping;
- Professional development;
- Pastoral care;
- Extra-curricular activities;
- Guidance and counselling;
- Breaks.

This chapter presents the findings of the survey conducted in conjunction with a time-diary in which educators were asked to record the time they spent on these different activities during and after the school day throughout the week. It begins with some methodological considerations, and then discusses the overall descriptive statistics on the maximum number of hours educators spend on their activities. This is followed by a more detailed examination first of time spent over the course of week, during and outside the formal school day, on core activities (teaching, planning and preparation), then on administration-related activities (management and supervision, assessment

and evaluation, and reports and record-keeping), and finally on non-administration-related activities (extra-curricular activities, professional development, pastoral care, guidance and counselling and breaks). In each case, the results are discussed in relation to demographic and biographical variables including type of school, province, school location, former department, gender, age, teaching experience and qualifications, phase taught, school size, class size, learning area taught and post title.

METHODOLOGICAL CONSIDERATIONS

As indicated in the previous chapter, both descriptive and inferential statistics were used in the analysis of the data. Descriptive statistics, such as frequencies, means, and standard deviations were used to describe the sample and the major variables of the study, while inferential statistics such as One-Way Analysis of Variance (ANOVA) and Chi-Square (χ^2) were used to compare the average time spent on various activities by educators and the proportions with their biographical characteristics. Table 5 shows the distribution of schools by school type and former department of education. The table indicates that about 68% of the schools that participated were primary, 21% secondary and 12% combined. About 61% were former DET schools.

Table 5: Distribution of schools by school type, former department and province

	EC	FS	GT	KZN	LP	MP	NC	NW	WC	Total
School type										
Combined	35	5	8	5	2	17	11	3	6	92
Primary	37	71	69	62	63	58	73	75	75	583
Secondary	15	13	23	26	35	25	14	15	19	185
Total	**87**	**89**	**100**	**93**	**100**	**100**	**98**	**93**	**100**	**860**

Ex-Department.

	EC	FS	GT	KZN	LP	MP	NC	NW	WC	Total
Ex-HOA	6	8	33	10	6	7	13	7	19	109
Ex-DET	70	70	48	59	89	82	19	75	12	524
Ex-HOR	6	1	5	3	0	4	58	0	61	138
Ex-HOD	0	0	5	9	0	3	1	2	0	20
New-1994	3	5	3	5	4	1	2	3	4	30
Independent	2	2	2	3	1	1	5	1	3	20
Unidentified	0	3	4	4	0	2	0	5	1	19
Total	**87**	**89**	**100**	**93**	**100**	**100**	**98**	**93**	**100**	**860**

Some educators reported unrealistic amounts of time spent on many of the school activities. Limits were accordingly set to eliminate the outliers. These limits reduced the number of respondents from 4714 to 3909. The reduction is minimal given the very large set of respondents; it does not affect the validity of the results emanating from the analyses.

The report now proceeds with presentation of statistics on:

- Average total time spent by educators on their work;
- Distribution of average time across different school-related activities;
- Analysis of workload by days of the week and week ends;
- Time spent on core, administration-related and non-administration-related activities.

AVERAGE TOTAL TIME SPENT BY EDUCATORS ON THEIR WORK

The descriptive statistics of the average total time spent disaggregated by demographic variables are presented in Tables 6 to 19. The large standard deviations are evident in the wide variation of the reported times spent by educators in the various school activities. The main findings and the related tables are presented in summary below:

The average total time reported spent during and outside the formal school day by educators on all activities relating to the job amounts to 41 hours per week (see Table 6 below).

Table 6: Descriptive statistics of average total time by Province

Province	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Eastern Cape	387	38.27	14.57	.74	36.81	39.72	5.00	96.00
Free State	414	41.01	16.07	.79	39.46	42.56	5.00	93.00
Gauteng	454	47.07	17.13	.80	45.49	48.65	1.00	96.00
KwaZulu-Natal	427	38.98	18.02	.87	37.26	40.69	1.00	94.00
Limpopo	487	36.89	15.02	.68	35.56	38.23	3.00	89.00
Mpumalanga	489	44.75	18.75	.85	43.08	46.41	3.00	103.00
Northern Cape	418	44.02	13.95	.68	42.68	45.37	5.00	100.00
North-West	349	37.50	18.33	.98	35.57	39.43	2.00	100.00
Western Cape	484	41.82	14.57	.66	40.52	43.12	1.00	96.00
Total	3909	41.28	16.67	.27	40.76	41.81	1.00	103.00

Fewer hours are reported as spent on school-related activities during and outside the formal school day in rural areas than in urban areas, ranging from an average of 38.3 hours in rural areas, to 41.5 hours in semi-rural areas and 43.8 hours in urban areas (see Table 7 below).

Table 7: Descriptive statistics of average total time by school location

School location	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Urban	1331	43.83	16.50	.45221	42.94	44.72	1.00	96.00
Semi-rural	1148	41.52	16.70	.49277	40.56	42.49	1.00	100.00
Rural	1341	38.34	16.31	.44531	37.46	39.21	3.00	103.00
Total	3820	41.21	16.65	.26935	40.68	41.74	1.00	103.00

The average amount of time spent by educators in school-related activity across all school types – primary, secondary and combined schools - was reported as 41 hours (see Table 8 below).

Table 8: Descriptive statistics of average total time by School type

School type	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Primary(Gr1-7)	2571	41.33	16.61	.33	40.69	41.98	1.00	103.00
Secondary(Gr8-12)	844	41.07	16.74	.58	39.94	42.20	3.00	91.00
Combined or any other	438	41.66	16.75	.80	40.08	43.23	4.00	98.00
Total	3853	41.31	16.65	.27	40.79	41.84	1.00	103.00

Educators in former House of Assembly (HOA) schools reported spending more time on their activities during and outside the formal school day than do educators in former House of Delegates (HOD) schools, independent schools, House of Representatives (HOR) schools, Department of Education and Training (DET) schools, and new schools. Educators in former DET and new schools spend least time on their activities (see Table 9 below).

Table 9: Descriptive statistics of average total time by former department

Former Department of the school	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Historically white school (ex-House of Assembly)	564	49.75	15.04	.63	48.50	50.99	1.00	93.00
Historically coloured school (ex-House of Representatives)	609	43.82	14.56	.59	42.66	44.98	1.00	100.00
Historically black school (ex-DET including homeland schools)	2290	38.58	16.59	.35	37.90	39.26	1.00	103.00
Historically Indian school (ex-House of Delegates)	102	46.89	18.18	1.80	43.32	50.46	5.00	92.00
School established by new government after April 1994	156	36.71	17.90	1.43	33.88	39.54	4.00	96.00
Independent school	84	41.63	15.27	1.67	38.32	44.94	10.00	87.00
Total	3805	41.29	16.66	.27	40.76	41.82	1.00	103.00

Females reported spending less time than men on their tasks (see Table 10 below). The analysis does not differentiate between male and female teachers at different post levels, but presents a broad picture only.

Table 10: Descriptive statistics of average total time by Gender

Gender	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Male	1418	42.18	17.02	.45	41.29	43.06	1.00	100.00
Female	2473	40.79	16.43	.33	40.14	41.44	1.00	103.00
Total	3891	41.30	16.66	.27	40.77	41.82	1.00	103.00

Educators within the 36-45 age group and below 26 years of age reported spending slightly less time than those in other age groups on school-related activities (see Table 11 below).

Table 11: Descriptive statistics of average total time by Age Group

Age Group	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Below 26	27	40.74	15.41	2.97	34.65	46.84	15.00	75.00
26-35	827	42.19	16.60	.58	41.06	43.33	2.00	97.00
36-45	1722	40.56	16.66	.40	39.77	41.34	1.00	103.00
46-55	1087	41.59	16.76	.51	40.60	42.59	1.00	100.00
Older than 55	223	42.23	16.10	1.08	40.10	44.35	5.00	89.00
Total	3886	41.29	16.64	.27	40.77	41.82	1.00	103.00

Educators with fewer than three years experience reported spending least time on their activities (see Table 12 below).

Table 12: Descriptive statistics of average total time by Teaching experience

Teaching experience	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Fewer than 3 years	85	40.98	17.68	1.92	37.16	44.79	5.00	92.00
3 to 5 years	191	42.36	16.74	1.21	39.97	44.75	8.00	94.00
6 to 10 years	556	41.86	17.21	.73	40.43	43.30	4.00	103.00
11 to 15 years	1040	40.11	16.31	.51	39.12	41.11	1.00	100.00
16 to 25 years	1291	41.46	16.67	.46	40.56	42.37	1.00	98.00
More than 25 years	708	42.01	16.58	.62	40.78	43.23	1.00	100.00
Total	3871	41.29	16.67	.27	40.77	41.82	1.00	103.00

There is no real difference in total time reported as spent on different activities between educators working in different phases (see Table 13 below).

Table 13: Descriptive statistics of average total time by Education Phase

Education Phase	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Foundation Phase (Gr 1-3)	998	40.43	16.15	.51	39.43	41.44	1.00	98.00
Intermediate Phase (Gr 4-6)	1439	41.94	16.63	.44	41.08	42.80	1.00	103.00
Senior Phase (Gr 7-9)	900	41.06	16.85	.56	39.96	42.16	3.00	100.00
FET Phase (Gr 10-12)	509	41.23	17.24	.76	39.73	42.73	3.00	98.00
Total	3846	41.25	16.65	.27	40.72	41.78	1.00	103.00

More total time is reported spent on school-related activities by educators in schools that are smaller than 200 learners and less time is spent by educators in schools with over 200 learners (see Table 14 below);

Table 14: Descriptive statistics of average total time by School Size

School size	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Fewer than 100 learners	134	42.23	16.22	1.40	39.46	45.00	3.00	103.00
101 to 200 learners	166	41.57	15.94	1.24	39.12	44.01	5.00	91.00
201 to 400 learners	608	40.24	16.43	.67	38.94	41.55	2.00	96.00
401 to 800 learners	1407	40.87	16.53	.44	40.00	41.73	1.00	98.00
Over 800 learners	1520	42.02	16.95	.43	41.17	42.88	1.00	100.00
Total	3835	41.30	16.65	.26	40.78	41.83	1.00	103.00

Educators in classes with over 50 learners report that they spend noticeably less time on their activities than educators with fewer than 50 learners per class (see Table 15 below).

Table 15: Descriptive statistics of average total time by largest class size

	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Below 30	345	43.55	15.40	.83	41.92	45.18	5.00	103.00
30-35	480	41.93	16.18	.74	40.48	43.38	2.00	95.00
36-40	660	44.12	16.91	.66	42.82	45.41	1.00	100.00
41-50	1165	41.10	16.72	.49	40.13	42.06	1.00	100.00
51-60	573	39.23	16.46	.69	37.88	40.58	4.00	97.00
61-70	279	39.28	16.70	1.00	37.31	41.24	5.00	98.00
71-80	134	37.33	17.49	1.51	34.34	40.32	3.00	90.00
More than 80	188	39.36	16.79	1.22	36.95	41.78	6.00	87.00
Total	3824	41.31	16.66	.27	40.79	41.84	1.00	103.00

Educators in classes with more than 40 learners report spending less time on their activities than educators with fewer than 40 learners in their classes (see Table 16 below).

Table 16: Descriptive statistics of average total time by smallest class size

	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Ten or fewer	86	42.65	16.35	1.76	39.15	46.16	10.00	91.00
11-20	327	43.05	16.55	.92	41.24	44.85	3.00	103.00
21-30	668	42.39	15.29	.59	41.23	43.55	2.00	92.00
31-35	668	42.17	16.81	.65	40.89	43.45	2.00	100.00
36-40	822	41.48	17.66	.62	40.27	42.69	1.00	100.00
Over 40	1093	39.53	16.48	.50	38.55	40.51	1.00	98.00
Total	3664	41.36	16.65	.28	40.82	41.90	1.00	103.00

Social Science educators report spending more total time on their activities than educators in other learning areas (see Table 17 below).

Table 17: Descriptive statistics of average total time by Learning area

Learning area	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Mathematics /numeracy	1108	41.37	16.92	.51	40.37	42.37	1.00	100.00
Natural sciences and Technology	496	41.38	16.28	.73	39.94	42.81	3.00	100.00
Languages / literacy	800	40.83	17.40	.62	39.62	42.04	1.00	98.00
Social sciences	238	42.69	16.79	1.09	40.54	44.83	6.00	96.00
Arts & culture	71	40.04	18.39	2.18	35.69	44.39	5.00	93.00
Life orientation	102	40.51	17.44	1.73	37.09	43.93	3.00	96.00
Economic & management sciences	144	41.33	16.70	1.39	38.58	44.08	3.00	91.00
Combination of the above	851	41.34	15.54	.53	40.29	42.38	5.00	103.00
Total	3810	41.28	16.66	.27	40.75	41.81	1.00	103.00

Heads of Department and School Principals report spending more time than ordinary educators and Deputy Principals on their various activities (see Table 18 below).

Table 18: Descriptive statistics of average total time by Post title

Post Title	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Teacher	2578	40.87	16.37	.32	40.23	41.50	2.00	103.00
Head of Department	560	42.59	17.26	.73	41.15	44.09	1.00	100.00
Deputy Principal	161	41.10	18.19	1.43	38.27	43.93	3.00	96.00
Principal	543	42.19	16.69	.72	40.79	43.60	1.00	93.00
Other	29	42.00	18.28	3.39	35.05	48.95	12.00	89.00
Total	3871	41.32	16.65	.27	40.79	41.84	1.00	103.00

Educators with low qualifications (Matric or lower and College teaching diploma < 3 years) report spending less time on their activities than those with higher qualifications (see Table 19 below).

Table 19: Descriptive statistics of average total time by Highest qualifications

Highest Education Attained	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
Matric (Gr 12) or lower	72	36.61	13.51	1.59	33.44	39.78	7.00	68.00
College teaching diploma (< 3 years)	613	39.27	16.71	.67	37.94	40.59	1.00	103.00
Teaching diploma (3 or 4 years)	1812	41.95	16.22	.38	41.21	42.70	1.00	98.00
B Degree (3 years)	394	41.22	18.05	.91	39.43	43.00	4.00	100.00
B (Ed) Degree (4 years)	527	41.62	16.83	.73	40.18	43.06	4.00	98.00
Post-graduate degree(s)	400	42.60	17.47	.87	40.88	44.31	1.00	96.00
Total	3818	41.37	16.70	.27	40.84	41.90	1.00	103.00

These results suggest that South African educators across the board spend less time on their activities during and outside the formal school day than regulations provide for.

However, closer examination reveals that there are significant differences between schools in relation to how time is spent by whom and on what.

DISTRIBUTION OF AVERAGE TIME ACROSS DIFFERENT SCHOOL-RELATED ACTIVITIES

Not surprisingly, as Figures 1, 2 and 3 below show, in terms of time recorded, educators spend most of their time during the formal school day teaching. This amounts to an average of 16 hours per week out of a total of 41 hours of school-related activity. Fully 25 out of 41 hours in the working week is spent on non-teaching school-related activities. Of this, about 11 hours are spent on preparation and planning, assessment and evaluation and reports and record-keeping. There are variations, however, and these will be considered below.

Figure 1 below shows the total average number of hours that educators spend in their activities in the week. Teaching takes up most hours – 16.7 – and this is followed by preparation and planning and extra curricular activity. If assessment and evaluation are combined with reports and record-keeping, as comprising administration, then they are spending on average about the same time (5.72 hrs) on these administrative activities per week as on preparation and planning (5.71 hrs).

Figure 1: Average total time in hours spent on school activities per week

Activity	Average total time in hours
Total time	41.26
Teaching	16.78
Preparation & planning	5.71
Assessment & Evaluation	3.65
Management and supervision	3
Records and report keeping	2.07
Professional development	2.24
Pastoral care	1.27
Extra curricular	4.81
Guidance & Counselling	0.76
Breaks	0.97
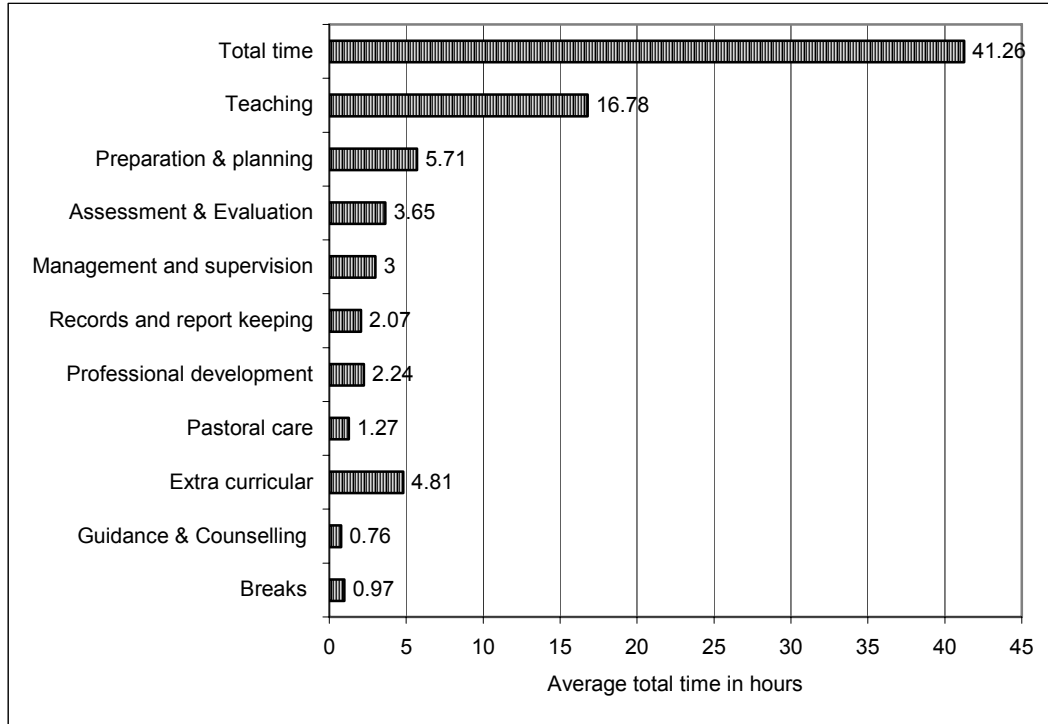
Figure 2 below separates out time spent on different activities during the formal school day, outside the formal school day, and on weekends. The Figure shows that while the highest average time spent on a given activity during the week of the study was recorded for teaching, the least time was recorded for guidance and counselling. More time is spent during the formal school day on all activities except for preparation and planning than outside the formal school day. Other than teaching, educators reported spending most time during formal school hours on management and supervision, assessment and evaluation, and extra-curricular activities. Outside the formal school day, time was taken up mostly in preparation and planning and extra-curricular activities. On weekends, time is mostly spent on preparation and planning, extra curricular activities, and assessment and evaluation.

Figure 2: Average time spent (in hours) per week on school activities
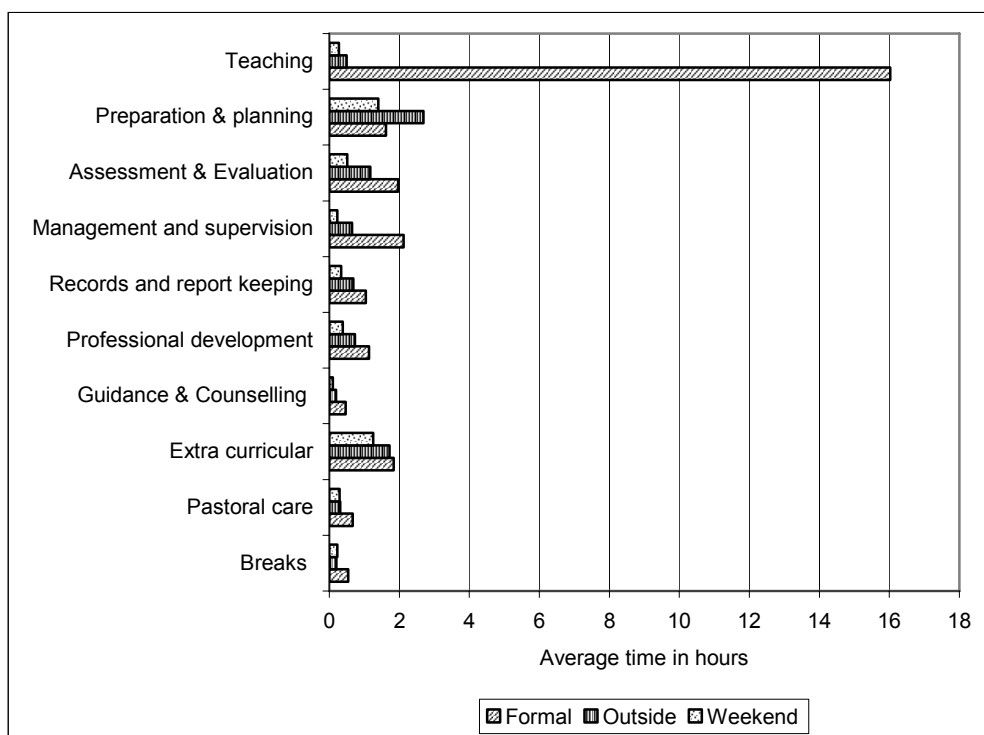
To summarize, Figure 3 below shows the percentage of the average time in hours that educators spent on different activities. The Figure shows that teachers spend an average of 41% of the total time they spend on school-related work on teaching, 14% on planning and preparation, 13.87% of time on assessment, evaluation, reports and record-keeping, and 12% on extra-curricular activities. Those activities that take up the least proportion of teachers' time are guidance and counselling, breaks and pastoral care.

