

Irish National Teachers' Organisation Cumann Múinteoirí Éireann

Teacher Workload:

INTO Research Report

Executive Summary: February 2023



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A nation's greatness depends upon the education of its people

Part One: Teacher Workload Research Project – Key Findings

The *Teacher Workload Research Project* arose in the context of the adoption of a resolution at the INTO Annual Congress in 2018 which called for an independent study into how teacher workload had increased over the past decade and its impact on the health and working conditions of members. The following is a summary of Part One of the *Teacher Workload Research Project*. The full report is available at bit.ly/INTOTeacherWorkloadReport22.

INTO Survey on Workload – Principal Teachers

A copy of the *INTO Survey on Workload – Principal Teachers* was sent electronically to all primary and special schools in the Republic of Ireland. A total of 3,241 surveys were issued and 1,178 were returned, a response rate of 36%.

There was a good balance between respondents in administrative and teaching principal roles with a wide range of teaching experience.

Administration

- Research carried out by the INTO (INTO, 2015) indicated that principal teachers often lack the time to lead teaching and learning because of the demands of administration. In this research, principal teachers noted the benefits of having release days for leadership and administration.
- Many referenced the support they receive from their school's deputy principal and 93% agreed that deputy principals should be released from teaching duties to assist leadership and administration.
- A majority agreed that administrative deputy principals should be appointed in all special schools.
- The role of a teaching principal is acknowledged as challenging (INTO, 2015). Respondents (93%) supported the suggestion that all mainstream schools with 10 or more staff and all special schools should have an administrative principal.
- An overwhelming majority (98%) agreed that every school should have access to an administrator/secretary qualified in school administration, paid by the Department of Education (DE).

Boards of management

Two thirds of respondents (67%) agreed with the suggestion that boards of management should be shared among schools and 60% agreed that clusters of schools could share boards of management and an experienced chairperson.

School policies

Drafting policies at school level is identified as a major source of workload with 98% of principals agreeing that all DE circulars should be accompanied by templates to reduce the workload associated with policies. These could be adapted locally to suit the individual school context.

Strategies to address leadership and administration

- When invited to give examples of strategies to reduce workload associated with school administration, 914 respondents offered comments.
- These included delegation and distributed leadership, greater administrative support, the use of technology and online tools, networking and professional supports and the centralisation or outsourcing of some school administrative tasks such as summer works and capital projects.
- Many of these suggestions would require changes in how schools are currently managed as well as additional funding.

Teaching and learning

Curriculum

In previous INTO research on curriculum and in the *INTO Report on Workload and Stress* (INTO, 2015), teachers referred to curriculum overload as a significant source of their workload. There were varying levels of support for suggested solutions to address this. However, 97% agreed that IT support should be provided regionally or centrally.

Initiatives

Principals were invited to comment on schools' participation in the wide range of initiatives available. A total of 1,003 principals commented. Reasons for engagement included benefits to pupils, publicity and competition with other schools, expectations of parents and other groups and teachers' personal interests, professional development and opportunities for career progression.

Planning and collaborative time

One of the greatest challenges in schools is time for collaborative work. When asked to indicate how much time staff might require and how this should be provided, a total of 941 offered suggestions including longer working hours for which teachers should be paid.

Others stated that the Croke Park hours should be used. Many suggested dedicated time using supply panels or part-time teachers to provide substitute cover. Some suggested the employment of specialist teachers so that teachers could be freed up during the school day and referred to such practices in other jurisdictions.

Professional development

Professional learning and development are core part of the teacher education journey. A large majority, (97%) of respondents agreed that all schools should have a bank of substitute days to release teachers to participate in professional development and learning.

Strategies to address teaching and learning

A total of 853 principals responded when invited to give examples of strategies to reduce workload associated with leading teaching and learning. Themes emerging were similar to those identified in other areas of the questionnaire and included delegation, the use of templates for planning and policies, networking and collaboration among schools, in-school CPD and the prioritisation of tasks. Other areas mentioned included reducing class size, dedicated time for planning, collaboration and administration and external support.

Special education

Responding to special educational needs and the number of agencies with which schools had to engage were the greatest sources of workload for both principal and class teachers (INTO, 2015).

Almost all respondents agreed that the NCSE should simplify and reduce the amount of paperwork required to access support and also agreed that all schools should have a post of responsibility for the coordination of special education for which time should be allocated from a school's general allocation of SET.

Strategies to address special education

In response to an open-ended question asking for strategies to reduce the workload associated with special education, 826 respondents offered comments. Over a third (38%) identified the creation of a post of responsibility for SEN as the most effective strategy. Other suggestions included increased administration time for SEN teachers and funding for therapies and supports from external professionals.

Communication

Principal teachers receive communications from an increasingly wide range of stakeholders. When asked if the timing of school initiatives and key annual/multi-annual tasks should be coordinated at national level by the DE in consultation with the INTO, a total of 98% agreed.

Communication with parents

There are increased expectations around communications between parents and teachers, particularly since the advent of COVID-19. When asked how these expectations could be met without increasing workload, almost 900 respondents offered comments. Many were of the view that they could not be met without increasing workload but recognised the importance of communication with parents.