Figure 3: Percentage of average time in hours spent in each school activity
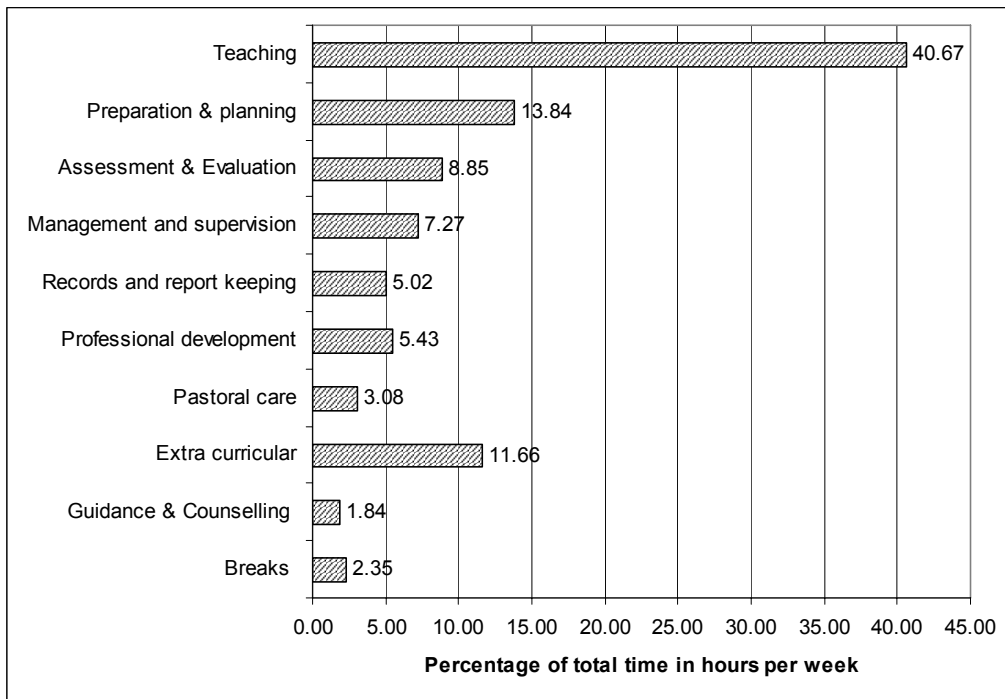
ANALYSIS OF WORKLOAD BY DAYS OF THE WEEK

Monday to Friday

The overall average time that educators reported spending on their activities is just over 41 hours per week (percentages spent on various activities are shown in Figure 3). There is a steady decrease in the time spent during formal and outside school hours as the week proceeds, starting at an average total of just over 10 hours on Monday and declining to just over 8 hours on Friday. This trend occurs across all nine provinces, only moving from a higher starting point on Monday in Gauteng at about 11 hours to a low of 8.8 hours on Friday, in comparison to Limpopo's Monday of just over 9 hours to just over 7 hours on Friday. Details of these results are presented in Table 16. The same trend can be observed when the data are disaggregated by urban, semi-rural and rural areas. In this instance, urban educators indicated that their daily workload range is from 10.7 hours on Monday to 7.2 hours on Friday. In contrast, rural educators' peak average time spent is 9.7 hours on Monday, declining to 7.8 hours on Friday (see Table 20 on the following page).

With regard to teaching level, time spent does not vary significantly between primary, secondary and combined schools (see Table 21 on the following page).

A much larger difference is evident when schools are examined in terms of their history. Educators in formerly white schools (ex-House of Assembly), report spending an average of 11.6 hours on school activities on Monday and only 9.5 hours on Friday. Educators at former black schools (ex-DET) on the other hand, spend 9.9 hours on school activities on Monday, but only 7.8 hours on Friday. A similar disparity occurs in relation to weekend work (see Table 22 on page 81).

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Table 20: Average time in hours during the week by school location

Location	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		Count
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Urban	7.69	3.05	7.34	2.96	7.13	2.76	7.10	2.59	6.75	1.60	3.10	2.36	28.27	10.50	1331
Semi-rural	7.74	2.64	7.17	2.43	7.11	2.34	6.83	2.21	6.55	1.55	3.31	2.15	27.31	9.09	1148
Rural	7.52	2.16	7.12	1.94	7.04	1.85	6.72	1.78	6.57	1.23	3.10	2.09	26.59	6.94	1341
Group Total	7.64	2.61	7.21	2.45	7.10	2.32	6.89	2.19	6.63	1.46	3.16	2.21	27.39	8.83	3820

Table 21: Average time in hours during the week by School type

School type	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		N
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Primary (Gr1-7)	7.73	2.54	7.30	2.41	7.20	2.27	6.94	2.17	6.70	1.46	3.12	2.22	27.74	8.64	2571
Secondary (Gr8-12)	7.58	2.86	7.03	2.62	6.83	2.46	6.70	2.32	6.33	1.51	3.14	2.20	26.53	9.59	844
Combined or any other	7.45	2.57	7.12	2.36	7.09	2.30	7.01	2.11	6.80	1.43	3.67	2.34	27.33	8.69	438
Group Total	7.66	2.61	7.22	2.45	7.10	2.32	6.89	2.20	6.63	1.47	3.19	2.23	27.43	8.85	3853

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Table 22: Average time in hours during the week by Former department

Former Department	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		Count
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Historically white (HoA)	7.38	4.18	7.30	4.15	7.14	3.93	7.15	3.77	6.97	2.48	4.22	2.55	28.18	15.23	564
Historically coloured (HoR)	7.30	3.19	7.10	2.92	6.86	2.82	6.88	2.70	6.44	1.64	3.40	2.48	27.13	11.16	609
Historically black (DET)	7.81	2.09	7.23	1.92	7.18	1.79	6.83	1.69	6.63	1.16	2.86	2.06	27.35	6.69	2290
Historically Indian (HoD)	8.22	2.82	7.82	2.92	7.58	2.75	7.83	2.50	6.64	1.84	3.59	2.70	29.87	11.07	102
New school established 1994	7.71	2.42	6.79	1.84	6.59	1.90	6.43	1.80	6.20	1.37	2.73	2.10	25.25	7.07	156
Independent school	7.19	2.63	7.15	2.47	6.67	2.48	6.42	2.34	6.32	1.43	3.69	2.22	26.80	9.23	84
Group Total	7.66	2.62	7.21	2.45	7.10	2.32	6.89	2.20	6.62	1.47	3.18	2.22	27.41	8.86	3805

Daily average differences by gender and age group are not significant, the Monday to Friday decline occurring amongst male and female educators is similar (see Table 23 on the following page).

Small differences are evident when schools are examined in terms of education phase. Educators in the Intermediate Phase report spending an average of 42 hours for the whole week, while those in the Foundation phase report spending the least with an average of 40.44 hours per week. Again, there was a general decline from Monday to Friday (see Table 24 on the following page).

Similarly, reported school size and time as spent by teachers ranges from Monday's 10.53 hours in schools with fewer than 100 learners to 10.01 hours in schools with 201 to 400 learners; to Friday's 8.87 hours in schools with 100 or fewer learners compared with 7.92 in schools with 201 to 400 learners. Educators at larger schools spend somewhat more weekend time on school activities than do their counterparts at smaller schools (see Table 25 on page 84).

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Table 23: Average time in hours during the week by Gender

Gender	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		Count
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Male	7.67	2.74	7.26	2.56	7.16	2.46	6.88	2.28	6.55	1.55	3.33	2.15	27.62	9.42	1418
Female	7.66	2.53	7.20	2.37	7.07	2.24	6.90	2.14	6.68	1.41	3.09	2.25	27.35	8.51	2473
Group Total	7.67	2.61	7.22	2.44	7.10	2.32	6.90	2.19	6.63	1.46	3.18	2.21	27.45	8.84	3891

Table 24: Average time in hours during the week by Education phase

Education phase	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		Count
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Foundation Phase (Gr 1-3)	7.70	2.42	7.30	2.23	7.21	2.23	7.08	2.14	6.81	1.44	2.95	2.17	27.66	8.08	998
Intermediate Phase (Gr 4-6)	7.69	2.54	7.27	2.45	7.20	2.30	6.94	2.13	6.72	1.47	3.28	2.28	27.98	8.78	1439
Senior Phase (Gr 7-9)	7.60	2.76	7.20	2.48	6.93	2.31	6.74	2.25	6.41	1.40	3.31	2.23	26.86	9.07	900
FET Phase (Gr 10-12)	7.67	2.86	6.98	2.75	6.87	2.53	6.63	2.36	6.36	1.54	3.04	2.14	26.46	9.94	509
Group Total	7.67	2.61	7.22	2.44	7.10	2.31	6.89	2.19	6.62	1.46	3.17	2.22	27.43	8.82	3846

Table 25: Average time in hours during the week by school size

School size	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		N
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Fewer than 100 learners	7.55	2.98	7.47	2.44	7.44	2.43	7.03	2.55	6.97	1.90	2.67	1.81	28.59	9.51	134
101 to 200 learners	7.53	2.97	7.32	2.65	7.17	2.50	7.17	2.33	6.81	1.56	2.71	2.40	27.91	9.13	166
201 to 400 learners	7.61	2.40	7.25	2.26	7.11	2.11	6.70	2.02	6.51	1.41	3.29	2.06	26.97	8.27	608
401 to 800 learners	7.59	2.49	7.14	2.38	7.06	2.32	6.82	2.19	6.62	1.37	3.17	2.20	27.24	8.63	1407
Over 800 learners	7.73	2.74	7.24	2.58	7.08	2.41	6.96	2.23	6.62	1.54	3.27	2.33	27.57	9.25	1520
Group Total	7.64	2.61	7.22	2.45	7.10	2.33	6.88	2.20	6.63	1.47	3.19	2.22	27.41	8.87	3835

Educators with class sizes of 36-40 learners reported the highest total average time of 44.12 hours spent per week in all activities while those in classes of 71-80 learners reported the least time of 37.33 hours. There was a general decline in total time spent with regard to the largest class size educators have to teach. This ranges from a high of 10.74 hours among those reporting a class size of 36-40 learners on Monday to a low of 7.45 hours on Friday reported by those with class size of 71-80 learners. With regard to the smallest class size taught, the highest average total time (43.05 hours) was reported by educators in classes of 11-20 learners. The lowest was 39.53 hours among educators reporting class size of over 40 learners. In both cases there was a general decrease in time spent with increase in the class size (Table 26 on the following page).

Educators in social sciences spent the highest average time of 42.69 hours while those in Arts and Culture (A & C) spent the least average time of 40.04 hours per week. The Monday to Friday decline in time spent is most marked amongst educators in the Life Orientation learning area (from 7.77 hours down to 6.42 hours) and least so amongst Natural Sciences and Maths/numeracy educators. Details are presented in Table 27 on the page 87.

Table 26: Average time in hours during the week by class size

Largest class size	Monday Formal	Monday Outside	Tuesday Formal	Tuesday Outside	Wednesday Formal	Wednesday Outside	Thursday Formal	Thursday Outside	Friday Formal	Friday Outside	Saturday	Sunday	Total weekdays Formal	Total weekdays Outside
Below 30	7.57	3.07	7.38	2.68	7.27	2.59	7.07	2.77	6.85	1.82	3.14	2.19	28.44	10.19
30-35	7.51	2.93	7.20	2.67	7.09	2.71	6.84	2.57	6.70	1.64	3.06	2.13	27.03	10.09
36-40	7.72	3.02	7.31	3.02	7.18	2.71	7.04	2.52	6.79	1.60	3.68	2.29	28.11	10.42
41-50	7.61	2.50	7.20	2.42	7.02	2.34	6.89	2.13	6.55	1.46	2.99	2.29	27.32	8.87
51-60	7.90	2.27	7.24	2.05	7.18	1.82	6.81	1.79	6.55	1.17	3.01	2.15	27.31	7.18
61-70	7.77	2.18	7.10	1.91	7.12	1.92	6.75	1.72	6.67	1.22	3.21	2.31	27.27	6.89
71-80	7.56	2.17	7.05	1.90	6.73	1.88	6.51	1.69	6.17	1.28	3.27	1.75	26.02	6.72
> 80	7.74	2.26	7.02	1.89	7.13	1.76	6.90	1.67	6.54	1.12	3.55	2.54	26.83	6.83
Group Total	7.67	2.61	7.22	2.44	7.11	2.32	6.89	2.19	6.63	1.46	3.19	2.23	27.45	8.84

Smallest class size	Monday Formal	Monday Outside	Tuesday Formal	Tuesday Outside	Wednesday Formal	Wednesday Outside	Thursday Formal	Thursday Outside	Friday Formal	Friday Outside	Saturday	Sunday	Total weekdays Formal	Total weekdays Outside
≤10	7.58	3.13	7.51	2.75	7.11	2.56	6.89	2.59	6.66	1.72	3.15	1.88	28.03	10.00
11-20	7.80	2.93	7.39	2.54	7.21	2.45	7.00	2.36	6.73	1.67	3.11	2.16	28.50	9.65
21-30	7.44	2.94	7.16	2.80	7.11	2.70	6.82	2.59	6.63	1.60	3.31	2.28	27.10	10.11
31-35	7.56	2.91	7.15	2.68	7.04	2.48	6.73	2.43	6.52	1.63	3.28	2.18	27.19	9.90
36-40	7.58	2.62	7.18	2.55	7.12	2.36	6.91	2.18	6.52	1.49	3.29	2.27	27.29	9.00
>40	7.82	2.15	7.21	2.05	7.05	1.96	6.94	1.79	6.69	1.19	3.07	2.26	27.35	7.23
Group Total	7.64	2.63	7.21	2.47	7.09	2.34	6.88	2.21	6.61	1.47	3.21	2.24	27.38	8.92

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Table 27: Average time in hours during the week by learning area

Learning Area	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total Weekdays		Count
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Math/numeracy	7.73	2.62	7.21	2.46	7.05	2.37	6.88	2.19	6.74	1.51	3.25	2.15	27.47	8.90	1108
Natural sciences & Technology	7.48	2.79	7.08	2.51	7.02	2.32	6.81	2.32	6.55	1.51	3.19	2.25	27.05	9.24	496
Languages / literacy	7.83	2.49	7.25	2.34	7.11	2.14	6.79	1.97	6.50	1.40	3.19	2.26	27.40	8.36	800
Social sciences	7.64	2.79	7.01	2.99	6.97	2.50	6.75	2.31	6.63	1.54	3.33	2.37	27.14	10.22	238
Arts & C	7.40	2.78	7.16	2.45	6.65	2.38	6.47	2.38	6.27	1.13	3.19	2.36	26.23	8.70	71
Life Orntn	7.77	2.37	7.13	2.02	7.02	2.14	7.19	2.19	6.42	1.26	3.28	1.91	27.60	8.14	102
EMS	7.63	2.41	7.36	2.33	7.27	2.32	7.31	2.29	6.63	1.16	2.88	2.14	28.21	8.40	144
Combinatn of the above	7.58	2.60	7.35	2.40	7.28	2.34	7.02	2.25	6.70	1.51	3.06	2.26	27.72	8.71	851
Group Total	7.67	2.61	7.22	2.44	7.11	2.31	6.89	2.19	6.63	1.46	3.18	2.22	27.44	8.83	3810

When disaggregated by post level, the Monday to Friday syndrome appears to affect all levels similarly. The total average time on Monday ranged from 10.19 hours among deputy principal to a high of 10.44 hours among Principals. The pattern was slightly different on Friday where total average time ranged from a low of 8 hours among Principals to a high of 8.35 hours among Heads of Departments. Deputy Principals reported the most average weekend time of 5.64 hours while teachers reported the least average time of 5.36 hours (see Table 28).

Weekends

Over weekends, the average time spent on school activities is slightly over three hours on Saturday and just over two hours on Sunday. Figure 4 on shows the percentage of time spent on different activities during the formal school day, outside the formal school day and on weekends. Those activities reported to take up most of their time on weekends by educators were planning and preparation (28% of time spent on school-related activities during the weekend), and extra curricular activities (25%). Assessment and evaluation took up 10% of weekend time that was spent on various school activities.

Figure 4: Percentage of formal, outside formal and weekend time spent on various activities
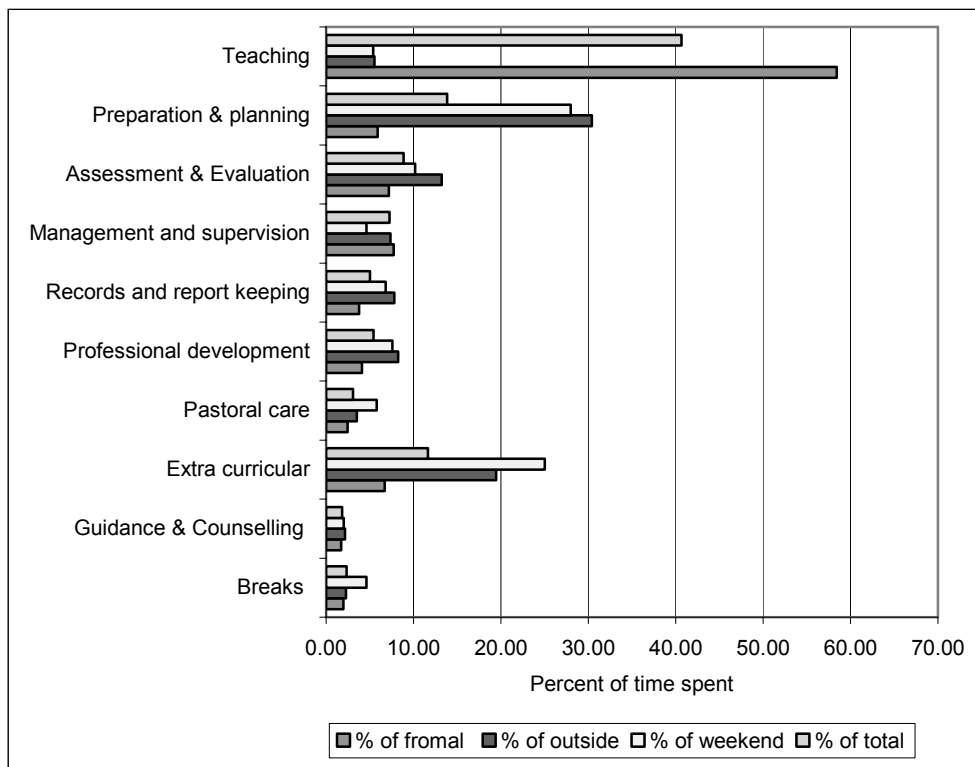
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Table 28: Average time in hours during the week by Post Title

Post Title	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday time	Sunday time	Total weekdays		Count
	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside	Formal	Outside			Formal	Outside	
Teacher	7.71	2.52	7.24	2.30	7.12	2.20	6.89	2.08	6.68	1.38	3.13	2.23	27.55	8.35	2578
HOD	7.63	2.74	7.32	2.72	7.21	2.58	6.99	2.44	6.65	1.70	3.23	2.36	27.60	9.82	560
Deputy Principal	7.20	2.99	7.02	2.83	6.79	2.61	6.89	2.56	6.62	1.52	3.27	2.37	25.79	10.11	161
Principal	7.71	2.73	7.12	2.67	7.06	2.49	6.84	2.36	6.40	1.59	3.32	2.07	27.47	9.65	543
Other	7.35	3.30	7.04	2.97	6.46	3.01	6.44	2.61	6.71	1.61	4.07	1.86	25.17	11.21	29
Group Total	7.67	2.60	7.23	2.44	7.10	2.32	6.90	2.20	6.63	1.47	3.18	2.23	27.46	8.84	3871

TIME SPENT ON CORE, ADMINISTRATION-RELATED AND NON-ADMINISTRATION-RELATED ACTIVITIES

The literature review, pilot and open-ended questions all suggested that educators spend more time than they should on administration-related issues. When analysing the time-diary, educator's activities were therefore divided into different categories. The analysis first distinguishes core from other activities. Core activities include teaching and preparation and planning. The analysis then considers time spent on administration-related activities. Administration-related activities include:

- Management and supervision;
- Assessment and Evaluation;
- Reports and record keeping.

Principals would normally be more involved in management and supervision, but many teachers, as the next chapter shows, are too.

Finally, non-administration-related activities were analysed and included extra-curricular activities, professional development, pastoral care, guidance and counselling and breaks.

These groups of activities were compared using a One-Way Analysis of Variance (ANOVA). ANOVA is a statistical technique used to determine statistically significant differences in average (mean) time spent on various activities when disaggregated by various biographical characteristics. The biographical characteristics used for purposes of comparison included province, location (rural, urban, semi-rural), school type, former department of education, gender, age, teaching experience, education phase, school size, class size, learning area, post title, and highest qualification attained. The statistic associated with ANOVA is an F-test that is considered statistically significant if the associated probability is less or equal to 0.05. Results on

the teaching and administration-related activities are presented first, followed by those that do not have strong non-administration components.

Time spent on core activities (teaching, preparation and planning)

Educators spend less than half the total time that they spend on school-related activities on teaching: the average total time spent on all activities is 41 hours, whereas the average total time spent on teaching per week is 16 hours. How much time is spent on preparation and planning relative to teaching and what difference does school type, location, history, and so on make?

Statistically significant differences in average time spent on teaching and preparation and planning were identified among educators when compared by province (Table 29). Educators do most of their teaching during the formal school day taking time ranging from a high average of 18.73 hours per week in the Free State to a low average of 14.13 hours in Limpopo. A few hours were spent teaching outside formal school hours and weekends. Educators in Mpumalanga reported the highest average time of 0.92 hours spent teaching outside formal school hours while the Northern Cape reported the least average of 0.27 hours. The results indicate that not much teaching happens over weekends.

However, educators in Limpopo compensate for lost time during the weekdays over the weekend reporting an average of 0.44 hours. Educators do most of their lesson preparation and planning outside the formal school day and over the weekend. Average time spent on preparation and planning during formal school hours ranged from 1.99 hours in Mpumalanga to 1.11 hours in Northern Cape. The average time outside formal hours ranged from a high of 4.24 hours in Northern Cape to a low of 2.01 hours in North West. Western Cape recorded the highest average time of 1.61 hours while North West had the least time of 1.09 hours spent on preparation and planning during weekends (Table 29).

Table 29: Average time in hours in core school activities by Province

	Teaching			Preparation and Planning			
Province	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Eastern Cape	15.37	.42	.27	1.79	2.92	1.45	387
Free State	17.82	.57	.34	1.65	2.13	1.12	414
Gauteng	17.43	.46	.19	1.39	2.88	1.51	454
KwaZulu-Natal	15.42	.44	.29	1.71	2.37	1.28	427
Limpopo	13.09	.60	.44	1.67	2.32	1.41	487
Mpumalanga	16.94	.92	.43	1.99	2.35	1.37	489
Northern Cape	16.48	.27	.13	1.11	4.24	1.71	418
North-West	14.32	.44	.19	1.98	2.01	1.09	349
Western Cape	17.07	.28	.09	1.37	2.96	1.61	484
Total	16.02	.49	.27	1.62	2.69	1.40	3909

There were statistically significant differences in average time spent teaching but not on preparation and planning between educators in rural, semi-rural and urban areas. Educators in urban areas spent the highest average time of 17.57 hours on teaching and 5.90 hours on preparation and planning compared to educators in the rural areas who reported a total average of 15.95 hours and 5.47 hours respectively (Table 30).

Table 30: Average time in hours in core school activities by School location

	Teaching			Preparation and Planning			
Location	Formal	Outside	Weekend	Formal	Outside	Weekend	
Urban	16.92	.45	.20	1.54	2.88	1.48	1331
Semi-rural	16.03	.52	.24	1.64	2.70	1.42	1148
Rural	15.11	.50	.34	1.65	2.49	1.33	1341
	16.02	.49	.26	1.61	2.69	1.41	3820

When compared by school type significant differences in average time spent in teaching and in preparation and planning were identified. Primary school educators spent more time teaching (about 17.01 hours) than those in secondary and combined schools, while those in combined schools spent more time (about 6.49 hours) in preparation and planning compared to their counterparts in primary and secondary schools (Table 31).

Table 31: Average time in hours in core school activities by School type

School type	Teaching			Teaching			
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Primary(Gr1-7)	16.32	.46	.23	1.59	2.63	1.41	2571
Secondary(Gr8-12)	15.11	.56	.38	1.65	2.67	1.27	844
Combined or any other	16.03	.55	.24	1.73	3.12	1.64	438
	16.02	.49	.27	1.62	2.69	1.41	3853

There were marked differences in average time spent in teaching, preparation and planning between schools defined in historical terms. Educators in former white schools (ex-HoA) reported the highest average time of 19.11 hours spent on teaching per week (half the total time spent on their activities) while the new schools established after 1994 spent the least time of 14.22 hours. Former Department of Education and Training schools also spent very little time teaching (15.18 hours). Educators in the former Indian schools (ex-HoD) reported highest average time of 7.30 hours spent in preparation and planning while those in new schools again registered the least time of 4.97 hours. The distribution of time spent during and outside formal school hours and over weekends is provided in Table 32.

Table 32: Average time in hours in core school activities by former department

Former department	Teaching			Preparation and Planning			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Historically white (HoA)	18.68	.33	.10	1.17	3.48	1.47	564
Historically coloured (HoR)	16.74	.18	.09	1.26	3.86	1.87	609
Historically black (DET)	15.18	.60	.36	1.82	2.18	1.28	2290
Historically Indian (HoD)	16.89	.42	.14	1.69	3.80	1.81	102
New school established 1994	13.58	.54	.10	1.56	2.19	1.22	156
Independent school	16.62	.76	.37	1.60	2.77	1.19	84
	15.96	.49	.26	1.62	2.70	1.41	3805

Statistically significant gender differences on average time were found in teaching but not in preparation and planning. Females reported the highest average time of 18.06 hours spent in teaching and 5.79 spent in preparation and planning. Male teachers seem to have spent less time teaching during formal school hours and more time in preparation and planning during formal school hours (Table 33).

Table 33: Average time in hours in core school activities by gender

Gender	Teaching			Preparation and Planning			
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Male	13.89	.43	.27	1.67	2.71	1.22	1418
Female	17.26	.54	.27	1.60	2.68	1.51	2473
	16.03	.50	.27	1.62	2.69	1.40	3891

The amount of time spent on the two core activities of teaching and preparation and planning tend to decline with increase in age. The young educators (below 26 years) spent 19.56 hours on average on teaching while those above 55 years spent 13.75 hours. A similar trend is noted on time spent on preparation and planning with those aged below 26 years spending an average of 5.96 hours per week and those older than 55 years reporting 5.43 hours. A similar trend as with age group was found when time spent was compared in terms of teaching experience. Less experienced educators spent more time (over 18 hours for those with less than five years of experience) in teaching and preparation and planning (about 6 hours for those with less than three years) than their more experienced counterparts. Details of the average time in hours spent during formal, outside formal school hours and over weekends are provided in Tables 34 and 35.

Table 34: Average time in hours in core school activities by Age group

Age group	Teaching			Preparation and Planning			
	Formal	Outside	Weekend	Formal	Outside	Weekend	
	Mean	Mean	Mean	Mean	Mean	Mean	Count
Below 26	18.41	.85	.30	1.15	3.63	1.19	27
26-35	17.54	.52	.26	1.65	2.75	1.46	827
36-45	16.49	.51	.31	1.70	2.60	1.35	1722
46-55	14.63	.50	.24	1.52	2.74	1.47	1087
Older than 55	13.44	.22	.09	1.37	2.80	1.26	223
	16.03	.50	.27	1.62	2.69	1.40	3886

Table 35: Average time in hours in core school activities by teaching experience

Experience	Teaching			Preparation and Planning			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Fewer than 3 years	17.22	.80	.42	1.48	3.04	1.46	85
3 to 5 years	17.83	.80	.37	2.05	2.44	1.24	191
6 to 10 years	17.37	.49	.22	1.69	2.80	1.38	556
11 to 15 years	16.79	.51	.37	1.67	2.56	1.36	1040
16 to 25 years	16.20	.45	.24	1.59	2.71	1.40	1291
More than 25 years	12.93	.44	.16	1.47	2.79	1.52	708
Total	16.03	.50	.27	1.63	2.69	1.40	3871

There were statistically significant differences in average time spent on teaching but not on preparation and planning where educators were compared by Education Phase. Educators in the Foundation Phase reported the highest average time in both teaching (18.83 hours) and in preparation and planning (5.86 hours). On the other hand educators in the Senior Phase (Gr 7-9) spent the least average time in teaching (15.40 hours) and in preparation and planning (5.56 hours). This runs counter to policy which stipulates more instructional time for teachers in the higher phases. Details in terms of time spent during formal, outside formal and weekends are provided in Table 36.

Table 36: Average time in hours in core school activities by Education Phase

Phase	Teaching			Preparation and Planning			
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Foundation Phase (Gr 1-3)	18.04	.53	.26	1.71	2.62	1.54	998
Intermediate Phase (Gr 4-6)	16.25	.46	.27	1.57	2.76	1.41	1439
Senior Phase (Gr 7-9)	14.78	.41	.22	1.55	2.66	1.34	900
FET Phase (Gr 10-12)	14.48	.69	.36	1.71	2.76	1.24	509
	16.13	.50	.27	1.62	2.70	1.40	3846

Contrary to common belief, and consistent with findings reported in the literature review, educators in small schools (less than 100 learners) spent relatively more time (about 20.48 hours) than others in teaching. Those in a school of medium size (between 201 and 400) spent the least time (16.48 hours). However, these same educators in schools with 201 to 400 learners spent the highest average time in preparation and planning, while those in schools with 401 to 800 learners spent the least (about 5.57 hours). The results indicated that there is no correlation between school size and time spent on both teaching and preparation and planning (Table 37).

Table 37: Average time in hours in core school activities by school size

School size	Teaching			Preparation and Planning			
	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Fewer than 100 learners	19.81	.36	.31	1.24	3.54	1.13	134
101 to 200 learners	17.22	.61	.33	1.16	3.17	1.60	166
201 to 400 learners	15.87	.47	.14	1.51	2.84	1.62	608
401 to 800 learners	15.88	.54	.23	1.66	2.54	1.37	1407
Over 800 learners	15.75	.45	.33	1.68	2.66	1.36	1520
Total	16.02	.49	.26	1.61	2.70	1.41	3835

There were statistically significant differences in average total time spent in teaching for both largest and smallest class size categories. However, while there were no statistically significant differences in average time spent in preparation and planning among educators reporting the largest class size taught, significant differences were evident among smallest class size categories. Much of the teaching took place during the formal school hours while preparation and planning happened outside formal school hours. There is a general decline in the hours spent on teaching as the class size increased. The highest number of hours spent teaching were reported by those with classes below 30 and lowest among educators with class size of 51-60 learners. The

highest time spent in preparation and planning was 6.2 hour per week reported by educators with 36-40 learners class size and lowest at 5.12 hours in 71-80 learners class (See Table 38). What this seems to suggest is that large classes cannot and are not being taught and that the threats of intensification here are so severe that ordinary requirements simply cannot be met.

Table 38: Average time in hours in core school activities by class size

Largest class size	Teaching			Preparation and planning		
	Formal	Outside	Weekends	Formal	Outside	Weekends
Below 30	18.30	.47	.26	1.40	3.26	1.36
30-35	17.33	.37	.15	1.41	2.84	1.54
36-40	17.05	.45	.20	1.51	3.10	1.58
41-50	16.00	.48	.23	1.54	2.79	1.47
51-60	15.18	.55	.40	1.77	2.34	1.24
61-70	14.57	.65	.30	1.90	2.17	1.25
71-80	14.58	.54	.27	1.85	2.18	1.09
More than 80	14.57	.80	.66	2.34	1.99	1.27
Total	16.21	.50	.27	1.62	2.72	1.41
Smallest class size	Formal	Outside	Weekends	Formal	Outside	Weekends
Ten or fewer	17.44	.45	.31	1.37	2.78	1.09
11-20	17.48	.50	.39	1.61	3.16	1.29
21-30	17.10	.39	.19	1.40	3.12	1.56
31-35	16.57	.45	.13	1.53	2.95	1.43
36-40	16.44	.50	.33	1.46	2.75	1.45
Over 40	14.76	.58	.34	1.91	2.27	1.35
Total	16.20	.50	.27	1.61	2.75	1.41

Compared by the learning areas taught, the highest average time of 17.93 hours in teaching was reported for Mathematics and Numeracy and least time of 10.19 hours for Life Orientation. Educators teaching Social Sciences reported the highest average time of 6.32 hours spent on preparation and planning while Life Orientation recorded the least time of 4.16 hours. Language and Literacy did not feature anywhere in terms

of the learning areas that take a lot of educators' time in teaching and in preparation and planning (Table 39).

Table 39: Average time in hours in core school activities by Learning areas

Learning area	Teaching			Preparation and Planning			
	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Mathematics / numeracy	16.75	.55	.33	1.55	2.73	1.30	1108
Natural sciences and Technology	15.75	.54	.36	1.63	2.82	1.37	496
Languages / literacy	15.25	.43	.22	1.68	2.33	1.32	800
Social sciences	14.83	.54	.29	1.74	3.16	1.43	238
Arts and culture	11.66	.54	.21	2.17	2.28	1.31	71
Life orientation	8.71	.99	.49	1.56	1.62	.98	102
Economic & management sciences	15.06	.57	.31	1.54	2.81	1.38	144
Combination of the above	18.27	.37	.14	1.61	2.98	1.69	851
	16.15	.49	.27	1.62	2.71	1.41	3810

Statistically significant differences in average time spent per week in teaching and preparation and planning were identified among educators of different post titles. Ordinary teachers spent the most average time of 18.70 hours in teaching while principals spent only 7.68 hours. In preparation and planning, Head of Departments spent the largest amount of time (5.90 hours) while principals spent the least amount time of 5.03 hours (Table 40).

Table 40: Average time in hours in core school activities by post title

Post title	Teaching			Preparation and Planning			
	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Teacher	17.85	.54	.31	1.73	2.71	1.44	2578
Head of Department	17.08	.42	.20	1.37	3.05	1.48	560
Deputy Principal	12.94	.79	.19	1.48	2.45	1.20	161
Principal	7.26	.27	.15	1.49	2.34	1.20	543
Other	15.59	.66	.24	1.48	2.86	1.59	29
Total	16.03	.49	.27	1.63	2.70	1.40	3871

Time spent in administration-related activities (assessment and evaluation, management and supervision and reports and record-keeping)

Significant differences in average time spent were found in the three administration-related activities of assessment and evaluation, management and supervision and reports and record keeping among the provinces. Educators in Gauteng reported the highest average time spent on assessment and evaluation (5.39 hours), management and supervision (3.70 hours) and reports and record keeping (2.56 hours). On the other hand Eastern Cape recorded the least time of 3.0 hours in assessment and evaluation, North West recorded the least time of 2.24 hours in management and supervision and 1.25 hours in record and report keeping (see Table 41 on the following page).

Educators in urban areas differed significantly from their counterparts in semi-rural and rural areas. Educators in urban areas reported the highest average time spent doing assessment and evaluation (4.09 hours), management and supervision (3.81 hours) and reports and record keeping (2.56 hours). Educators in rural areas spent the least time in the same activities (see Table 42 on the following page).

Table 41: Average time in hours in school activities by province

Province	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Eastern Cape	1.87	0.74	0.34	1.66	0.49	0.12	0.87	0.46	0.2	387
Free State	2.2	0.69	0.33	2.33	0.71	0.18	1.27	0.45	0.31	414
Gauteng	2.45	1.95	0.99	2.35	0.97	0.38	1.13	0.87	0.56	454
KwaZulu-Natal	2.04	1.1	0.55	2.16	0.46	0.24	1	0.78	0.46	427
Limpopo	2.68	0.89	0.4	1.61	0.44	0.19	1.01	0.36	0.19	487
Mpumalanga	2.13	1.02	0.47	2.56	0.56	0.36	1.26	0.78	0.25	489
Northern Cape	1.12	1.77	0.5	1.93	0.94	0.22	0.94	1.04	0.47	418
North-West	2.17	0.83	0.36	1.73	0.4	0.1	0.72	0.4	0.13	349
Western Cape	1.08	1.44	0.62	2.54	0.87	0.23	1.07	0.93	0.41	484
Total	1.97	1.17	0.51	2.12	0.65	0.23	1.04	0.69	0.34	3909

Table 42: Average time in hours in school activities by school location

School location	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	
Urban	1.75	1.61	0.74	2.64	0.9	0.27	1.16	0.96	0.44	1331
Semi-rural	1.96	1.2	0.52	1.92	0.65	0.24	1.1	0.67	0.35	1148
Rural	2.2	0.72	0.28	1.75	0.4	0.19	0.89	0.43	0.23	1341
Total	1.97	1.18	0.51	2.11	0.65	0.23	1.05	0.69	0.34	3820

Educators in secondary schools spent more time than educators in primary and combined schools in all three administration-related activities (see Table 43 on the following page).

Not taking into account post level differences, while female educators spent the highest average time of about 3.84 hours doing assessment and evaluation, male educators spent the highest time of 4.48 hours doing management and supervision and 2.45 hours doing reports and record keeping (see Table 44 on the following page). The results suggest the domination of male educators in the management of schools.

Educators in formerly white schools reported a significantly higher average time spent in administration-related activities: 5.70 hours in assessment and evaluation and 4.20 hours of management and supervision. Educators in former Indian schools reported the highest average time of 4.11 spent in reports and record keeping. Educators from the former DET schools and newly established schools reported the least average time spent on the three activities. Details of average time spent during formal, outside formal school hours and over weekends are presented in Table 45.

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Table 43: Average time in hours in school activities by school type

School Type	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Primary (Gr1-7)	1.98	1.11	0.45	2.04	0.65	0.22	0.99	0.71	0.35	2571
Secondary (Gr8-12)	2	1.44	0.82	2.25	0.7	0.28	1.27	0.69	0.33	844
Combined or any other	1.85	1	0.35	2.4	0.6	0.2	0.97	0.56	0.3	438
Total	1.97	1.17	0.52	2.13	0.66	0.23	1.05	0.69	0.34	3853

Table 44: Average time in hours in school activities by gender

Gender	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Male	1.95	0.98	0.43	3.29	0.89	0.3	1.46	0.68	0.31	1418
Female	2	1.29	0.56	1.45	0.52	0.19	0.81	0.69	0.35	2473
Total	1.98	1.17	0.52	2.12	0.66	0.23	1.05	0.69	0.34	3891

Table 45: Average time in hours in school activities by former department

Former department	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Historically white (HoA)	1.53	2.9	1.26	2.46	1.4	0.34	1.16	1.34	0.67	564
Historically coloured (HoR)	1.25	1.61	0.61	2.4	0.9	0.27	1.01	1.03	0.5	609
Historically black school (DET)	2.27	0.63	0.29	2.03	0.41	0.19	1.02	0.41	0.2	2290
Historically Indian school (HoD)	1.98	1.95	0.86	2.33	0.79	0.14	1.87	1.57	0.67	102
New school established 1994	1.96	0.66	0.4	1.76	0.53	0.15	0.9	0.48	0.37	156
Independent school	1.29	1.31	0.79	2.37	0.8	0.39	0.79	0.81	0.29	84
Total	1.95	1.17	0.51	2.16	0.66	0.23	1.05	0.69	0.34	3805

As in teaching, the amount of time spent in assessment and evaluation declined with age from a high of 4.96 hours among those aged less than 26 years. It declined to a low of 3.40 hours for those aged 46 to 55 years and then climbed again to 3.93 hours for those older than 55 years. However, average time spent increased with age from a low of 1.30 hours (less than 26 years) to a high of 6.28 hours (older than 55 years) in management and supervision. A similar trend is evident in reports and record keeping. Details of these results are provided in Table 46.

Generally, the amount of time spent on assessment and evaluation decreased gradually with an increase in teaching experience. Those with less than 5 years reported spending an average of 4.49 hours on these activities and those with more than 25 years reported 3.24 hours. The trend reversed for management and supervision and for reports and record keeping. The average time increased with increase in teaching experience from a low of 1.12 hours to a high of 6.16 hours for management and supervision and from a low of 1.29 hours to a high of 3.00 hours for record and report keeping. In other words, the more experienced educators spent less time than less experienced educators in administration-related activities, except when it came to management and supervision and reports and record-keeping (see Table 47 on the following page).

In terms of Education Phase, the average time spent in assessment and evaluation increased from a low of 3.21 hours in the Foundation Phase to a high of 4.19 hours in the FET Phase. Educators in the FET phase thus spend more time than those in other Phases on assessment and evaluation. Similarly average time spent in management and supervision was 2.13 hours in the Foundation Phase compared with 3.65 hours in the FET Phase. Average time spent in reports and record keeping was also lowest among educators in the Foundation and Intermediate Phases and highest among those in the Senior Phase. Educators in all Phases reported spending more time on these activities during than outside the formal school day and on week ends (Table 48).

Table 46: Average time in hours in school activities by age group

Age group	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	
Below 26	1.85	2	1.11	0.44	0.78	0.07	0.63	0.56	0.26	27
26-35	2.11	1.3	0.6	0.98	0.49	0.16	0.84	0.59	0.32	827
36-45	2.09	1.06	0.46	1.6	0.51	0.18	0.88	0.63	0.33	1722
46-55	1.8	1.12	0.48	3.38	0.86	0.34	1.37	0.79	0.36	1087
Older than 55	1.44	1.77	0.72	4.43	1.41	0.43	1.57	0.98	0.39	223
Total	1.98	1.17	0.52	2.12	0.66	0.23	1.05	0.69	0.34	3886

Table 47: Average time in hours in school activities by teaching experience

Service years	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	
Fewer than 3 years	2.11	1.28	0.66	1.48	0.41	0.11	0.64	0.36	0.29	85
3 to 5 years	2.54	1.27	0.68	0.83	0.24	0.06	0.87	0.68	0.23	191
6 to 10 years	2.2	1.19	0.51	0.95	0.44	0.16	0.88	0.58	0.37	556
11 to 15 years	2.15	0.99	0.43	1.24	0.5	0.18	0.76	0.58	0.27	1040
16 to 25 years	1.91	1.25	0.56	2.22	0.65	0.23	1.1	0.71	0.36	1291
More than 25 years	1.53	1.22	0.5	4.54	1.21	0.42	1.61	0.92	0.43	708
Total	1.98	1.17	0.51	2.11	0.66	0.23	1.05	0.69	0.34	3871

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Table 48: Average time in hours in school activities by Education phase

Education phase	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Foundation Phase (Gr 1-3)	1.82	1.04	0.35	1.33	0.57	0.23	0.75	0.74	0.4	998
Intermediate Phase (Gr 4-6)	2.07	1.15	0.5	2.05	0.62	0.21	0.95	0.63	0.32	1439
Senior Phase (Gr 7-9)	2	1.2	0.61	2.59	0.69	0.19	1.33	0.7	0.3	900
FET Phase (Gr 10-12)	1.96	1.49	0.74	2.56	0.73	0.35	1.23	0.67	0.31	509
Total	1.97	1.18	0.52	2.06	0.64	0.23	1.02	0.68	0.33	3846

Table 49: Average time in hours in school activities by school size

School size	Assessment and Evaluation			Management and Supervision			Reports and Record keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Fewer than 100 learners	1.16	0.88	0.27	1.91	0.87	0.55	0.66	0.78	0.38	134
101 to 200 learners	1.92	1.19	0.35	1.87	0.55	0.23	0.84	0.84	0.31	166
201 to 400 learners	2.16	1.13	0.43	1.49	0.48	0.17	1.03	0.62	0.29	608
401 to 800 learners	1.82	1.12	0.49	2.11	0.65	0.26	0.98	0.67	0.34	1407
Over 800 learners	2.08	1.27	0.6	2.46	0.73	0.2	1.15	0.71	0.36	1520
Total	1.96	1.18	0.51	2.13	0.66	0.23	1.04	0.69	0.34	3835

Statistically significant differences in terms of average time spent by educators from schools of varying sizes were evident only in the areas of assessment and evaluation and management and supervision. Educators in schools with over 800 learners reported an average time of 3.96 hours compared to the low of 2.31 hours reported in schools with fewer than 100 learners. Large schools (over 800 learners) demand the highest time from educators for management and supervision while those with 201 to 400 learners demand the least time of 2.14 hours. Size of schools does not make a significant difference to amount of time spent on reports and record keeping. Details of these results are provided in Table 49 on the previous page.

There were statistically significant differences among educators teaching different class sizes on time spent on assessment and evaluation (see Table 50 on the following page). The highest average time was 4.1 hours among educators with a class size of 30-35 learners and lowest at 3 hours among those with 71-80 learners. This suggests that the more learners per class, the fewer educators fulfill their assessment and evaluation responsibilities.

When compared to the smallest class size, the highest average time was reported at 4.14 hours among educators with the smallest classes of size 21-30; lowest was 2.8 hours among those with fewer than ten learners.

Time spent on management and supervision differed significantly among the categories of largest class size taught but not with the smallest class size taught. The highest time of 3.5 hours was reported for classes below 30 learners, and the lowest (2.1 hours) in classes with more than 80 learners. Again this suggests that the smaller the class, the more administration-related work is done; the larger the class, the less is done. No significant differences were evident on time spent on reports and record keeping when compared by both largest and smallest class size. Again, educators with the largest class sizes spent less time on reports and record keeping than those with small class sizes. See Table 50 for details.

Table 50: Average time in hours in school activities by class size

Largest Class size	Assessment and evaluation			Management and Supervision			Reports and record keeping		
	Formal	**Outside**	**Weekend**	**Formal**	**Outside**	**Weekend**	**Formal**	**Outside**	**Weekend**
Below 30	1.83	1.32	.47	2.24	.92	.34	.81	.84	.37
30-35	1.66	1.78	.66	1.69	.73	.19	.80	.83	.40
36-40	1.79	1.49	.69	2.08	.85	.29	1.08	.71	.43
41-50	1.88	1.13	.52	2.12	.63	.23	1.07	.73	.31
51-60	2.49	.77	.40	2.00	.46	.18	.91	.48	.29
61-70	2.43	.91	.49	2.06	.33	.17	1.29	.53	.27
71-80	2.04	.66	.26	1.93	.27	.27	.77	.68	.29
More than 80	2.28	.72	.30	1.56	.38	.16	1.28	.40	.20
Group Total	1.99	1.18	.52	2.01	.63	.23	1.01	.68	.34
Smallest class size	**Formal**	**Outside**	**Weekend**	**Formal**	**Outside**	**Weekend**	**Formal**	**Outside**	**Weekend**
Ten or fewer	1.42	.93	.47	2.99	.99	.31	.56	.98	.31
11-20	1.94	1.37	.53	1.87	.73	.35	1.07	.80	.36
21-30	1.85	1.62	.67	1.69	.69	.29	1.00	.74	.39
31-35	1.78	1.52	.66	1.84	.70	.20	.91	.80	.38
36-40	1.75	1.16	.50	1.98	.66	.18	.99	.67	.33
Over 40	2.40	.79	.40	2.32	.49	.21	1.09	.56	.30
Group Total	1.98	1.21	.53	2.02	.64	.23	1.00	.69	.34

Average time spent on assessment and evaluation ranged from a low of 2.41 hours among educators teaching Life Orientation to a high of 3.98 hours among those in Natural Sciences and Technology. Educators who teach Life Orientation reported highest average time of 9.05 hours in management and supervision and 3.18 hours in reports and record keeping while those in Mathematics and Numeracy reported the least time of 2.49 hours. During the formal school day, Mathematics, Natural Sciences and Languages educators spend more time on assessment and evaluation than others. Life Orientation, Arts and Culture and Social Sciences spend more time on management and supervision, and Life Orientation and Economic and Management Sciences on reports and record keeping. Details are provided in Table 51.

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Table 51: Average time in hours in school activities by learning area

Learning area	Assessment and Evaluation			Management and Supervision			Records and Report keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	N
Mathematics / numeracy	2.12	1.1	0.41	1.62	0.63	0.24	0.87	0.67	0.31	1108
Natural sciences and Technology	2.07	1.29	0.62	1.74	0.73	0.28	1	0.57	0.37	496
Languages / literacy	2	1.23	0.64	2.32	0.65	0.21	1.19	0.65	0.28	800
Social sciences	1.87	1.16	0.5	2.81	0.82	0.23	1.11	0.69	0.27	238
Arts and culture	1.82	0.92	0.52	3.86	0.66	0.28	1.24	0.46	0.23	71
Life orientation	1.48	0.67	0.26	7.25	1.33	0.47	2.28	0.66	0.24	102
Economic management sciences	1.87	1.22	0.66	3.13	0.47	0.11	1.92	0.68	0.39	144
A combination of the above	1.91	1.27	0.5	1.31	0.45	0.16	0.72	0.82	0.42	851
Total	1.99	1.18	0.52	2.04	0.63	0.22	1.02	0.68	0.33	3810

Table 52: Average time in hours in school activities by post title

Post title	Assessment and Evaluation			Management and Supervision			Records and Report keeping			
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	Weekend	
Teacher	2.17	1.21	0.56	0.72	0.38	0.17	0.73	0.58	0.3	2578
Head of Department	1.92	1.33	0.49	1.78	0.73	0.21	0.86	0.87	0.44	560
Deputy Principal	1.82	1.32	0.73	3.81	1.09	0.3	1.25	0.63	0.34	161
Principal	1.22	0.78	0.29	8.54	1.75	0.55	2.66	1.01	0.41	543
Others	1.86	1.38	0.28	3.21	1.1	0	0.86	1	0.41	29
Total	1.98	1.17	0.52	2.12	0.66	0.23	1.04	0.69	0.34	3871

Compared in terms of post title, educators in the rank of a teacher spent the highest average time of 3.93 hours on assessment and evaluation activities, while Principals spent the least time of 2.29 hours. As expected, teachers spent the least time in both management and supervision and in reports and record keeping, while the Principals spent the highest amount of time in these activities (see Table 52 on the previous page).

Time spent in non-administration related activities (extra-curricular activities, professional development, pastoral care, guidance and counselling and breaks)

Provincial differences were evident in all the listed non-core and non-administration related activities. Extracurricular activities received the highest rating among these activities with Northern Cape reporting the highest time of 7.36 hours per week and KwaZulu-Natal reporting the least time of 2.95 per week. Average time spent in professional development was highest in Limpopo and North West (2.97 hours each, and much of it conducted during the formal school day), while the least was reported in Western Cape (1.39 hours). There was little time spent on pastoral care in most of the provinces, but KwaZulu-Natal reported the highest time of 1.96 hours. There was similarly almost no time reported to be spent on guidance and counselling which received the least amount of time compared to the other non-core activities in these provinces. Mpumalanga and Gauteng were the only provinces reporting an average time of just over one hour per week. Although breaks are provided for in the school programme it was surprising that most of the provinces reported average time spent on breaks of less than two hours in a week. Mpumalanga reported the highest average time of 1.53 hours while Western Cape reported the lowest time of 0.500 hours. Details of these results disaggregated by formal, outside formal school hours and over weekends are presented in Tables 53a and 53b.

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Table 53a: Average time in hours in non- administration school activities by province

Province	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Eastern Cape	.79	.60	.22	.62	.40	.30	387
Free State	1.12	.83	.38	.54	.33	.20	414
Gauteng	.93	1.04	.52	.89	.26	.27	454
KwaZulu-Natal	1.23	.62	.46	.88	.53	.55	427
Limpopo	1.36	.92	.68	.50	.25	.28	487
Mpumalanga	1.21	.99	.58	.75	.21	.38	489
Northern Cape	.67	.48	.16	.53	.36	.23	418
North-West	2.44	.42	.11	.75	.23	.28	349
Western Cape	.63	.55	.21	.60	.22	.14	484
Total	1.13	.73	.38	.67	.31	.29	3909

Table 53b: Average time in hours in non- administration school activities by province

Province	Extra curricular			Guidance & Counselling			Breaks		N
	Formal	Outside	Weekend	formal	outside	weekend	Formal	Outside	N
Eastern Cape	1.75	1.76	1.79	.34	.10	.10	.29	.11	387
Free State	1.32	1.59	1.06	.33	.16	.15	.16	.29	414
Gauteng	2.01	2.37	1.16	.70	.22	.08	.60	.29	454
KwaZulu-Natal	1.38	.75	.81	.38	.13	.09	.64	.11	427
Limpopo	1.80	.92	1.01	.39	.13	.13	.95	.07	487
Mpumalanga	1.64	1.71	1.30	.63	.26	.18	1.07	.25	489
Northern Cape	2.89	2.56	1.91	.41	.20	.07	.28	.23	418
North-West	2.06	1.53	.68	.43	.21	.05	.55	.33	349
Western Cape	1.79	2.27	1.49	.54	.25	.05	.21	.14	484
Total	1.84	1.72	1.25	.47	.19	.10	.54	.20	3909

Educators in urban schools spent an average of 43.83 hours in all activities for the week while educators in the rural areas spent 38.34 hours. Educators in rural areas reported the highest average time spent in professional development (2.63 hours), pastoral care (1.34 hours) and in breaks (1.04 hours). On the other hand educators in semi-rural areas spent the highest average time of 5.57 hours in extra-curricular activities while those in urban areas scored highest in time of 0.88 hours spent in guidance and counselling. Details are presented in Tables 54a and 54b.

Educators in primary schools reported the highest average time spent on professional development (2.35 hours) and extra curricular activities (5.05 hours) while those in secondary schools had the highest average time in pastoral care (1.52 hours) and breaks (1.33 hours). Average time spent in guidance and counselling was highest among educators in combined schools with 0.89 hours (See Tables 55a and 55b).

With respect to professional development, the research is not able to show whether teachers spend the 80 allocated hours on professional development. In the week of the survey, teachers did report spending some time on professional development, and most of this was during the formal school day. Table 63, presented later in the report, shows that 58% of teachers perceive time spent on professional development to be more than five years ago.

Table 54a: Average time in hours in non- administration school activities by school location

School Location	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Urban	.83	.87	.35	.78	.28	.20	1331
Semi-rural	1.13	.54	.29	.60	.30	.27	1148
Rural	1.43	.74	.46	.62	.33	.39	1341
Total	1.13	.73	.37	.67	.31	.29	3820

Table 54b: Average time in hours in non- administration school activities by school location

School location	Extra curricular			Guidance & Counselling			Breaks		N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	
Urban	1.71	2.05	1.04	.58	.22	.08	.37	.28	1331
Semi-rural	1.99	2.11	1.46	.43	.21	.07	.52	.18	1148
Rural	1.82	1.05	1.27	.39	.14	.14	.73	.13	1341
Total	1.83	1.72	1.25	.47	.19	.10	.54	.20	3820

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Table 55a: Average time in hours in non-administration school activities by school type

School type	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Primary (Gr1-7)	1.18	.74	.43	.69	.25	.25	2571
Secondary (Gr8-12)	.98	.71	.30	.60	.52	.39	844
Combined or any other	1.05	.65	.31	.68	.21	.31	438
Total	1.12	.73	.38	.67	.31	.29	3853

Table 55b: Average time in hours in non-administration school activities by school type

School type	Extra curricular			Guidance & Counselling			Breaks		N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	N
Primary (Gr1-7)	2.05	1.74	1.26	.46	.19	.11	.44	.16	2571
Secondary (Gr8-12)	1.27	1.83	.99	.46	.18	.07	.93	.27	844
Combined or any other	1.65	1.49	1.70	.52	.23	.14	.44	.27	438
Total	1.83	1.73	1.25	.47	.19	.10	.55	.20	3853

Not taking post level into account, on average male educators spent more time (42.18 hours) than their female counterparts (40.79 hours) in all these non-core and non-administration-related activities in a given week. This is evident especially in the non-core activities where male educators spent more time in all the activities. Details are presented in Tables 56a and 56b.

There were statistically significant differences across former departments in average time spent on all non-core activities. Highest average time was reported by educators in former DET schools in professional development (2.67 hours), former HOD schools in pastoral care (2.25 hours), former HOA schools only in extra curricular activities (7.41 hours), independent schools in guidance and counselling (0.89 hours) and in breaks (2.37 hours). Details of these results broken into formal, outside formal and over weekends are presented in Table 57a and 57b.

Table 56a: Average time in hours in non-administration school activities by gender

Gender	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Male	1.31	.86	.38	.77	.38	.32	1418
Female	1.02	.65	.39	.62	.26	.27	2473
Total	1.13	.73	.39	.67	.31	.29	3891

Table 56b: Average time in hours in non-administration school activities by gender

Gender	Extra curricular			Guidance & Counselling			Breaks			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	N
Male	2.00	2.12	1.61	.64	.21	.10	.64	.17	1418
Female	1.75	1.49	1.05	.36	.18	.10	.49	.21	2473
Total	1.84	1.72	1.25	.46	.19	.10	.55	.20	3891

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Table 57a: Average time in hours in non-administration school activities by former department

Former Dept.	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Historically white (HoA)	.55	.65	.27	.50	.46	.18	564
Historically coloured school (HOR)	.65	.64	.15	.76	.34	.24	609
Historically black school (DET)	1.39	.79	.49	.68	.28	.34	2290
Historically Indian school (HoD)	1.41	.85	.33	1.81	.17	.27	102
New school established 1994	1.49	.56	.29	.49	.28	.19	156
Independent school	.69	.57	.30	.37	.21	.20	84
	1.14	.73	.38	.68	.31	.29	3805

Table 57b: Average time in hours in non-administration school activities by former department

Former Dept.	Extra curricular			Guidance & Counselling			Breaks		N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	
Historically white (HoA)	1.49	4.05	1.87	.53	.27	.02	.10	.34	564
Historically coloured (HoR)	2.31	2.28	1.67	.47	.18	.08	.29	.15	609
Historically black (DET)	1.80	1.08	.98	.44	.17	.13	.72	.16	2290
Historically Indian (HoD)	1.25	1.02	1.51	.40	.20	.00	.23	.29	102
New school Established1994	2.29	1.53	1.29	.53	.12	.10	.69	.19	156
Independent school	1.70	1.17	1.02	.50	.30	.10	.88	.52	84
Total	1.84	1.73	1.25	.47	.19	.10	.55	.20	3805

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Educators in the Intermediate Phase reported highest average time in professional development (2.57 hours), extra curricular activities (5.24 hours) and breaks while those in FET phase reported the highest time of 1.52 hours in pastoral care. Details are contained in the Table 58a and 58b.

Table 58a: Average time in hours in non-administration school activities by education phase

Education phase	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Foundation Phase (Gr 1-3)	.87	.61	.36	.61	.21	.25	998
Intermediate Phase (Gr 4-6)	1.32	.77	.48	.75	.26	.25	1439
Senior Phase (Gr 7-9)	1.04	.73	.31	.64	.39	.31	900
FET Phase (Gr 10-12)	1.19	.82	.28	.60	.47	.45	509
Total	1.12	.72	.38	.67	.30	.29	3846

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Table 58b: Average time in hours in non-administration school activities by education phase

Education phase.	Extra curricular			Guidance & Counselling			Breaks		
Education phase	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	N
Foundation Phase (Gr 1-3)	1.80	1.38	1.02	.34	.21	.08	.40	.16	998
Intermediate Phase (Gr 4-6)	2.09	1.78	1.37	.49	.18	.12	.44	.16	1439
Senior Phase (Gr 7-9)	1.77	1.92	1.53	.49	.16	.12	.66	.21	900
FET Phase (Gr 10-12)	1.30	1.79	.83	.50	.20	.07	.94	.30	509
Total	1.84	1.71	1.24	.45	.19	.10	.55	.19	3846

There were no statistically significant differences on average time spent by educators on professional development when compared on either largest or smallest class size. However, educators reporting large class sizes tended to spend more time than their counterparts with smaller class size on these activities. Lowest time spent was 1.94 hours in 30-35 sized class and highest at 2.48 in 51-60 class size. The average time spent on pastoral care and on extra curricular activities differed significantly with largest class size taught. Educators in class sizes of more than 80 learners reported the highest average time of 2.34 hours while those in 30-35 learners class reported the least time of 0.85 hours. In extra curricular activities the converse was true with highest time spent (5.86 hours) associated with 36-40 learners and lowest 3.96 hours associated with class size of more than 80 learners. Compared by smallest class taught, the highest time of 5.46 hours was reported by educators with 31-35 learners in a class while those with a class lower than 10 reported the lowest (4.19 hours). No significant differences were evident among either largest or smallest class taught with regard to guidance and counselling and in breaks. Details are found in Table 59a and 59b.

Table 59a: Average time in hours in non-administration school activities by class size

Largest class size	Professional development			Pastoral care		
	Formal	Outside	Weekend	Formal	Outside	Weekend
Below 30	1.28	.72	.26	.40	.38	.22
30-35	.86	.76	.33	.51	.24	.10
36-40	1.07	.67	.35	.69	.31	.28
41-50	1.09	.70	.32	.80	.25	.25
51-60	1.22	.74	.52	.65	.25	.37
61-70	1.23	.82	.61	.54	.25	.39
71-80	1.09	.81	.38	.64	.17	.28
More than 80	1.25	.80	.55	.81	.79	.73
Group Total	1.11	.73	.39	.66	.29	.29

Smallest class size	Formal	Outside	Weekend	Formal	Outside	Weekend
Ten or fewer	1.62	.72	.26	.55	.50	.28
11-20	1.24	.84	.31	.53	.34	.31
21-30	1.04	.73	.35	.40	.40	.26
31-35	.92	.67	.37	.67	.30	.19
36-40	1.11	.70	.31	.68	.24	.27
Over 40	1.15	.74	.50	.84	.28	.39
	1.10	.72	.38	.66	.31	.30

Table 59b: Average time in hours in non-administration school activities by class size

	Extra curricular			Guidance & Counselling			Breaks	
Largest class size	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside
Below 30	1.42	1.79	1.28	.30	.20	.09	.45	.28
30-35	1.89	2.11	1.16	.39	.25	.06	.49	.20
36-40	1.99	2.43	1.43	.50	.22	.10	.33	.18
41-50	1.77	1.77	1.21	.54	.19	.11	.52	.20
51-60	1.99	1.26	1.06	.37	.11	.08	.74	.22
61-70	2.06	.97	1.29	.41	.12	.13	.76	.13
71-80	1.63	.93	1.46	.46	.30	.11	1.03	.18
More than 80	1.69	.81	1.46	.43	.07	.25	.62	.06
Group total	1.84	1.72	1.25	.45	.18	.10	.55	.19
Smallest class size	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside
Ten or fewer	1.24	2.09	.85	.35	.27	.08	.50	.29
11-20	1.69	1.51	1.14	.41	.19	.13	.66	.20
21-30	1.60	2.02	1.23	.35	.18	.06	.66	.23
31-35	1.93	2.10	1.44	.64	.22	.06	.40	.20
36-40	1.98	1.97	1.39	.44	.16	.11	.47	.18
Over 40	1.88	1.19	1.12	.41	.17	.14	.61	.17
	1.83	1.73	1.25	.44	.18	.10	.55	.19

Average time reported by educators in different Learning Areas differed significantly on all non-core activities. Educators in Mathematics/Numeracy and in the Social Sciences reported the highest average time spent in professional development while those in Economic and Management Sciences reported the least time. Pastoral care

was mostly done by educators in the Life Orientation Learning Area and least by those in the Natural Sciences and Technology. Arts and Culture seemed relevant for extra curricular activities with educators in this area reporting the highest average time of 5.28 hours. See Table 60a and 60b.

Table 60a: Average time in hours in non-administration school activities by learning area

Learning area	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Mathematics / numeracy	1.17	.82	.43	.69	.28	.28	1108
Natural sciences and Technology	1.07	.77	.30	.73	.28	.23	496
Languages / literacy	1.22	.74	.40	.70	.32	.38	800
Social sciences	1.10	.87	.47	.68	.46	.39	238
Arts and culture	1.34	.68	.39	.51	.51	.28	71
Life orientation	1.37	.52	.43	1.23	.28	.44	102
Economic and management sciences	1.12	.58	.26	.63	.42	.30	144
A combination of the above	.95	.59	.36	.50	.26	.20	851
Total	1.12	.73	.39	.66	.30	.29	3810

Table 60b: Average time in hours in non-administration school activities by learning area

Learning area	Extra curricular			Guidance & Counselling			Breaks		N
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	
Mathematics / numeracy	1.91	1.77	1.37	.36	.17	.12	.43	.18	1108
Natural sciences and Technology	1.91	1.91	1.13	.44	.16	.08	.71	.17	496
Languages / literacy	1.79	1.67	1.31	.63	.20	.11	.62	.15	800
Social sciences	1.83	1.86	1.44	.42	.16	.06	.75	.50	238
Arts and culture	1.82	2.10	1.37	.93	.52	.14	.89	.04	71
Life orientation	1.79	1.69	1.32	1.27	.28	.11	.66	.10	102
Economic and management sciences	1.45	1.16	1.06	.45	.13	.06	1.04	.38	144
A combination of the above	1.78	1.61	1.08	.29	.18	.11	.38	.18	851
Total	1.83	1.72	1.25	.45	.18	.10	.55	.19	3810

It was interesting to find that the non-core activities dominated for those in management, with the principal of the school reporting the highest average time spent on professional development (3.39 hours), in pastoral care (2.0 hours), and in breaks (1.67 hours). The deputy principal reported the highest time of 5.49 in extra curricular activities while the principal reported the least. In all the activities excepting extra curricular work, teachers reported the lowest average time. Details are in Table 61a and 61b.

Table 61a: Average time in hours in non-administration related school activities by post title

Post title	Professional development			Pastoral care			N
	Formal	Outside	Weekend	Formal	Outside	Weekend	
Teacher	.94	.67	.37	.61	.30	.25	2578
Head of Department	1.08	.86	.30	.55	.22	.38	560
Deputy Principal	1.34	.84	.43	.60	.25	.32	161
Principal	2.03	.84	.52	1.14	.48	.38	543
Other,please specify	.72	.72	.90	.10	.00	.00	29
Total	1.13	.73	.39	.67	.31	.29	3871

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Table 61b: Average time in hours in non-administration related school activities by post title

Position Title	Extra curricular			Guidance & Counselling			Breaks		
	Formal	Outside	Weekend	Formal	Outside	Weekend	Formal	Outside	N
Teacher	1.98	1.64	1.23	.31	.16	.10	.51	.18	2578
Head of Department	1.77	1.98	1.35	.50	.18	.08	.70	.20	560
Deputy Principal	1.62	2.35	1.22	.42	.18	.05	.50	.22	161
Principal	1.38	1.58	1.25	1.18	.35	.14	.57	.24	543
Other, specify	.93	2.83	1.34	.17	.17	.00	.24	.48	29
Total	1.84	1.72	1.25	.47	.19	.10	.55	.19	3871

CONCLUSION

Educators reported spending an average of 41 hours on their activities. This is less than is required in the stipulated 43 hr week and more than is required in the 35 hours week. If educators are expected to spend 1720 hours on all their activities, they only spend 1599 hours in the scheduled time. An extremely small amount of time is spent teaching during and outside the formal school day. Of the 41 hours, an average of 16 hours only (or 3.2 hours a day) is spent teaching. The remaining 25 hours are taken up in a range of school and non-school related activities. The time-diary requested information on and analysed school-related activities. Variations in time spent on core, administration and non-administration related activities exist amongst educators with different characteristics. There are significant differences across these categories between educators in different provinces, primary and secondary schools, urban, rural or semi-rural schools, former HOA, HOD, HOR, DET and independent schools. School size and class size matters, and gender, age, experience, post level and qualifications all make a difference. Different patterns are also visible between educators teaching different Learning Areas.

IMPACT OF NEW POLICIES ON EDUCATOR WORKLOAD

INTRODUCTION

The previous chapter showed that educators spend an average of 41 hours on their various activities, and an average of 16 hours out of 41 on teaching. Existing secondary literature has suggested that policy change has contributed to an increase in administration and workload. This chapter provides evidence of the way in which the content of new policies and contextual factors such as class size impacts on educators' sense of their workload.

The impact of new policies on educators' workloads was captured in the pilot results as well as in the closed and open-ended questions in the survey questionnaire. During the pilot, educators were observed in schools and classrooms and in-depth interviews were conducted with them. The closed questions in the survey asked educators to assess which policies had contributed to workload, the relative importance of different policies in contributing to workload and whether workload had increased or not over the last five years. Two open-ended questions in the questionnaire asked respondents to identify those issues that at present add to or reduce workload and those interventions that would in future reduce workload. Whereas the closed questions were analysed quantitatively, the open-ended questions were analysed qualitatively to observe and analyse patterns of response.

The evidence provided shows that teachers' workload has grown, and that this is due to:

- Actual class size;

- New roles and expectations of teachers;

- Distribution of subject (learning) areas per teacher;

- More of the same work;

- More complex work;

- Changes in curriculum, marking and assessment;

- Changes in administrative demands;

- A more diverse student population inside classrooms.

It shows that increased administration derives from a combination of large classes and related issues on the one hand and the impact of new policies on the other. These are extremely interconnected and have inter-related results. The chapter first considers the evidence from the pilot, and then the closed and open survey questions.

PILOT FINDINGS

OBE a source of strain

Evidence from the in-depth investigation in schools during the pilot had shown that educators felt their workload had grown due to OBE. Primary school educators said that they spent most of their time on assessment and often had to find extra class time to complete assessments. Educators observed during the pilot study reported that assessment and record keeping had increased as well as the number of policy documents they were required to read and process. At that particular time of the year there was also a lot of administration relating to assessment portfolios and promotion. MTN ('more time needed') referring to learners' promotion took a substantial amount of time because it required analyzing year and test marks, letters and phone calls to parents and educator discussions. There was not enough time to fulfill teaching objectives and cover the syllabus because of administration. Outcomes were considered both demanding and vague and therefore difficult to interpret. Educators who took seriously the implementation of OBE felt under extreme pressure. Overall, most educators felt their workload had drastically increased with OBE.

High school educators said all aspects of their workload had increased and they were no longer educators but rather administrators. The language used in OBE documents was also difficult. Common Task Assessment (CTA) booklets required 120 marks to be filled in for each learner and came with errata pages delaying and confusing educators. More planning was needed and the entire method of teaching had also changed and therefore created more work. Because of the high pupil/teacher ratio it was not possible to see positive effects from OBE. There was too much emphasis on assessment and evaluation to the point where educators could not cover the syllabus. Educators felt generally overworked.

Principals said planning and record keeping had drastically increased. New educators had to be employed to teach OBE subjects such as dancing, computers, Zulu etc. There had been an increase in the number of circuit meetings due to OBE. There were more financial demands to meet OBE requirements.

RESULTS FROM CLOSED SURVEY QUESTIONS

Increased workload

Responses to most of the questions were analysed using Chi-square tests. About fifty percent of educators, as seen in Table 62 below, felt that they were spending the same time as usual on most of the activities identified, while close to a third felt they had spent more time than usual during the week they recorded their diary.

Table 62: Perceptions of time spent on school activities during the diary-week

	Less time than usual		Same as usual		More time than usual	
	Count	%	Count	%	Count	%
Teaching	478	11.5	2268	54.6	1407	33.9
Preparation and planning	342	8.2	2056	49.3	1775	42.5
Assessment and evaluation	554	13.5	2066	50.4	1477	36.1
Professional development	860	22.2	1830	47.2	1188	30.6
Management and supervisory functions	512	13.3	2027	52.5	1324	34.3
Pastoral care and duties	647	17.0	2201	57.9	952	25.1
Record keeping, reports and other administration	492	12.1	1967	48.4	1608	39.5
Extra- and co-curricular activities	678	16.7	1994	49.1	1389	34.2
Guidance and counselling	855	22.1	2123	54.8	898	23.2
Breaks	706	17.2	3137	76.4	261	6.4

The pattern changed when they were asked to compare the time spent during the week of the diary and five years before (Table 63). More than 60% felt they spent more time than five years ago in all the activities except pastoral care, extra and co-curricular activities, guidance and counselling and breaks where about 50% felt the same. About 3 in 4 educators felt their workload had increased a lot since 2000. (Table 64).

Table 63: Perceptions of teachers about the time spent on various school activities during the week that they recorded the diary compared to five years ago

	Less time than 5 years ago		Same time as 5 years ago		More time than 5 years ago	
	Count	%	Count	%	Count	%
Teaching	545	13.4	990	24.3	2532	62.3
Preparation and planning	287	7.0	802	19.6	3003	73.4
Assessment and evaluation	287	7.1	808	19.9	2970	73.1
Professional development	496	12.7	1144	29.3	2271	58.1
Management and supervisory functions	314	8.2	1191	31.1	2323	60.7
Pastoral care and duties	420	11.1	1476	39.2	1871	49.7
Record keeping, reports and other administration	249	6.3	882	22.2	2839	71.5
Extra- and co-curricular activities	521	13.0	1590	39.7	1890	47.2
Guidance and counselling	466	12.0	1525	39.4	1877	48.5
Breaks	861	21.4	2507	62.3	655	16.3

Table 64: Has your workload increased/decreased since 2000?

Increased a lot		Increased a little		Stayed the same		Decreased a little		Decreased a lot	
Count	%	Count	%	Count	%	Count	%	Count	%
3260	78.1	659	15.8	108	2.6	89	2.1	56	1.3

IQMS, OBE and CASS: Sources of increased workload

The majority felt that the new curriculum, CASS and the different elements of the IQMS system had increased their workload. See Table 65 below.

Table 65: Perceptions of role of policy in increasing workload

	Increased it		Left it unchanged		Decreased it		Uncertain	
	Count	%	Count	%	Count	%	Count	%
New curriculum	3849	92.5	140	3.4	71	1.7	102	2.5
Continuous assessment (CASS)	3583	87.0	313	7.6	100	2.4	121	2.9
Development Appraisal system (DAS)	3038	75.9	400	10.0	89	2.2	475	11.9
Whole school evaluation (WSE)	2990	75.0	388	9.7	70	1.8	539	13.5

When asked whether they received administrative support to do their work at school, many felt most supported in the copying of documents (73.8%) and provision of learner class lists and other documents (69.3%). Only half felt so supported as far as typing of worksheets (50%) and exam papers (54.7%) was concerned (Table 66).

Table 66: What kind of administrative support do you receive from your school?

	Not required not supported		Supported		Needed, but not supported	
	Count	%	Count	%	Count	%
Copying of documents	183	4.7	2844	73.8	828	21.5
Typing of worksheets	368	10.2	1812	50.0	1443	39.8
Typing of exam papers/test	513	14.6	1929	54.7	1082	30.7
Learner class lists and other docs	214	5.9	2493	69.3	890	24.7

A third felt that their principal supported them on various matters including curriculum, discipline, emotional and personal issues and administration, to some extent. Close to 45% felt they were so supported, but largely in discipline and administration-related matters and least in emotional matters (see Table 67 below).

Table 67: To what extent does your principal support you in your work with regard to the various aspects listed?

	Not at all		Minimally		To some extent		Largely	
	Count	%	Count	%	Count	%	Count	%
Curriculum/instructional	260	6.7	604	15.6	1253	32.4	1755	45.3
Emotional/moral/personal matters	331	8.6	619	16.1	1288	33.4	1614	41.9
Learner discipline	167	4.3	500	12.9	1162	30.0	2047	52.8
Administration and infrastructure	199	5.2	561	14.6	1204	31.3	1877	48.9

By contrast, two thirds felt that they received 'very little' support or only 'somewhat' support from the Department of Education and government in the broad sense (Table 68).

Table 68: Extent to which the support given by the two sources makes your teaching easier

	None*		Very little		Somewhat		A great deal		No support	
	Count	%	Count	%	Count	%	Count	%	Count	%
Department of Education	363	8.8	1390	33.8	1331	32.4	781	19.0	247	6.0
Government in broad sense	512	12.9	1407	35.4	1135	28.6	518	13.0	399	10.0

When asked how much time they spent during their previous school holidays on different activities, most indicated that they spent most of their time on planning and preparation (46.4%). A third reported spending some of their time on sports and/or field trips, on professional development and another third said they spent a lot of their time during the holidays on school-related work (Table 69). Fully half said they spent no time on marking and sports during school holidays. Less than 10% spent all their holidays on school-related work.

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Table 69: How much of your previous school holiday did you spend on the activities listed?

	Almost all of it		A lot of it		Some of it		None of it	
	Count	%	Count	%	Count	%	Count	%
Sports and/or field trips	166	4.2	429	10.9	1326	33.6	2029	51.4
Professional development	316	7.9	792	19.9	1539	38.6	1337	33.6
Marking	255	6.4	661	16.7	908	23.0	2130	53.9
Planning and preparation	430	10.4	1489	36.0	1777	43.0	435	10.5
Catching up on administration	263	6.6	892	22.4	1617	40.7	1205	30.3
Other school-related work	293	7.2	960	23.7	2135	52.8	657	16.2

In ranking what they spent most of their time and effort on, the highest ranking was given to interaction with individual learners, followed by rating OBE assignments. Giving feedback to learners and administering Common Tasks of Assessment was ranked lowest.

In conclusion, educators reported that:

- They spent more time now than five years ago on their different activities;

- Three in four educators feel that their workload has increased;

- The new curriculum, CASS and IQMS had increased their workload;

- They are moderately supported in their work by principals but not at all by the Department of Education.

How were these findings and those of the pilot reflected in the results from the open-ended questions where teachers were asked to identify their key workload concerns and what could be done about them?

RESULTS FROM OPEN-ENDED QUESTIONS

The results from the pilot indicating that OBE and CASS have increased workload tremendously are confirmed by both the closed and open-ended questions in the survey. But the responses to open-ended questions also provide a clear indication that the content of the 'paperwork' and 'administration' to which educators feel subjected and on which other studies have reported on, also refer to policy and change overload in general, the impact of a range of other policies - class size, teacher policy, ELSEN policy – as well as what is construed as unhelpful ad hoc departmental requirements. Interestingly, the IQMS emerges in the closed questions as significant, but not so much in the open-ended questions. Although cited in the open-ended questions, little detail was provided of the actual problem. This is unlike the information provided on other aspects of work that are considered to increase workload. We will examine these issues in detail below and also show how educators themselves feel these issues can be resolved.

In order to conduct a close analysis of the open-ended questions, every sixth questionnaire was selected. These responses were analysed qualitatively. Responses to open-ended questions were recorded on cards and key characteristics noted. Responses clearly fell into a number of themes. Once the themes were identified, their frequency of occurrence was counted in order to establish the relative significance of each theme, and a close analysis was then made of how respondents raised particular issues in relation to particular themes.

Educators most commonly cited a cluster of issues around administration, class size, curriculum and assessment measures that add to their workload. The burden of paperwork exists for all teachers, but according to this analysis, it is exacerbated by a number of factors, including large classes, staff shortages in key learning areas, lack of resources and discipline problems. Increased workload was most often linked on the one hand to high pupil: teacher ratios and class sizes and on the other to new

curriculum planning and assessment requirements. This was the case across all schools in the country: across rural, semi-rural and urban and across former white, Indian, coloured and African schools.

The next section provides a breakdown and discussion of the main issues raised under each of the themes and their connection with other themes followed by a discussion of what educators believe is required to solve the situation. The report discusses:

- Class size, related features and solutions;
- Departmental accountability requirements;
- Curriculum and assessment demands (too much change; too many learning areas; preparation and planning; marking, recording and reporting learners' work; lack of resources and solutions.

Class size: Overcrowding, shortages of staff and classrooms increases administration

Record keeping and paper work, take up a a great deal of their time. This is due to a number of factors: educator shortages and large classes, departmental accountability measures such as the Integrated Quality Management System, curriculum and assessment requirements and the lack of basic facilities such as photocopying machines, computers and libraries.

Almost all teachers complain of *large classes, high pupil: teacher ratios* and increasing enrolments 'while there is no floor space' (KZN rural male primary African teacher). One female African teacher in a semi-rural Mpumalanga school wrote that, 'More classes have been added to the school because we have received more learners from the farm areas who squatted near our school.'

Administration stresses are exacerbated by *staff shortages and/ or absenteeism,* as existing teachers have to cover for non-existent teachers in a variety of tasks - from

secretarial and administrative to curricular, extra-curricular and pastoral work. Each of these tasks generates administration and paperwork. When pupil: teacher ratios are high, and teachers are absent, discipline problems increase. One female teacher in an urban KwaZulu-Natal former DET school noted that 'if the rate of absenteeism could be reduced and there could be a lot of cooperation in school that would help… if the school would have enough and dedicated teachers… that would help.' On the whole, only a few teachers drew attention to absenteeism and illness of educators. The issue appears overwhelmingly to be simply one of overcrowded classes.

Often teachers are employed for school management and administration tasks over and above their ordinary teaching tasks. Said one rural KZN secondary school female teacher: 'Working as finance officer has increased my workload, much of the time is spent on bookkeeping and recording the financial transactions taking place at the school. Administration work is part of my job since there is no finance officer at school. Admission of learners, completion of various documents is part of my workload and it increases my workload.' Her views were echoed by a teacher in Limpopo who collects school funds, records and balances the books and banks the funds: 'On some occasions, much of my teaching is left behind because … I am committed for some hours doing office work, i.e. recording stationery, packing of office equipment, etc.'

Many teachers are concerned that they are unable to do their basic job because they spend so much time dealing with issues that could be dealt with by people especially employed for the task: social workers, counselors, school clerks and other general workers. Many teachers highlight the fact that learners with special needs increase their workload, especially where classes are large. National policy currently advocates inclusivity and the mainstreaming of learners with special needs. *Teachers' Guides* draw attention to how teachers can and should plan for learners with special needs. The challenges faced in schools where teachers have large classes, few resources, and many administration demands were described by an African female teacher in a semi-rural school in Mpumalanga. She mentioned a learner in her class who cannot walk by

himself: 'I have to take him out of the wheelchair to the chair. He cannot sometimes use his fingers. So I have to prolong finger exercises for him. Sometimes saliva comes down so I have to take extra care of him and only to find that there are other learners with barriers who also need my attention and I give the least time I have.'

Large classes and high pupil: teacher ratios *increase the amount of marking and record keeping* required of teachers. They *also prohibit individual attention*, especially given the large numbers of 'learners with problems' who require attention.

Many teachers referred to the fact that children often come from families with problems. Children bring these difficulties to school. Where teachers have to face large classes, they are unable to provide the individual attention needed. Lack of parental involvement in child support adds to workload. One Mpumalanga rural male primary school teacher in a former DET school saw the eradication of illiteracy amongst parents as a key solution. A Limpopo rural primary teacher in a former DET school said:

> Most of my learners' parents are unemployed and move to towns to seek employment. Learners are left in the care of grandparents or alone, no one helps them to do schoolwork and most of the time they do not have the required things like scissors and they often come to school hungry.

In some cases, when parents come to school, teachers have to attend to them 'and this is delaying.'

This response, and that of the Mpumalanga rural secondary school female teacher represented the concerns of many rural teachers, who drew attention to how 'poverty in the community' means that 'many learners have family problems and time is spent in trying to solve this problem'.

Similar issues are raised by urban teachers, one of whom said that there are 'a lot more social, emotional issues to deal with … takes up more time than it did 10 years ago.' . Many teachers in former HOA and HOD schools expressed their difficulties of

adjustment to increasingly diverse schools in terms of increased workload: more time, they say, is being spent on 'helping learners with language problems, homework not done… free periods often taken up with other duties, e.g. babysitting, late children, administration.' Discipline was frequently cited in former HOD and HOR urban schools. Many teachers cited lack of parental involvement as a workload issue as well as the 'small day to day nonsense from parents and learners'. One Gauteng teacher felt that parental responsibilities were being shifted onto teachers.

Educator recommendations

The most common proposed solution is the *employment of more teachers and building of more classrooms* to reduce class size and high pupil: teacher ratios. In addition, educators propose appointing particular types of staff and improvements in the tools available for administration. Human resources required in schools are:

- Administration clerks to monitor stock, finances and keep school records;
- School guidance and counselling teachers and social workers;
- ELSEN teachers or provision of special schools and trained teachers for learners with physical disabilities;
- General workers (referred to as a factotum by some) and/(or nurses) to take care of school feeding, health, safety and security, school cleaning and gardening;
- A full staff complement for all the learning areas.

Efficiency in administration, they say, can be improved by:

- Provision of computers;
- Provision of photocopiers and fax machines.

A number of additional suggestions were made by individuals that are worth recording. They give a flavour of the issues that concern them and the thought that has been given to their resolution:

- Principals need to be released from teaching or teach only one learning area;

- Parents should be involved in extramurals;

- Departments should streamline documentation schools are required to fill in;

- A calendar of workshops should be given to schools at beginning of year;

Departmental accountability requirements

Departmental accountability requirements also create a great deal of frustration, and contribute to workload, especially that of principals. As one Mpumalanga rural secondary school African male teacher put it, there is more administration, meetings regarding professional development, meetings over weekends with parents and SGBs, departmental road shows that need to be entertained, appointments with departmental stakeholders, schools programme planning and supervision, all of which contribute to workload. A KZN male primary principal in a former HOA school echoed the criticism that repetitive departmental queries and requests for information, calling staff to meetings at short notice and timely requests for information would ease workload: 'they always cause a crisis as they arrive on or after the day they are required.' A frustrated male primary school principal in an urban former HOA Gauteng school complained that:

> During 2004, 736 memos and policies were received by the school. Up to 68 have been received (this year). It consists mostly of new policies/instructions or changes to current policies. Abovementioned is not planned at all: we received a questionnaire on 1 Feb 2005 that had to be completed by 18 Jan 2005.

Several principals expressed the same frustration. A principal in KZN, for example, complained of 'endless administration related to IQMS, RNCS, WSE, statistical surveys, staffing and other useless returns; hours spent away from school at meetings of little value; apathetic or disinterested service providers who do little to support the running of the school; uncooperative or unhelpful administrative personnel from circuit level upwards; antiquated and excessively detailed financial and other returns which could be simplified and still be effective; total ignorance by authorities of the

struggle schools have to function effectively and who continue to make unrealistic demands on management to provide information.' From the perspective of the school principals, the number of workshops and meetings scheduled over the same time, and sometimes even on the same day, often at short notice, suggests a lack of coordination between sections of the department, lack of forward planning and obliviousness of the fact that 'schools have to rearrange their calendars and alter extramural programmes.'. For these principals, as for those in the Eastern Cape, Northern Cape and Limpopo a more effective and streamlined administration more sensitive to the daily realities of schools and teachers and more effective organisation, planning and preparation when implementing new systems is absolutely essential.

Workshops were referred to by principals and teachers alike. 'Random workshops disorganise teaching and learning', wrote a Limpopo female African primary school teacher in a semi-rural school. And a female KZN urban primary school teacher in a former HOD school complained about the numerous meetings and non-teaching activities – DAS, WSE, staff, management, IQMS, sports, SGBs, parents' meetings, social club, fundraising etc, activity day, sports training, professional development meetings, workshops, guidance and counselling, planning and preparation – that take up her time.

Recommendations proposed included that workshops:

- Be held during holidays;
- Be reduced in number;
- Be stopped during school hours;
- Quality to be improved;
- Urgent meetings be stopped;
- Demonstrations rather than training.

Curriculum and assessment demands: 'RNCS same as OBE'

The curriculum, said one primary rural female African teacher, pays more attention to paperwork than to teaching itself. For teachers, paperwork involves preparing:

- Learning programmes – phase planning - for all learning areas (3 year plan);
- Work schedules (1 year plan);
- Lesson plans;
- Marking;
- Educator portfolios;
- Learner portfolios (where there are no resources);
- Learner profiles;
- Progression and progress schedules.

Principals, in addition, need to fill in forms and attend to circulars from the Department covering a range of issues.

Too much change

Alongside concerns about the curriculum and assessment requirements were concerns about 'chopping and changing of the curriculum system' such that 'there is no stable curriculum'. Wrote one rural primary KwaZulu-Natal former DET, female teacher:

> The workload piles up if we always have to change the way we do things. The way we teach now is not the same as it was some years ago. OBE, RNCS, etc. Different methods used now. Sometimes you have to group the learners and some of them are slow learners. We now use a lot of activities and it takes time to do these things. There is a lot of paperwork at the beginning of the year. It gets better or workload reduces after June.

A Gauteng urban female primary school teacher had the same sentiments when she spoke of the planning required for curriculum change: 'it takes 2 years before you are comfortable with the correct information. After that you change here and there on a regular basis'. 'Don't keep changing policies … so that we can use the same

standardized record files….' wrote one KZN primary female teacher in an urban former HOA school. Describing what it involves a female primary school teacher in an urban Gauteng former HOA school noted that:

> The 66 specific outcomes: We worked out lessons that took hours to cover all the learning areas. RNCS: We worked out our own schedules, lessons and learner activities. It took hours and all the weekends and school holidays during 2004. Now in 2005 as we work through it we streamline it, so that learners can benefit. Stop all this changing and keep by the basics in the foundation phase… keep the good from the old and the new and teach properly.

A Mpumalanga primary African teacher in a semi-rural school had a philosophical approach, observing that workload is added due to 'changing cycles of learning so as to deal with new responses, methods and pressures such as changing of curriculum, OBE and RNCS (as well as) the movement of educators from one point to another.' In order not to feel the increased workload, educators 'must be happy and secured at work' – and so they need good schools, classrooms, resources, administration blocks and storerooms. These are regrettably not always available. Many reported shortages of teachers, textbooks and resources in learning areas such as Technology and Economics and Management Sciences.

Too many learning areas

Too many learning areas and not enough staff to teach them is a problem. Shortages of teachers mean that existing teachers need to teach additional learning areas, often in multigrade classes and across grades. But, the RNCS, as one KZN former DET female teacher in a rural school put it, 'has added to my workload because some of the learning areas which were combined are now separated, e.g. ACLO is now Arts and Culture and Life Orientation.' Other teachers complained of Social Sciences in effect being two subjects, the scarcity of teachers for Economic and Management Sciences and Technology and the splitting of Natural Sciences and Technology and Economic and Management Sciences and Social Sciences.

Teaching all the classes on the same day and teaching different syllabuses in different grades is also a strain, as a female teacher in a Northern Cape, semi-rural secondary former DET school pointed out.

The conditions in many schools simply do not allow for current requirements to be met. A Northern Cape rural primary principal in a former HOR school wrote that 'the shortage of educators and multigrade classes makes a lot of work. Need recognition from department that multi-grade classes are a unique problem that needs a solution. I teach 8 learners in the intermediate phase and 8 in the senior phase. The content of the RNCS differs completely ('hemelsbreed') and can't always be presented in one lesson. I am also the principal responsible for the administration of the school, without the help of a secretary or administration person.'

Preparation and Planning: Learning programmes, work schedules and lesson plans

Planning and preparation for the new curriculum is tiresome for most teachers. Outcomes-based education requires a great deal of autonomy from teachers in constructing their own curriculum. But the department does provide guidelines to assist them to do so. The RNCS *Teacher's Guide for the Development of Learning Programmes* (DOE, 2003) provides guidelines on how to integrate the knowledge, values and skills necessary in each phase, grade and lesson. These *Teacher's Guides* were developed for each learning area and are relatively straightforward, but the work required of teachers is monumental: teachers are required to plan and specify what they will do over a three year period, in each year and for each lesson.

These are essentially tools to help teachers plan by phase, grade and lesson. But the work required is enormous. Said one Limpopo rural primary DET female teacher: 'The curriculum statements do not exactly tell you what you ought to teach, so one ends up spending more time trying to decide what to teach. One ends up taking a very wild guess.' The Gauteng female teacher in a former HOR school was not the only one to remark that she was spending more time with administrative policies and

documents and other work related to administration than concentrating on the actual learning and teaching of the child. She looks forward to the 'opportunity to just teach in my class and not having to draw up worksheets or having to deal with all other administration duties.' And the Eastern Cape male urban teacher in a former HOR school was also not the only one to demand that 'the DOE should supply educators with exactly what must be taught and in doing that ensuring uniformity.'

Marking, recording and reporting of learners' work

'Paperwork, assessment, portfolios, profiles, observations' sums up many of the issues here. The variety of assessment activities teachers are expected to engage in, as well as their continuous marking, recording and reporting of assessment activities are, in the words of one KZN urban primary school female teacher in a former HOR school, 'inhuman.' Her free time is minimal. She does all her preparation work at home. With 51 learners in her class and teaching all 6 learning areas, she finds the expectations 'daunting and frustrating.'

It stands to reason that the more classes and the more learners in a class, the more assessment there is. This is worse when the assessments required are complex forms of assessment, and when the exact mode and form of assessment needs to be stipulated, recorded and reported at every point in the learning process.

Continuous Assessment is at the heart of new assessment requirements. CASS requires that teachers assess continually and that learners generate continual evidence of their achievement and performance. CASS uses a range of assessments of learners' work, generally divided into formative and summative. A range of formative assessments are stipulated. Teachers are expected to keep their own *portfolios* in which they record learner achievement against the outcomes. Learners are also expected to keep portfolios in which they keep their projects, tests, presentations, simulations and additional forms of assessment. Every form of assessment is finely detailed and marks are to be recorded in the educator and learners' portfolios.

Learner profiles are also expected to be recorded and reported on a daily basis. All of these in turn require resources such as files and folders, typewriters or computers. Worksheets require photocopiers. In many instances, schools and teachers simply do not have them. Said one Limpopo rural male primary teacher: 'Continuous assessment is time-consuming because it involves a lot of recording. It becomes more difficult for overcrowded classes. The compiling of portfolios for learners. There is a lot of info to be included and some parents are not available to can supply it.' This means that teachers often end up creating the portfolio for learners. In addition, some teachers simply think CASS 'is unnecessary and flawed' because learners generally share notes and homework and so the individual assessments do not provide a true reflection of the learners' competency levels.' Yet they have to be recorded and recording on its own takes time given the massive numbers we have per class.'

Progression schedules and progress reports are all identified as having increased workload. An African female teacher in an Mpumalanga, primary, semi-rural school put it graphically:

> Unrealistic assessment forms, strategies and tools, e.g. research tasks, peer assessment, etc., at primary level should be done away with, as some resources are not within reach…. The conversion of marks (is) useless and time-consuming. OBE as a whole is expensive, difficult and not working, especially in rural areas.

Several teachers cited learner profiles as a major problem. Recording of all the 'various day-to-day information or performance per learner' is a problem said one, and 'are they really necessary?' asked another teacher from a Western Cape urban former HOR school. A Gauteng former DET female primary school teacher put it this way:

> There is more assessment than teaching. Need to change the method of assessment. Forms of assessment should not differ that much. They should be related to one another. Lesson plans or learning areas have many different aspects i.e. if you are teaching 3 different learning areas you have to assess in three different ways. Each has its own forms of assessment. These forms increase the paperwork.

These 'complicated evaluation and assessment procedures' add to workload. Part of the problem is the constant change. One female primary school teacher in an urban school in the Western Cape said, 'We have to construct our own guidelines and standard procedures to follow. Have to keep reviewing and changing – in year plans, work schedules and lesson plans. Need help, in marking books, register work, programme development, sports letters, etc.'

The *Common Tasks of Assessment in Grade 9* was also seen as adding to workload.

Learning areas without teachers and resources

A male teacher in a rural secondary school in Limpopo complained that 'teaching technology in Grades 8 and 9 add to my workload because technology is practical and the department did not supply us with relevant support materials. We are therefore compelled to bring our own support materials, equipment, etc.'

The plea overall is to reduce the paperwork and maintain a focus on teaching and not on assessments and record keeping, made all the more difficult by the challenges presented by large, mixed ability classes.

Recommendations

In order to address the multiple challenges and reduce the load, educators suggested that there should be:

- Fewer learning areas;
- Reduction in the number of periods and hours;
- Employment of more teachers, including sports teachers;
- Confinement of teaching to one exit grade only;
- CASS to be done quarterly and not daily;
- Department to develop teacher guides that include clear and comprehensive learning programmes and work schedules: 'The well-

tabulated curriculum where you won't have to swim in a pool of confusing material deciding what to teach' – and leave lesson plans for the teachers;

- Confinement of assessment requirements to learners' books, monthly and term reports;

- Provision of appropriate LSMs;

- Provision of computers and photocopiers;

- No new changes.

CONCLUSION

The impact of OBE, CASS , other policies and factors on workload were explored through the pilot and closed and open-ended questions. The pilot highlighted the role of OBE and CASS in increasing workload. The closed questions in the questionnaire showed that educators feel that they spend more time now than five years ago on their different activities. Three in four educators feel that their workload has increased. More than 90% felt the new curriculum and CASS had increased workload, whereas 75% felt that various elements of the IQMS had done so. Beyond the scope of this study, the question arises nevertheless as to whether these assessment measures are introduced with commensurate improvements in teaching and learning.

Analysis of open-ended questions also revealed the importance to educators of class size, shortages of classrooms and overcrowding, all of which make teaching more difficult, increases the burden of paperwork, and prevents them from paying individual attention to learners and being able to deal with learners with special needs. Departmental accountability requirements appear to drive Principals batty. And curriculum changes have resulted in burdens imposed by too many learning areas; too much preparation and planning, marking and reporting and demands that cannot be met without adequate resources.

Educators themselves proposed solutions falling into broadly two categories: those related to staffing and those relating to curriculum and assessment. The challenge is no doubt to find ways of addressing the challenges that educators feel they face in a

way that does not add yet another workload element into their already – stressed daily lives. It is clear that these challenges are not experienced in the same way by all teachers, and that solutions will differ from school to school. A one-size fits all policy will probably not be the way to address the issues raised in this Chapter.

EDUCATOR WORKLOAD IN POLICY AND PRACTICE: THE EROSION OF INSTRUCTIONAL TIME

INTRODUCTION

An in-depth study was conducted of policy and practice in schools. The aim was to compare official policy, school timetabling policy and what educators actually spend their time on. Given that workload policy does not specify actual time allocations for activities such as extra curricula, preparation and planning, etcetera, and only specifies the amount of time to be dedicated to teaching, the case studies focused on teaching time and the type of and extent to which other activities infringed on this time. The focus here is on time and workload in relation to teaching. This focus is consonant with workload policy, which emphasizes that, in considering the various activities that make up a teachers workload, 'none of these should diminish the overall amount of scheduled teaching time or negatively impact upon the curriculum' (DOE, 1998:63).

Ten teachers and ten principals were observed in 10 primary and secondary schools, in five different provinces. These schools were from a range of former department types: four were former DET schools, and there were two each from former HOA, HOD and HOR schools. A total of 10 teachers and 10 principals in 10 schools were observed and interviewed across the Foundation, Intermediate, Senior and Further Education and Training Phases of schools. Educators were observed for three full school days, focusing on how their time was distributed across various tasks. They

were interviewed and additional information was collected. The schools were labeled

A-H and their characteristics are shown below:

Table 70: Sample of educators from case study schools

Province	School Type	Ex-Department				Phase
		DET	**HOA**	**HOD**	**HOR**	
GT	Primary		1			Foundation
	Secondary	1				Senior
WC	Primary	1				Foundation
	Secondary		1			Senior
NC	Primary				1	Intermediate
	Secondary				1	Senior
KZN	Primary			1		Intermediate
	Secondary			1		FET
FS	Primary	1				Senior
	Secondary	1				FET

The analysis is in three parts. The first briefly reiterates the official policies regarding

educators' workload within the formal school day, as well as policies that make

administrative demands on teachers. The second part analyses how both formal and

actual workload is managed and organised at the school level. The chapter looks at

how timetabling is managed, what the formal work requirements are, how time is

specialized for different activities at the institutional level, the actual length of the

school day, variations in periods, interruptions and other factors.

In the third part of the analysis, workload is considered at the level of the classroom,

and focuses on teachers' actual use of time. The observation data is coded and

analysed in terms of the categories set out in policy and in the survey. The difference

between teachers' allocated time in terms of the formal school timetable and actual

use of time, especially for instruction, is highlighted.

The chapter confirms the findings of the time-diary and questionnaires. It shows that

there is little relationship between official policy and what happens in practice.

Although there are differences between schools relating to how much time is spent on

actual teaching, there is a massive erosion of instructional time in the majority of schools. When some of the reasons are examined, it is clear that they are partly linked to larger classes, partly to greater expectations and requirements of teachers that result in the intensification of their work, and partly to different understandings across schools of how and on what time should be spent during the school day. The erosion of teaching time in the majority of schools is the consequence of all these factors.

OFFICIAL POLICY

Educator workload

Official policy regarding teachers' workload and use of time is found in the Employment of Educators Act 76 of 1998. Workload requirements are simply stated. The school day for teachers is legislated to be at least seven hours long, making up a 35-hour week. Nine different categories of activity are specified as required of teachers both within and outside of the formal school day, including:

- Scheduled teaching time;
- Relief teaching;
- Extra and co-curricular duties;
- Pastoral duties;
- Administration;
- Supervisory and management functions;
- Professional duties;
- Planning, preparation and evaluation;
- Professional development.

Workload policy only specifies the percentage of time that should be allocated to teaching. This percent differentiates between different post levels. The *minimum* percentage of time that people at each post level are required to teach is specified as follows: principals are required to teach only 10% of their time in primary school and

5% in secondary school. Deputy Principals are required to teach 60% of their time in both primary and secondary school. And Heads of Department and ordinary educators need to teach for 85% of their time in both primary and secondary school (see also Table 1, Introduction). As stated previously, these percentages do not align with the allocated instructional time given in NEPA.

Administrative, reporting and assessment requirements

Teachers negotiate various curriculum, assessment and teacher development policies handed down from the Department of Education. These entail extensive administrative requirements, generally in the form of schedules and forms to be completed (see Introduction for further details). Although these requirements vary between provinces, and vary at the school level, they fall into three main areas:

- Phase, grade and lesson planning (for three-yearly, yearly, weekly and daily periods);
- Assessment procedures and records;
- Quality assurance.

In relation to Phase, grade and lesson planning, a high level of detail is required of teachers in their planning of learning programmes (planning for the phase), work schedules (planning for the particular grade), and lesson plans (planning on a day-to-day basis). There is significant repetition and overlap required in these plans, which require teachers to restate what learning outcomes, assessment standards, assessments strategies, resources, content and contexts will be employed. These plans are also often required to be filled out in particular formats.

For assessment procedures and records, there are a range of assessment procedures that teachers are required to complete, which vary at different levels. These include a range of assessments forms making up a 'Continuous Assessment System' (CASS); 'Common Tasks for Assessment' (CTAs - externally set and moderated tests for Grade

9); and 'portfolios', which consist of a specified number of assessment activities which are marked by the teachers in a specified way, and kept in a dedicated file for each learner. In terms of the recording and reporting of marks, there are a range of forms that are filled out by teachers. This recording in many cases involves extensive repetition.

Quality assurance involves the completion of numerous forms by teachers in compliance with the Integrated Quality Management System (IQMS). Aside from these three main areas of administrative work, teachers also deal with day-to-day administration, such as the keeping of attendance registers, disciplinary records, administration related to committee work and extra-curricula activities.

In the following two sections the official policy presented here is considered in relation to how the management of workload and time use unfolds at the school and classroom level.

WORKLOAD AND TIME USE IN THE SCHOOL

Official organisation of time in the schools

At the level of the school, workload is distributed across teachers, and represented in the formal timetable. In this section we consider the formal organisation of workload and time allocation in the formal school day. Two aspects are considered:

- The length of the school day and week;
- Timetable allocations.

The length of the school day and week

According to their official school timetables, the school week in all ten schools is either just over or just under 35 hours. All schools start between 7am and 9am and end

between 2 pm and 4pm. According to their timetables, all schools officially finish at the same time everyday, apart from School A, School H and School G. These three schools have a short day – Friday – timetabled. Although this is contrary to Department legislation, School H received special permission for Moslem learners to leave the school at 12:20 on a Friday in order to attend Mosque. Although these learners are in the minority, the short day was extended to the whole school due to difficulties in controlling who stayed and who went. School A, being independent, is permitted to timetable a short day.

Timetable allocations of workload

At the school level, teachers' workload within the school day is formally set out in the timetable. Generally, school timetables specify periods for teaching, breaks and administrative and other duties. These timetables generally differentiate between educators' post levels, so that principals, deputy principals and HODs may be allocated a smaller teaching load than post level 1 educators. For example, at School F, in a week, the principal teaches 8 periods, the two deputy principals 23 and 16 periods respectively, the six HODs between 26 and 30 periods. Most teachers teach 40 periods.

Anomalies in the formal allocation of time arose in some schools. At School B the teacher had three clashes on her timetable. That is, in three periods in the week she had been allocated two classes to teach. The researcher's notes read:

> On the teacher's timetable this period is shared with a Grade 10 class. During this time the teacher made no arrangements with this Grade 10 class. When asked what they were doing during this period, Ms M explained to me that they had notes to do which she had given them before. The teacher also explained to me earlier that she chooses which class to go to on the basis of what learners are busy with and whether she can give the 'other' class work to do.

At School D the allocation of workload is explicitly related to class size. When the principal was asked why she taught some periods in the week, she replied:

> Well, partly it is the agreement that we have to teach. And the other thing is we just don't have enough teachers. Eh, I employ nine extra teachers over and above the complement, which is given to us by the department. But even so, people, in order to keep classes at a reasonable size, which is thirty-fiveish, we make people work more than the agreement on the teacher load and most people have only three or four free periods in a week.

In relation to management, HODs at School D do not receive preferential teaching loads. In this regard the principal states:

> Workloads are fairly similar. We try to keep the number of periods almost exactly even. We try to give our heads of departments one class less than everybody else just because they have other administrative jobs but in fact one of my HOD is teaching her full load. I don't think people have heavier load than others in terms of teaching periods.

Most of the principals explained that the distribution of workload was determined on the basis of each educator's other workload duties and requirements, and what subjects or grades they taught. In practice, actual distributions are often perceived by teachers as discriminatory and unfair. Teachers' interpretations of workload distribution often reflect wider tensions in schools and communities. The researcher's notes read:

> In a discussion of a grade 1 class which has 80 children in it, the teacher explained to me that the school is a mixture of Venda and Isipedi-speaking learners. The school was originally Venda and all the management are Venda, including the wife of the principal who was an HOD. The teachers stated that the allocation of posts and learners was very political. Venda teachers have less children in their classrooms compared to Isipedi teachers. The Isipedi teachers are also all temporary while Venda teachers all permanent. The Isipedi teachers have more periods because none of them are in management positions, and this causes resentment in the school

In each of the school observed lesson periods on the formal timetable were of equal length; across the ten schools these periods varied between 30 and 50 minutes. In Table 71 below, the formal allocations according to the timetables for the ten teachers across three days of observation is shown.

Table 71 shows that all the teachers have different teaching loads as allocated on the school timetables, and this ranges from 47% to 78% of the total time in the formal school day across the three days. Apart from School G, all of these are also below the policy minimum of 85%. However, it is not clear from the policy precisely what

'scheduled teaching time' entails, and this could incorporate planning and preparation and assessment and evaluation which would take place during the 'Other' periods, or free periods. The lightest teaching loads are at School G and School A. At School G the teacher is also the Deputy Principal, and thus has more time available for allocation to management and supervisory duties. At School A a number of specialist teachers are employed to teach Afrikaans, Xhosa, Art and computers, thus freeing up the teacher's time to spend on other activities. The two heaviest teaching loads are at School E and School C, both primary schools. At School C the teacher is not allocated any free periods.

The category 'Other' in the table refers to the time between the end of scheduled teaching time, when learners go home, and the official time until which teachers are required to stay at school (generally between 2pm and 3pm), and time allocated before the start of school (generally 10-15 minutes), where administrative and management and supervisory activities are usually attended to.

Again this administrative time varies between schools. It is particularly low at School H, where all teachers leave the school at 2:30 directly after teaching has finished. The reason given for this by the principal is that the area surrounding the school is dangerous, and teachers are unwilling to risk attacks by staying after school. At School J, similarly, the administration time is shortened due to the school day ending when instruction ends – at 14:35.

Time allocated to breaks also varies, from 7% to 11% of the total time of the school's formal school day across three days, apart from School A which has very long breaks. The formal allocation of workload presented here will be considered especially in relation to teachers' actual use of time below.

In conclusion, it is clear that officially, schools have a five day 35 hour week, with some variations and anomalies. Timetable clashes can occur when there are too few

classrooms or teachers per school. Lessons are officially between 30 and 50 minutes across schools. But what happens in practice?

EDUCATOR WORKLOAD REPORT

Table 71: Formal allocation of teachers' time (minutes and percentage of total) according to timetables

Former Department	HOA		DET		DET		HOA		HOR		HOR		HOD		HOD		DET		DET	
	School A		School B		School C		School D		School E		School F		School G		School H		School I		School J	
	Mins	%	Mins	%	Mins	%	Mins	%	Mins	%	Mins	%	Mins	%	Mins	%	Mins	%	Mins	%
Teaching	720	57	840	71	900	74	800	59	955	78	770	63	540	47	734	69	735	60	875	71
Free periods	180	14	100	8	0	0	160	12	45	4	160	13	360	31	162	15	225	19	175	14
Breaks	225	18	110	9	90	7	90	7	90	7	90	7	120	10	100	9	120	10	135	11
Other*	135	11	135	12	225	22	300	22	140	11	210	17	135	12	74	7	135	11	45	4
Total	1260	100	1185	100	1215	100	1350	100	1230	100	1230	100	1155	100	1070	100	1215	100	1230	100

Actual organisation of time in the schools

This section examines:

- The actual length of the school day and week;
- Actual time spent on periods;
- Influence of class size and related features

The length of the school day and week

The only schools to conform to their formal timetables in terms of the start and end of the school day were Schools A, D and H. At School I the school bell rang up to 20 minutes late in the morning for the start of school, and rang early in the afternoon for the end of the day, cutting time off both ends of the school day.

Schools J, E, F, B and C all finished school early on a Friday, even though the timetable indicated a normal school day duration. At School F there was no instruction in the school for the first three hours of the day on the Friday. The reason given was that the matrics were being addressed in the hall. At School I the school was involved in a choir competition for the whole day. Apart from School D and School A (the two former HOA schools) fieldworkers observed that in the schools as a whole, very little teaching and learning occurred at any of the schools on the Friday. There was a general winding down of work, and an early cessation of the school day.

In short, there is little correspondence in the majority of schools between their formal school timetables and the actual length of the school day and week. Similar observations were made about the length of actual periods as reflected in timetables and the duration of periods in practice.

Timetable allocations and actual organisation - meeting formal objectives.

Only at Schools A and D did the school bell indicating a change of period correspond to the times represented on the timetable. At all the other schools periods were not consistent or regular, and changed from day to day and from lesson to lesson. In three schools (Schools B, F and I) the teachers were not able to report how long a period was. Further, in several schools the teachers did not regard the bell when it rang, both for them to return to the classroom, or to vacate the classroom for another teacher and class. For example, at School J the teacher waited outside a class for 15 minutes after the bell had rung for the other teacher to finish and leave.

At School J the formal timetable does not correspond at all to school time. The bell rang between 5 and 15 minutes late every morning for the start of school. Although instruction was set to end at 14:35 on the timetable, teaching in fact ended at 14:00 on Monday and Tuesday and at 11:20 on Friday. At Schools J and H many of the learners were out of class before the end of the day.

At School B late starting was also a notable feature of the school, as was early departure of learners and teachers at the end of the day. In the last couple of hours of the day, students were observed to wait around the locked school gate, running to get out the school when the gate was opened for a car to come in. The length of periods varied from one day to the next. Students and teachers were frequently out of the classroom during teaching time, and a general atmosphere of noise and disruption prevailed. The researcher at School B made the following observations:

> We go to the class – there are nine learners in the class. The whole school seems to be outside, watching a soccer match in the quad, even though this is supposed to be 5th period. In the class five girls sit around the teacher while she calls out names from the register. The learners tell her whether the said learners were absent or present. At one point the learners argue amongst themselves about one learner, the teacher waits for them to resolve it and reach a verdict before marking the register. This is the 5th period. I pass and observe 23 open classrooms with no teachers present where learners are either outside the classroom or sitting idly inside. In the staff room, there are 12 teachers and a few more in the foyer and offices around staff room.

In Schools A and D all periods on all three days were the same length, the bell for the start and end of school, and for breaks were run at exactly the same time each day, and students and teachers were punctual in getting to and from classes and the staff room. During instruction time all students were in their classrooms and the school was quiet. There are clearly variations between schools in how school time demarcated in theory and in practice.

In all schools some time was also lost in lesson transitions. In the case of the Teacher in School B 115 minutes were spent moving between classrooms, and waiting to begin a lesson. In School H, across the three days of observation, 151 minutes or two and a half hours, or 14% of the total time, was taken up by transitions.

It seems fair to conclude that the real time spent in teaching does not correspond to the formal school timetables.

Influence of class size and related features

Class size

In several schools the issue of class size is closely related to the distribution of workload, where large classes are perceived as entailing much more work. This was clear in four out of the ten schools observed. The teacher at School H said:

> What a big class means is controlling the class, discipline, to settling them down that takes a lot of time, stress on them, seven periods a day, marking 48, 49 students' work.

Number of learning areas per grade

Class size was further related to the number of different subjects and grade levels that a particular teacher may be required to teach:

> I think classes, as there are many cases in this school, where the teacher teaches Grade 8 and 9 lessons, and then also to a standard ten class, and then you working across three learning areas, three learning plans, and then it is heavy, I think. Because it's then OBE and all that work for each grade and learning area.

In other words, the sense of increased workload increases with class size, number of different subjects taught, and number of different grades.

The class sizes of the classrooms observed at the ten schools are shown below. Where the teacher taught more than one class, the average class size taught was calculated. Numbers were determined through observers counting the number of learners in each class, and were not derived from official registry lists.

Table 72: Average class sizes of observed teachers' classes in ten schools

School	Average class size
School A	23
School B	50
School C	47
School D	34
School E	34
School F	40
School G	36
School H	28
School I	50
School J	67

The former DET schools, Schools B, C, I and J, all have class sizes which exceed the educator: learner ratios, specified in policy as 1:40 in primary schools and 1:35 in secondary schools. At School J, where the average class size in Grades 8 and 9 was 67,

one Grade 9 class consisted of 90 students. When asked why class sizes were so large, the principal gave the following explanation:

> There are four secondary schools which serve seven primary schools in this area [poor urban township area in Northern Free State]. The department built another school because there was a shortage, but they built it in the wrong place, about 30 kilometres away from where the learners live. They can't pay to make this transport. In terms of our staff, we have a thirty five to one ratio, but we don't have enough classrooms, that is why the classes are so big. We only have 24 classrooms, and 1180 learners. The department pressurizes us to take more learners than we can at the beginning of the year. It is impossible to work like this. If I had the money I would leave this. You can't do anything with this, and you can never meet the Department expectations.

The researcher described teaching and learning in the class of 90 students:

> It was chaos. Students sat everywhere, in the aisles pressing on chairs or their laps as desks. Sometimes when I was trying to watch the teacher I would lose her in the sea of students. When she moved to one side of the class, the other side would fall apart, everyone doing their own thing.

School A's class size is far below the other schools. Being an independent school, the school, and fees raised, determine the teacher:pupil ratio. School D employs additional teachers' paid for from School Governing Body allocations. Apart from School F where the ratio is 40:1, all classes were within the stipulated norm at the former HOA, HOR and HOD schools, and at the four former DET schools, class sizes exceeded the teacher:pupil ratios specified in policy.

Conclusion

There is strong evidence from the case studies that there is little correspondence in the majority of schools between official policy on the length of the school week (35 hours), and time to be allocated to teaching. In practice, the working week is shorter in all but a minority of schools, than officially prescribed, and the school day is characterised by considerable loss of time allocated to teaching. Class size, the number of subjects teachers are required to teach per grade and lesson transitions are amongst the factors that account for this clash between policy and practice.

But in order to establish how much time teachers spend on teaching vis a vis other activities, it is important to look at what they do actually spend their time on within this context.

WORKLOAD AND TIME USE IN THE CLASSROOM

This section considers the actual time in the formal school day spent on various activities by the ten teachers. The teachers were observed for the full duration of the time they spent at school on a Monday, Tuesday and Friday. Observations were recorded at at least five-minute intervals. The observation field notes were analysed by coding time segments in precise terms of what the teacher was doing. It was thus possible to determine across the three days exactly how the teachers spent their time, and what activities predominated in what they did in the course of the school day.

Table 73 below shows the total number of hours and minutes, and the percentage of the total time across the three days of observation, spent on various activities. The same categories as those used in the survey (which were based on the categories from the Employment of Educators Act) are used here. Two additional categories, 'lesson transitions' and 'fundraising' emerged as significant in the data and are also used to categorize the data. Each category is discussed below in relation to the data.

EDUCATOR WORKLOAD REPORT

Table 73: Distribution of teachers' time across three observation days

	School A		School B		School C		School D		School E		School F		School G		School H		School I		School J	
	Mins	%	Min	%	Min	%	Min	%	Mins	%	Mins	%	Min	%	Min	%	Min	%	Mins	%
Teaching	708	56	247	21	295	24	619	46	583	47	76	6	284	25	284	26	98	8	125	10
Assessment and evaluation	227	18	70	6	185	15	0	0	90	7	36	3	38	3	57	5	92	8	117	10
Preparation and planning	57	5	81	7	0	0	0	0	44	4	0	0	118	10	58	5	21	2	10	1
Professional development	0	0	60	5	0	0	0	0	0	0	0	0	89	9	0	0	0	0	0	0
Guidance and counselling	0	0	0	0	0	0	130	10	0	0	8	1	0	0	0	0	0	0	0	0
Management and supervisory functions	53	4	87	6	95	8	75	6	0	0	105	9	167	14	74	7	84	7	5	1
Pastoral care and duties	15	1	7	1	83	7	0	0	49	4	76	6	102	9	56	5	22	2	0	0
Record keeping, reports and other administration	60	5	216	18	176	14	125	9	27	2	452	36	74	6	219	21	72	6	289	23
Extra and co-curricular activities	40	3	0	0	75	6	195	14	0	0	0	0	0	0	0	0	520	43	89	7
Breaks	78	6	303	26	297	24	150	11	176	14	443	35	16	1	171	16	152	20	418	34
Lesson transition	28	2	114	10	5	1	56	4	41	3	55	4	83	7	151	14	45	4	87	7
Fundraising	0	0	0	0	4	1	0	0	219	19	17	1	184	16	0	0	109	0	90	7
Total	**1260**	**100**	**1185**	**100**	**1215**	**100**	**1350**	**100**	**1230**	**100**	**1230**	**100**	**1155**	**100**	**1070**	**100**	**1215**	**100**	**1230**	**100**

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Time on teaching

The amount of time that teachers actually spent teaching as a percentage of all their activities ranges from 6% to 56% of timetabled time. Given that teachers had very different teaching loads, and that some teachers were given considerably more free periods than others, the percentages are understandable only in relation to how much time teachers were *allocated* to teach. The Figure below shows the difference between the time teachers were allocated for teaching (also shown in Table 71), and the amount of time that they actually taught as determined through fieldworkers' observations.

Figure 5: Comparison of (timetable) allocated and actual time spent teaching (in minutes)
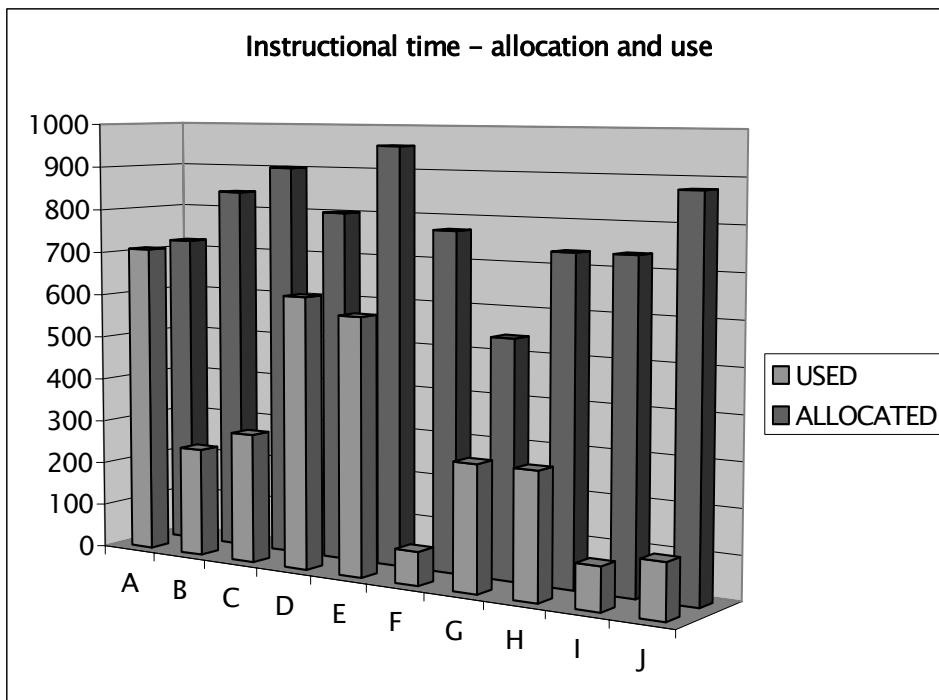
Actual teaching time was identified as time during which the teacher was engaged in teaching and learning activities. This could be in the form of whole class instruction or individual tuition, and could refer to new knowledge or the revision of knowledge. Thus time spent in the classroom was not taken to necessarily indicate teaching time.

For example, in the case of the teacher at School F, although the majority of her allocated time for teaching was spent in the classroom, very little of that time was spent teaching; it was spent organizing portfolios and preparing mark sheets. Although learners were set work, the teacher did not mediate this work, and she did not leave her desk to see what the learners were doing, or engage with them around their task from her desk.

The graph in Figure 1 shows that teaching time in certain schools (Schools B, C, F, I and J) was particularly compromised. The closest match between allocated and actual teaching was at School A, followed by School D. Problems appear to be particularly acute at former DET schools, and the former HOR and HOD secondary schools. At School F, the teacher spent only 10% of the allocated time teaching. At schools I and J the teachers only used 13% and 14% respectively of the instructional time allocated for teaching, and at School B and H 29% of instructional time was spent teaching.

Again we can categorise the schools according to the extent to which teaching time is protected and/or eroded. Significant differences occur between teachers for whom 0-30% of allocated teaching time is taken up by other activities, teachers for whom 30-60% of teaching time is taken up by other activities and teachers for whom 60-100% of teaching time is lost to other activities. Table 74 shows that five out of ten teachers observed lost between 60 and 100% of time to other activities, three teachers lost between 30 and 60% of time and two teachers lost between 0 and 30% of time to other activities. Put another way, eight out of ten teachers observed lost more than 30% of teaching time to other activities. Only two out of ten teachers lost below 30% of time to other activities.

Table 74: Schools according to amount of allocated teaching time lost to other activities

0-30%	30-60%	60-100%
School A (2%)	School E (39%)	School B (61%)
School D (23%)	School G (47%)	School H (61%)
	School C (58%)	School J (86%)
		School I (87%)
		School F (90%)

What the Figure and Table show clearly is that there is a significant erosion of teachers' instructional time in the majority of schools. There are both different levels of erosion, and different causes. In terms of levels, instructional time may be compromised due to school level organisational practices. For example at School G all periods for teaching were shortened by five minutes in order to accommodate an hour of school sports training in the morning. Similarly, in School I, large portions of instructional time were cancelled in order that learners could practice for and participate in a school choir competition. These are important activities in view of the important goal of all-round development of learners through education. But what is significant here is not only that the majority of schools spend time allocated to teaching on what are essentially extra-curricular activities, but that this occurs during the formal school day when teaching is supposed to occur.

At another level erosion can take place at the level of the classroom, and result from the teachers' personal management of assessment and reporting demands. For example, the teachers at School F and at School B both spent most of the allocated instructional time organizing student portfolios, and in breaks – attending to issues unrelated to schoolwork. At School B the teacher spent four hours and 32 minutes out of her class when she was scheduled to be teaching.

Disruptions

Finally, disruptions to class time give a sense of the organisation at the school level. In several schools there was a constant flow of teachers and learners in and out of the classrooms, whilst at other schools all learners and teachers were confined to their classrooms during instructional time. In the case of Schools G and E, the number of disruptions was particularly acute. Across the three days of observation the teacher at School E was interrupted during instructional time 74 times and the teacher at School G 58 times. The nature of the disruptions varied from school to school. In the case of School G, many of the interruptions were to do with management and supervisory issues, given that the teacher was the deputy principal. In the case of School E most of the interruptions had to do with fundraising activities, and messages being passed between teachers. At School F, where the teacher made and sold fudge as a small enterprise in the school, there were 15 interruptions, mainly from learners who sold the fudge for her, fetching the fudge and then bringing and counting out the money from sales.

An example from the researcher notes at School B is instructive regarding the nature of the interruptions:

> During this time the teacher collects money from some learners, but has not taken the register. There are 26 learners present. The teacher leaves the class 4 times, which meant she was absent for about 14 minutes of this period. The rest of the time was taken up by teacher talking to learners from other classes bringing in money, taking the register; sending a learner out to another teacher three times; one of the support staff coming in to talk to the teacher about selling a house; and the teacher was interrupted by two other teachers.

What these disruptions meant was that instruction was constantly interrupted; the space for teaching and learning was permeable, and instructional time was pared down.

In what follows, we examine in detail what it is that teachers spend their time on. Those activities identified as being especially detrimental to the protection of teaching time are record keeping, reports and other administration, extra mural activities, fundraising and breaks.

Preparation and planning

Relatively little time during the formal school day was spent by teachers on preparation and planning. To illustrate the different ways in which workload is managed, two contrasting examples are taken from the teachers at School B and School E. At School B the teacher prepares for an oral lesson for Grade 9, and the researcher notes read as follows:

> The teacher is photocopying a chapter from a book to use in a lesson. The teacher uses a different total to copy each of the ten pages. She starts copying 265 pages, then changes to 256 for the third page and then, by the 6th or 7th page, she makes 270 copies, and by the final page, she makes 256 copies again. The teacher says that she has not yet read the book from which she is copying the chapter.

The implications of the shortage of some of the pages were not observed, but it is assumed that this impacted on the smooth running of instruction. In contrast, the teacher at School E uses time engaged in relief teaching to prepare for her own classes. The field notes read:

> The teacher tells the grade 6 class that they must help her prepare the grade 4 science books by pasting in the 3 worksheets she hands out. The grade 6 class helps her by pasting these 3 pages into learners' books from the teacher's three Grade 4 classes.

In this case, instructional time is likely to be extended by the preparation activities of the teacher. In the former case, inaccuracy in the preparation will most likely result in disruption to instruction.

Curriculum-related assessment and evaluation, record-keeping, reports and other administration

Assessment and evaluation refers to marking. Activity was only coded thus if the marking was done without interaction with students. In cases where teachers moved around the classroom, marking books and commenting to learners, this was coded as teaching. The actual inputting of marks into schedules was coded as record keeping.

Apart from the teachers at Schools A and C, teachers spent a moderate amount of time on this kind of assessment and evaluation – between 0% and 10%. At School A the teacher spent most of her substantial number of free periods, and her breaks, marking student work. At School C, where assessment and evaluation constituted 15% of the teachers' activity, marking was mostly done at the teacher's desk during class time. This did thus constitute an erosion of instructional time.

What did erode teaching time substantially across a significant number of schools was related to the preparation of portfolios, and the inputting of marks. This ranged from 18% of the time at School B to 36% of the total time at School F.

The issue of portfolio preparation and input of marks was evident in the observations of the teacher at School F. She gave a graphic account of what these portfolios meant for her in practice:

> I have ten classes of forty students. In arts and culture they must have twenty pieces of work. That means in the year I must organize eight thousand pieces of work which must be individually marked according to a rubric, placed in order in a file with particular divisions and marking criteria. And the students can't do this themselves. They can't even buy the files. I must organize for them.

During class time the teacher spent time arranging pieces of work in order in the files. At one stage she spent 36 minutes cutting out files for learners who couldn't afford them from large sheets of cardboard. The fact that these portfolios had to be presented in a particular format (files that are separate from notebooks) appeared particularly

problematic. It meant that files need to be obtained, and organized according to the order of work. Also, marks had to be converted to fit in with departmental specifications, which several teachers reported as onerous.

The teacher at School F also spent a significant amount of time involved in the recording of marks. Again, this task was conducted during instructional time, where there was no interaction between herself and the students who busied themselves with tasks either set previously, or tasks relating to other subjects. In School F the researcher observed:

> For a whole 45 minute period the teacher busied herself with inputting marks from other teachers' subject mark sheets onto a mark sheet combining all the subjects for her register class. Once she had written in all these marks, the teacher, commenting that she had left her calculator at home, proceeded to add up all the marks manually. For each learner she wrote the numbers in columns and added them up in this way. This activity occupied her for most of the rest of the day.

At School B the preparation of portfolios also took up a vast proportion of the teachers time (18%). She was preparing for the visit of the subject advisor who would be inspecting the files. Out of seven periods on one day, the teacher taught two. For the rest of the time she was absent from her class when she had timetabled teaching, and the classes she was supposed to be teaching were unsupervised.

At School J marking and portfolio organisation took up 23% of the teacher's time, much of this occurring during instructional time, and at School H 21% of the time was spent on portfolio work and inputting marks. Appendix B contains an example of a set of forms required in relation to the same set of marks at School H. First the teacher completes a mark sheet, then a learning area 'Continuous Assessment 1st Term Record'. A 'Summary of Examinations and CASS marks' is completed for submission to the Department, as well as an 'Internal Moderation Report'.

In the independent school, School A, there were no reports of onerous paperwork. All that had been submitted to the department was a detailed plan for the coverage of assessment standards in the RNCS, and the teacher reported having found the process

worthwhile. Portfolios are not required of teachers at independent schools, although the teacher says of her previous school 'we did that at School x because of it being a government school. That was tough, and a lot of administration, here it's sort of everything is internal'.

It is clear from discussions with teachers, and from observation that the amount of paperwork is onerous. Much of the paperwork that teachers are required to do is designed to ensure that teaching and assessment occurs regularly. Although there is provincial variation, in most cases this requires that teachers indicate the completion of certain assessment standards, the specification of which outcomes have been addressed, and the detailed recording of marks.

The irony is that it is precisely the policy that attempts to guarantee that instruction and assessment take place that undermines instructional time. This happens in particular when teachers use class time to complete assessment tasks. Through trying to monitor and ensure teaching happens, policy in some cases in fact undermines it.

Further, it is clear from discussions that the purpose of official requirements is not always understood. For example, the teacher at School B understands portfolios to mean that you have to chase after learners and insist they do their work, rather than covering a number of different assessment tasks. The assessment activity becomes an administrative hurdle:

> I don't know where what is going into the portfolios, the child's portfolios, because that time, in the old system, there is no portfolios, we do just your work, but now, and you must be patience to tell the children, gave me your work, gave me then follow them, you have to give them now, you must follow them all the time, to be patient, please gave me them now.

A teacher at School G emphasized that the amount of administration undermines her 'core responsibility of classroom teaching'. The teacher complains that 'for me, right now we are achieving nothing. It's a rat race, its passing children through a system,

passing out sausages. Its mass production … if as a teacher you give me an opportunity, I would turn every child into someone. All the time I do fundraising, administration, pastoral care, I could spend with the child'.

From the discussion above it is clear that the student assessment requirements for teachers are onerous as they are simply seen and experienced as additional and unnecessary administration. It is also clear that different teachers manage these requirements differently. Some teachers use instructional time in order to complete these duties, and some do not.

Breaks

Breaks refer in this section both to formal and informal breaks. Formal breaks (or official breaks) are those periods set aside for teachers to engage in activities unrelated to teaching, such as eating lunch or socializing. Free periods are also taken to be officially mandated break periods, although many teachers in fact use these times to engage in school-related activities. Informal breaks include time that the teacher is supposed to be engaged in formal school activities, both during instructional time and in the time that is set aside at the beginning and end of the day for administrative and extra-curricula duties.

Some of the figures with respect to the amount of time teachers spent in breaks are particularly high because of teachers leaving school early. Two notable cases are the teachers at School B and F. The teacher at School F left school on Friday at 10:55 to attend to personal issues, and at School B the teacher left school early on the Tuesday, allowing herself an hour and 43 minutes to get to a workshop that was fifteen minutes away.

Several of the teachers (especially at Schools B, J and F) took time off during instruction time. The teacher at School F was a smoker, and she would frequently

leave the classroom in order to have a cigarette outside. At School J the teacher was arranging a personal trip and left the classroom to make phone calls and arrangements.

At all schools it appears that formal break time is sacred time. This was the only bell that rang at the same time everyday at Schools B, J, F and I. In the case of the teacher at School B, the researcher notes the teachers' early arrival for break, having spent the morning out of class organizing portfolios for the subject advisor's visit:

> The teacher stops photocopying and walks to the staff room. When she gets to the staff room she just sits, waiting for the bell to ring for lunch.

There were other times, particularly at School C, School B and School F where teachers' activity consisted of sitting and waiting for things to happen – lunch to begin, learners to arrive, the school day to end. One researcher referred to this activity as 'idling'. The waste of time in many of the schools is seen clearly when officially mandated, formal break time is considered alongside the amount of time spent by teachers in what is defined in the survey as "taking time off" from teaching / school work, (e.g., tea, lunch, attending to private matters, refreshing, resting)" or informal breaks.

Table 75: Percentage of allocated and actual time spent on breaks across the three days

School	% of allocated time to formal breaks	% of actual time spent on formal and informal breaks
School A	32	6
School B	17	26
School C	7	24
School D	19	11
School E	11	14
School F	20	35
School G	41	1
School H	24	16
School I	29	12
School J	25	34

The table is interesting in that it gives some insight, beyond the level of the school organisation, into how teachers themselves manage their workload. It raises questions about teacher efficiency in spending time allocated to them in the workplace. In all the schools the formal time set aside for breaks ranges between 7% and 41% of the total school day. However, the teachers in School B, School E, School F and School J all use a larger proportion than the official time allocated to engage in activities unrelated to teaching / school work.

Teachers in Schools A and G use far less of the allocated time for formal breaks for non-school related activity. In School A the teacher used most breaks for assessment and evaluation activities and preparation and planning, and in School G, where the teacher was the Deputy Principal, her breaks were spent engaged in pastoral care, fundraising, guidance and councelling and management and supervisory activities.

Lesson transitions

Lesson transitions refer to the time that it takes for teachers and / or learners to move from one classroom to the other. This varied from one per cent of the total time to 14% of the total time in School H. In the latter case this translated into two and a half hours lost to transitions across three days. At School B where 10% (almost two hours)

of the time was spent getting to and from the classroom, researcher notes provide an example of the slow transitions:

> It takes us 13 minutes after the start of the period to get to the next class. The teacher only started getting ready to leave the staff room 6 minutes after the bell had gone. At this time there were about 13 other teachers still in the staff room.

In another instance, at School F, the teacher waited outside a class for the other teacher to finish and leave for 15 minutes after the bell had rung. Again, in some schools, lesson transitions seriously undermine the availability of time for instruction.

Extra and co-curricular activities

In three schools, Schools I and J and G, extra and co-curricula activities constitute a disturbance to instructional time. At School I the school was preparing for, and then participating in, a school choir competition. Across the three days of observation, 43% of the formal school time was spent preparing for and participating in the choir competition.

The fieldwork notes from School I read:

> By Tuesday afternoon (after 12:00 am) the rehearsals for music competitions were at an advanced stage and some learners were partaking in these. As for the rest who are not directly participating, they either came out of their classes to watch the rehearsals or did 'spring cleaning' of their class rooms. No teaching took place as all teachers were helping out with music rehearsals, either directly or indirectly giving moral support. On Friday there was no school, as the whole school went to another school for the competition.

In School J 7% of time (one and a half hours) was allocated to extra-curricular activities, and this involved the reporting of results of a choir competition held the previous week to the school, and celebrating the school's success. In the case of School G all periods were shortened by five minutes due to an hour of sports practice that was held in the mornings.

In all three cases, and especially at School I, extra-curricular activities significantly reduce the amount of time available for instruction.

Professional development

Professional development activities were observed only at Schools B and G. At School B the teacher left the school for a workshop. The workshop was scheduled within the formal school day, but after instruction time for learners had ended. The teacher, however, took off an hour and a half to get to the workshop (see below).

At School G the teacher was engaged with the IQMS, and both observed an educator at another school, and was appraised herself. Preparation for her own appraisal, attending the observation and the other school and filling out forms accounted for 9% of her activity across the three days of observation.

Guidance and counselling

The only observed teacher engaging in guidance and counselling activities was the School D teacher, who was also the life orientation teacher. These activities took up 10% of her time and she saw learners mainly during her free periods. Her activities included counselling learners at the school, and dropping learners off for psychological therapy off-campus. All four of the teacher's free periods across the three days were taken up by guidance and counselling activities.

Pastoral care and duties

Included in pastoral care were activities relating to the discipline of learners, as well as ground duty, detention, scholar patrol, and feeding schemes. Pastoral care took up a small to moderate amount of teachers' time, apart from School G, where the Deputy Principal spent 9% of her time attending to sick learners, doing scholar patrol and ground duty, and disciplining learners.

Fundraising

Fundraising emerged as a significant category of time use and teacher activity in four schools: School E, G, I and J. An extract from the researcher notes at School E reads:

> The teacher explains to me that today will be an abnormal day for the Grade 4s because they are busy with a fundraising effort and will be selling curry and rice at interval, so they (the grade 4 teachers) will be running around a bit and things will be all over the place. One of the implications of the 'abnormal' day, I realise later, is that the day's timetable is not followed – the grade 4s stay with their class teacher for the day and she gives them work to do.

The teacher's activity for most of the day, Friday, was dedicated to this event, constituting 19% of her activity across the three days. At School G the teacher was also involved in a fundraising event around a 'deb's ball' for 16% of the total time over the three days of observation.

Management and supervisory functions

Management and supervisory functions in the case of most of the teachers consisted of attending staff meetings. However, the teacher at School G was also the Deputy principal, and her functions in this regard included a range of activities – including seeing parents, arranging substitute teachers, scholar patrol, disciplining learners, interviewing a new teacher, preparing a finance meeting for the school. She was often

interrupted in her classroom, and her management and supervisory functions, as well as those of fundraising, most significantly took away from instructional time, constituting 30% of her total activity across the three days.

CONCLUSION

The central finding emerging from this study is that there is a significant erosion of teaching time during the school day. When the potential time available for instruction as represented in schools formal school timetables is compared to how much time teachers actually spend teaching, vast discrepancies arise in most schools. Three teachers in this study spent 14%, 13% and 10% of allocated teaching time engaged in instructional practice. Only four teachers in the study used more that 50% of their allocated instructional time for teaching.

There is strong evidence from the case studies that there is little correspondence in the majority of schools between official policy on the length of the school week, and time to be allocated to teaching. In practice, the working week is shorter in all but a minority of schools, than officially prescribed, and the school day is characterised by considerable loss of time allocated to teaching. Class size, the number of subjects teachers are required to teach per grade and lesson transitions are amongst the factors that account for this clash between policy and practice.

The erosion of instructional time is most severe in both primary and secondary former DET schools and in the former HOR and HOD secondary schools. In the primary schools of former HOD and HOR schools there is also cause for concern. Erosion of instructional time in former HOA and independent schools was not significant.

Both official and unofficial activities crowd out teaching. At one level, class size, lesson transitions and the number of subjects and learning areas per grade that teachers have to cover condition their ability to manage their workloads effectively. At

another level, there are a range of both official and non-official activities that erode time for teaching. Half the schools had class sizes higher than 40. On Fridays, there is a paucity of teaching and learning activity in most schools. Administrative and assessment requirements, extra mural activities and fundraising seriously undermine teaching time. Breaks, where teachers engage in activities unrelated to their work as teachers, also emerges as detrimental to the potential available time being used for instruction.

CONCLUSIONS AND RECOMMENDATIONS

The task was to investigate the number of hours that educators are involved in their activities - broken down into various components specified in policy - and examine the actual nature of the work done, compare this with national policy and consider the impact of OBE and other policies.

Policies such as OBE are one amongst many that have had an impact on educators' sense of their workload. The vast majority of educators experience the multiple, complex and constantly changing requirements in teaching and learning contexts, marked on the whole by large classes with diverse teaching and learning needs, as an unbearable increase in workload. OBE in particular is singled out for having increased workload through its onerous assessment requirements.

Different schools and educators are able to meet multiple new external requirements and teaching commitments to varying degrees of success. This means that there are significant differences between the schools and educators in terms of the time they spend on their activities. The evidence shows that the major casualty of policy overload and class size is the time that educators are able to devote to their core work, teaching. Only with great effort and at great personal cost are a small minority of educators able to meet all the requirements of them. One major conclusion of this study is that those schools most in need of improvement are least able to respond to new external requirements while meeting teaching time targets stipulated in policy.

There is consequently also a gap between policy and practice with regard to educator workload. Although educators report spending an average 41 hour working week and 8 hour working day, with minor exceptions they also report and are observed being

able to spend less time than policy prescribes on their core activity, teaching. On average, more than half of their 41 hour working week and 8 hour working day is taken up in a combination of administration and non-administration-related activities such as extra-murals.

The following recommendations flow from the conclusions of the report:

Policy

The contradictions that were identified in the policies stipulating how much time teachers should spend on instruction need to be dealt with. Clear guidelines should inform how teachers spend their time, and policy should attempt to ensure that time for teaching and learning is prioritised and safeguarded.

No new policy changes should be introduced without adequate consultation with teachers, without adequate field-testing, and without some assurance that the proposed gains will be commensurate with the time and energy required to implement the reforms.

Instructional time

Instructional time must be protected, so that those issues identified as eroding teaching time do not undermine teachers' responsibility to teach. In policy, the role of teachers as *teachers*, and their core work as teaching, needs to be emphasized.

Class size

Class sizes need to be reduced where they are far in excess of norms. Although the teacher:learner ratios in most schools conform to the norm, where necessary sufficient classrooms must be provided so that these teacher:learner ratios can be met. Clear policy directives need to be given regarding how much time Heads of Department

and Deputy Principals are to teach to ensure that class sizes are within reasonable norms.

The formula which determines how many teachers are allocated to a school based on a staff to pupil ratio should be revisited. Principals, and possibly Deputy Principals, should not be included in the calculation of how many teachers are required if their teaching loads are significantly reduced by administrative responsibilities. As it stands the norms make allowance for specific staff:pupil ratios, not teacher:pupil ratios.

Administrative support

Administrative support to schools needs to be improved so that teachers are relieved of some of the administrative requirements of various policies and departmental information requirements.

Curriculum

The number of learning areas in the curriculum needs to be reduced, especially where there are shortages of trained teachers, for example, in Economic and Management Sciences (EMS) and Technology.

The assessment requirements, in particular the recording and reporting procedures related to assessment, need to be rationalized and reduced.

IQMS

The IQMS needs to be reviewed in three years' time, and its implications in terms of the administrative requirements and educator workload need to be considered. Again, the IQMS needs to be assessed to ascertain whether the process produces gains in the

quality of teaching, and whether these gains are commensurate with the time and energy required to undertake the process.

Further research

The research reported on here is of the first of its kind in South Africa. It has shown in broad strokes, through representative survey data, and case study research, the quantity and substance of teachers' workload. It provides a number of insights into what it is that contributes to increased teacher workload, and also identifies factors that undermine teachers' ability to get on with what they crucially need to do – teach. The study also raises a range of questions and further avenues of study which need to be pursued both in relation to the data generated here, and in further research studies. It was not possible to do justice to all the issues that arise. At the very least, further research is needed on class size and workload, to establish what the exact dynamics are; whether educators are using the time allocated for professional development or not, who is using it, when, how and with what effects; more detailed examinations of principals' activities; to what extent school holidays are being spent in professional development and school-related activities, and what the requirements are to put into effect the recommendations proposed above. At another level, more research can also be done to establish the relationship between internal and external accountability regimes and alignments in South African schools.

APPENDIX A

Educator Workload Survey instrument
(Conducted by the HSRC: 2005)

1.   **Survey details** *(For office use only)*

1.1 Record number								
1.2 Name of investigator								
1.3 Name of supervisor								
1.4 Date of retrieval of form (dd/mm/2005)					2	0	0	5
1.5 Date of the Monday of the diary-week					2	0	0	5

2.   **General background information**

This survey is part of a study commissioned by the Education Labour Relations Council (ELRC) on the workload of educators. Please provide the information requested to the best of your ability. This will enable the meaningful analysis of the workload (diary) information also provided by you. Your anonymity is guaranteed (do not provide your name), and the material you submit is treated with the utmost confidentiality. This information will not be used against you in any way.

****

(Please circle the appropriate codes __next__ to the options you select)

2.1   In which province do you work?

Eastern Cape	1	Free State	2	Gauteng	3
KwaZulu-Natal	4	Limpopo	5	Mpumalanga	6
Northern Cape	7	North-West Province	8	Western Cape	9

2.2   Please describe the nature of your school in terms of its location. (*See legend below*)

Urban	1	Semi-rural	2	Rural	3

Legend:
- "Urban" refers to large cities, their suburbs, and surrounding townships. Include greater Pretoria, greater Johannesburg, Bloemfontein, Kroonstad, Kimberley, Mafikeng, Cape Town (greater metropole), Port Elizabeth/Uitenhage (same), East London, Durban / Pietermaritzburg (same), Nelspruit, Middelburg, and Polokwane.
- "Semi-rural" refers to country towns and their townships, that is, not being part of any of the large cities or metropoles mentioned above, or in open countryside or farm areas.
- "Rural" refers to open countryside, farm areas and farm schools, away from small towns where people live close together in houses arranged in street blocks, with small shops, businesses and churches.

2.3   Describe the type of school that you teach / work in.

Primary (Gr 1-7)	1	Secondary (Gr 8-12)	2	Combined or any other	3

2.4   Describe your school in terms of its former education department, or the descriptions otherwise listed.

Historically white school (ex-House of Assembly)	1	Historically coloured school (ex-House of Representatives)	2
Historically black school (ex-DET, including homeland schools)	3	Historically Indian school (ex-House of Delegates)	4
School established by new government after April 1994	5	Independent school	6

3.   Personal and other immediate contextual details (*Circle only one option in each case*)

3.1   Gender

Male	1	Female	2

3.2   Age group (*completed years at last birthday*)

Below 26	1	26-35	2	36-45	3	46-55	4	Older than 55	5

3.3   Years of service in the teaching career. (How many years have you been teaching?**)**

Fewer than 3 years	1	3 to 5 years	2	6 to 10 years	3
11 to 15 years	4	16 to 25 years	5	More than 25 years	6

3.4   Education phase that you are teaching / working in.

Foundation Phase (Gr 1-3)	1	Intermediate Phase (Gr 4-6)	2
Senior Phase (Gr 7-9)	3	FET Phase (Gr 10-12)	4

3.5   Size of your school.

Fewer than 100 learners	1	101 to 200 learners	2	201 to 400 learners	3
401 to 800 learners	4	Over 800 learners	5		

3.6   Learning area, field or subject that you teach (or mostly teach).

Mathematics / numeracy	1	Natural sciences and Technology	2
Languages / literacy	3	Social sciences **	4
Arts and culture	5	Life orientation	6
Economic and management sciences	7	A combination of the above	8

*** Covering the relationships between people, and people and their environment, including learning areas or subjects such as History and Geography.*

3.7   The number of subjects / learning areas you teach.

Only one	1		Two	2	Three or more	3

3.8   Of all the classes you teach, provide the size of the largest one.

Below 30	1	30-35	2	36-40	3	41-50	4
51-60	5	61-70	6	71-80	7	More than 80	8

3.9   Of all the classes you teach, provide the size of the smallest one.

Ten or fewer	1		11-20	2	21-30	3
31-35	4		36-40	5	Over 40	6

3.10   The total number of learners you teach in the various classes and subjects.
          (*Add them all up, even though some learners are counted twice*)

Below 25	1	26-50	2	51-100	3	101-200	4	Over 200	5

For example: - Gr 9A English (20); + Gr 9B English (25); + Gr 9A Sesotho (20) = Total of 65.

          - Gr 11 Combination 1 Mathematics (35); + Gr 11 Combination 2 Science (20) = Total of 55.

3.11   Post title.

Teacher	1	Head of Department	2
Deputy Principal	3	Principal	4

3.12   The highest qualification that you attained.

Matric (Gr 12) or lower	1	College teaching diploma (< 3 years)	2	Teaching diploma (3 or 4 years)	3
B Degree (3 years)	4	B (Ed) Degree (4 years)	5	Post-graduate degree(s)	6

3.13   Main subject area you have qualified in for teaching.

Mathematics / numeracy	0	Natural sciences and Technology	1
Languages / literacy	2	Social sciences *	3
Arts and culture	4	Life orientation	5
Economic and management sciences	6	A combination of the above	7
Any primary school subjects **	8	Any secondary school subsjects **	9

* Covering the relationships between people, and people and their environment, including

learning areas or subjects such as History and Geography.

** Only choose"8" or "9" if you have not been able to select any of "0" to "7".

3.14 **Also specifically list your main and any additional subject(s) that you were trained to teach.**

(a) Main subject: _____

(b) First additional subject:

_____

(c) Second additional subject**:**_____

3.15 **Personal development.** *(Select one option in each of the two rows)*

Not registered for any studies at present	1	Currently registered for further studies	2

(and)

Plan not to register for any further studies in future	1	Plan to register for further studies in future	2

3.16 **How long is (are) the official break(s) given to learners (and teachers) in your school?**

First (or only) break [＿＿＿＿] minutes

Second break [＿＿＿＿] Minutes

EDUCATOR WORKLOAD REPORT

Instructions for keeping the time diary

Dear Educator

1. We would like you to keep a time diary of your activities relating to your job as an educator for one week including Saturday and Sunday.
2. We would like you to keep a record of all educator activities you do:
   a. during the formal school day (refers to the time you have to be at school for the compulsory seven hours per day, including breaks.)
   b. outside the formal school day (refers to the time you have worked outside the designated normal school hours described above.)
3. On the next page you will see that we have divided educator activities into ten categories.
4. Please label your activities according to these ten categories, e.g. training the netball team should be labelled 'Extra Curricular Activities.'
5. With regard to any staff, committee or other **meetings**, consider their purpose, and record the relevant time spent under the appropriate activity categories.
6. We have given you pages on which to keep rough notes of your activities for each day.
7. Write down the category under which the activity falls only if it takes 15 minutes or more. (If it only takes 5 minutes of your time in total, you do not need to record it.)
8. At the end of each day, add up the time you spent under each of the ten categories and fill in the time diary page for:
   a. During the formal school day
   b. Outside the formal school day
   c. When recording time for any listed activity, provide the number of completed hours and estimate the minutes to the nearest 15 minutes.

Example:	Teaching time	
	Hrs	Mins
During formal school (fs) day	3	30
Outside fs day	0	15

9. This last activity should not take more than 20 minutes of your time.

EDUCATOR WORKLOAD REPORT

Descriptions of activity categories:

Teaching	Preparation and planning	Assessment and evaluation	Professional development	Guidance and counselling
DESCRIPTION	DESCRIPTION	DESCRIPTION	DESCRIPTION	DESCRIPTION
Refers to all your teaching activities, be it in or out of class	Refer to your preparation for your teaching/lessons, forward planning for your learning programmes	Refer to all your marking or evaluation of learners	Refers to activities undertaken to enhance your work-related skills and expertise as endorsed by the Dept. of Education	Refer to one-on-one, or any direct contact with individual learners and/or caregiver about the learner's progress, personal affairs, discipline etc
Examples: ▪ Classroom teaching/individual or group ▪ Teaching in the laboratory ▪ Field trips ▪ Physical education. Eg (Swimming, etc) ▪ Relief teaching ▪ Settling learners to begin teaching ▪ Revision ▪ Every thing that covers curriculum directly	**Examples:** ▪ Working on day plans ▪ Meetings involving preparations and Planning ▪ Working on weekly plans ▪ Working on year plans ▪ Constructing and obtaining lesson materials	**Examples:** ▪ Marking learners' scripts ▪ Evaluating learners through checking on their home work, class work, assignment, portfolios etc. ▪ Taking down formal tests, examinations etc.	**Examples:** ▪ Curriculum training events ▪ Curriculum workshops held at school or elsewhere	**Examples:** ▪ Direct contact with individual learners ▪ Direct contact with the learners caregivers concerning the learners problems/troubles, progress, personal affairs, discipline etc.

Management and supervisory functions	Pastoral care and duties	Record keeping, reports and other administration	Extra-and-curricular activities	Breaks
DESCRIPTION	DESCRIPTION	DESCRIPTION	DESCRIPTION	DESCRIPTION
All management, planning, supervisory and liaison work	Supervision of learners general welfare and discipline	Activities like keeping and compiling any documentation for academic and other related purposes	Any activities normally not part of the academic school curriculum and not covered in exams.	Formal "taking time off" from teaching/schoolwork
Examples: ▪ Management work ▪ School planning	**Examples:** ▪ Ground duty ▪ Detentions (disciplinary	**Examples:** ▪ Compiling documents	**Examples:** ▪ Sports ▪ Culture	**Examples:** ▪ Tea break (short break)

EDUCATOR WORKLOAD REPORT

• Supervision • Liaison work with DOE, staff, parents and the public • SGB related activities	supervisions of learners) • Scholar patrol • Supervising scholar transport • Feeding schemes • Related non-academic functions • Exam invigilation	• Completing mark sheets • Keeping documents • Filling learner and educators portfolios • Typing, photocopying and printing exam papers, tests. • Any other records	• Clubs • Societies • Events involving many parents and learners • General excursions	• Lunch break • Taking time-off to attend to private matters like visiting the doctor, shopping, attending court hearings • Refreshing etc • Any other activity not already mentioned above.

EDUCATOR WORKLOAD REPORT

4. Workload diary (Record of time-usage)
(AT THE END OF EACH DAY, add up your times/activities from your notes and put them in the appropriate category)

Activities

Period reviewed		Teaching (time)		Preparation and planning		Assessment and evaluation		Professional development		Management and supervisory functions		Pastoral care and duties		Record-keeping, reports and other admin		Extra-and co-curricular activities		Guidance and counselling		Breaks	
		Hrs	Min	Hrs	Min	Hrs	Min	Hrs	Mins	Hrs	Mins	Hrs	Min	Hrs	Min	Hrs	Min	Hrs	Min	Hrs	Min
Mon	During f.s.day																				
	Outside f.s.day																				
		Hrs	Mins	Hrs	Min	Hrs	Min	Hrs	Min	Hrs	Mins	Hrs	Min	Hrs	Min	Hrs	Min	Hrs	Min	Hr	Min
Tue	During f.s.day																				
	Outside f.s.day																				
		Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins
Wed	During f.s.day																				
	Outside f.s.day																				

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EDUCATOR WORKLOAD REPORT

	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins	Hrs	Mins
Thu During f.s.day																		
Outside f.s.day																		
Fri During f.s.day																		
Outside f.s.day																		
Saturday																		
Sunday																		

Rough Notes

Weekday _____ : Activities and notes	
Broad timeslots	**Outside/before start of formal 7-hour school day**
Broad timeslots	**Within formal 7-hour school day**
Broad timeslots	**Outside/After end of the 7-hour school day**

Weekday _____ : Activities and notes	
Broad timeslots	**Outside/before start of formal 7-hour school day**
Broad timeslots	**Within formal 7-hour school day**
Broad timeslots	**Outside/After end of the 7-hour school day**

Weekday _____ : Activities and notes	
Broad timeslots	**Outside/before start of formal 7-hour school day**
Broad timeslots	**Within formal 7-hour school day**
Broad timeslots	**Outside/After end of the 7-hour school day**

Weekday _____ : Activities and notes	
Broad timeslots	**Outside/before start of formal 7-hour school day**
Broad timeslots	**Within formal 7-hour school day**
Broad timeslots	**Outside/After end of the 7-hour school day**

Weekday _____: Activities and notes	
Broad timeslots	**Outside/before start of formal 7-hour school day**
Broad timeslots	**Within formal 7-hour school day**
Broad timeslots	**Outside/After end of the 7-hour school day**

Weekend: Activities and notes	
Broad timeslots	**Saturday**
Broad timeslots	**Sunday**

5. **Perceptions of Workload**

5.1 **In the week <u>for which you kept the diary</u>, did you spend more time <u>than usual</u> on the activities listed in the diary (and in the rows below)?**

Activity	More time than usual	Same as usual	Less time than usual
Teaching	3	2	1
Preparation and planning	3	2	1
Assessment and evaluation	3	2	1
Professional development	3	2	1
Management and supervisory functions	3	2	1
Pastoral care and duties	3	2	1
Record keeping, reports and other administration	3	2	1
Extra- and co-curricular activities	3	2	1
Guidance and counselling	3	2	1
Breaks	3	2	1

5.2 **In the week <u>for which you kept the diary</u>, did you spend more, less, or the same time <u>than</u> you did <u>five years ago</u>?**

Activity	More time than 5 years ago	Same time as 5 years ago	Less time than 5 years ago
Teaching	3	2	1
Preparation and planning	3	2	1
Assessment and evaluation	3	2	1
Professional development	3	2	1
Management and supervisory functions	3	2	1
Pastoral care and duties	3	2	1
Record keeping, reports and other administration	3	2	1
Extra- and co-curricular activities	3	2	1
Guidance and counselling	3	2	1
Breaks	3	2	1

5.3 **<u>Overall</u>, has your workload increased or decreased since the year 2000?**

Increased a lot	Increased a little	Stayed the same	Decreased a little	Decreased a lot
1	2	3	4	5

5.4   How have the following developments or interventions affected your workload?

Intervention	Increased it	Left it unchanged	Decreased it	Uncertain
New curriculum implementation	1	2	3	4
CASS	1	2	3	4
DAS	1	2	3	4
WSE	1	2	3	4

Legend: CASS = Continuous Assessment   DAS = Developmental Appraisal System
WSE = Whole School Evaluation

5.5   What kind of administrative support do you receive from your school?
(Select one option in every column)

Support(ed) through →:	Copying of documents	Typing of worksheets	Typing of exam papers / tests	Provision of learner classlists and other similar documents
Supported	1	1	1	1
Needed, but not supported	2	2	2	2
Not required, not supported	0	0	0	0

5.6   To what extent does your principal support you in your work with regard to the various aspects listed?

Aspect	Largely	To some extent	Minimally	Not at all
Curriculum / instructional leadership	4	3	2	1
Emotional /moral /personal matters	4	3	2	1
Learner discipline	4	3	2	1
Administration and infrastructure	4	3	2	1

5.7   Please evaluate the extent to which the support, given by the two sources listed below, makes your teaching easier.

Source of support	No support	None*	Very little	Somewhat	A great deal
Department of Education	9	0	1	2	3
Government in broad sense	9	0	1	2	3

* Select this option when support is given, but it does not help to make teaching easier.

5.8   How much of your previous school holiday did you spend on the activities listed below?

Aspect	None of it	Some of it	A lot of it	Almost all of it
Sports and/or field trips	4	3	2	1
Professional development (as defined)	4	3	2	1
Marking	4	3	2	1
Planning and preparation	4	3	2	1
Catching up on admin	4	3	2	1
Other school-related work	4	3	2	1

5.9   Rank the time/effort you spend on the following seven (7) assessment activities related to evaluating the OBE-based work of learners. (*Use "1" for the most time-consuming activity, and "7" for the least time-consuming one.*)

OBE-based evaluation activity	Rank
a. Interaction with individual learners to collect information to base evaluation on.	
b. Interaction with groups of learners to collect information to base evaluations on.	
c. Evaluations and ratings from the notes or observations gained through a. and b.	
d. Evaluations and ratings of written and constructed work submitted (include portfolios) by learners as formal OBE assignments.	
e. Administration of the official departmental Common Tasks of Assessment (CTAs)	
f. Completion and use of integrated evaluation records to make conclusions about areas of progress or attention for learners.	
g. Feedback (formative) of evaluation ratings to learners / caregivers to benefit their future learning.	

5.10   **List the most important "things" that <u>at present</u> either add to or reduce your workload.** *(Please elaborate by stating the factor clearly, indicating whether it adds to or reduces your workload, and why / how it does so)*

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5.11   **List, in order of importance, the three interventions that would <u>in future</u> reduce your workload most.** *(Think about concrete issues, and by whom action has to be taken, if relevant, while not forgetting your own role)*

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