Communication from the school to parents is increasingly supported using technology. However, communication between teachers and parents regarding individual children requires an increasing amount of time.

Strategies to address communication

Respondents offered several solutions

- The use of digital and online communication platforms, funded by the DE or provided free of charge to schools.
- % Clear policies and procedures for communication at school level.
- » Designated time for communication, including release time.
- M Greater administrative support to facilitate communication.
- M An enhanced communication role for DE.

Concluding comment

To conclude, principals were invited to state what duties or functions they carry that they thought were unnecessary. A total of 867 respondents offered comments relating to:

- $\ensuremath{\,\mathbb{X}}$ $\ensuremath{\,\mathbb{S}}$ School buildings, including construction-related work and building projects.
- Paperwork and policy-making, including lack of administrative support.
- Managing school finances.
- Recruiting and sourcing substitute teachers.
- M Other areas beyond their expertise.

Many duties and functions necessary for the smooth operation of schools carried out by principals are not related to teaching, learning and education.

Solutions to address workload will involve professionalised administrative support, increased and dedicated leadership time for teaching principals, restoration of posts of responsibility, centralised building and maintenance support from the DE, centrally-produced templates for policies, adequate funding of schools and dedicated time for collaborative activities.

INTO Survey on Workload – Teachers

The teacher survey issued to 4,000 members randomly selected from the INTO membership database. The survey issued electronically to selected members' email addresses. As 4,262 responses were received, the survey can no longer be considered a random sample, having being shared by respondents with colleagues not selected for inclusion.

Respondents had a range of teaching experience and included class teachers, SEN teachers, and teaching principals. Urban, rural, DEIS, Gaeltacht schools, Gaelscoileanna and special schools were represented.

Curriculum

A large majority of respondents (97%) agreed that there was too much content in the current (1999) curriculum.

Only 30% agreed that the 2021 *Guidance on Preparation for Teaching and Learning* would reduce paperwork associated with planning. This may reflect the fact that the guidance document had been recently launched and teachers may not have been wholly familiar with it.

Respondents (63%) did not agree that the *Primary Language Curriculum* would help to reduce workload associated with planning and teaching language.

Over two thirds of respondents (69%) agreed that teachers should not have to record their plans for differentiation.

Initiatives

Teachers were asked why schools engaged with extra initiatives when these are optional. A total of 3,596 respondents commented.

Over half referred to the many positive effects for pupils and for schools in providing a more holistic education, allowing opportunities for children to develop additional skills and capacities. Other reasons cited were opportunities to develop real-world skills, catering for diversity, contributing to school ethos, enhancing morale, cooperation and school spirit and pupil enjoyment.

Over a third of respondents mentioned that schools undertook initiatives to generate positive publicity. Some referred to pressure from parents and other stakeholders including the inspectorate. Teachers felt participation in these programmes has become an expectation rather than an option.

Planning and collaborative time

Teachers were asked how much cumulative time was required monthly for collaborative work and how this could be provided. The average response was seven hours, however this question was interpreted in a variety of ways. Nevertheless, respondents acknowledged the need for some time to engage in collaborative work.

Most respondents gave a combination of some or all of the options below when suggesting how it could be provided:

- Scheduled release time within the existing school day was cited by just under half of respondents.
- Croke Park hours or reduced school hours for pupils were cited in almost one third of responses.
- % Collaboration outside of the teaching day or extending teachers' working hours and increasing salary were each favoured by less than 5% of teachers.

Special education

It was evident in the workshops at stage one of the project that responding to SEN was the greatest source of workload for both principals and class teachers.

- Almost all respondents (97%) agreed that all schools should have a post of responsibility for coordination of special educational needs with time allocated for this purpose. A large majority also agreed that schools' special education teams should include a teacher with additional expertise to support the socio-emotional needs of pupils prior to referral to community services.
- Respondents supported the suggestion that clusters for special education teachers would help collaboration among SEN teachers and that time should be available for collaboration both within and between schools.
- Many respondents agreed that language support teachers for children with English as an additional language (EAL) needs should be available in all schools in addition to the General Allocation Model.
- In addition, 98% agreed that all schools should have substitutable release time to engage with external specialist supports such as National Educational Psychological Service (NEPS), National Council For Special Education (NCSE) and visiting teachers.
- A large majority (86%) also agreed that the paperwork required for NCSE applications, appeals and review processes should be reduced and simplified with 89% agreeing that teachers with responsibility for SEN in a school should have release time to complete paperwork.
- Nine out of 10 respondents agreed that relevant professional development for principals and teachers would reduce workload associated with managing challenging behaviours.
- Almost all respondents (97%) agreed that enhanced supports for children with behavioural and learning difficulties would reduce workload for principals and teachers, and 97% of respondents also agreed that socio-emotional counsellors should be available to all schools to support children presenting with anxiety.

Communication, funding and support

Communication

- # Teachers reported that increasing demands from parents are contributing to workload.
- While over half of the respondents (55%) agreed that it is reasonable to expect teachers to meet with parents outside of school hours, one third (34%) did not agree.
- Just under two thirds of respondents (65%) agreed that meeting parents at the beginning of the school year to explain what to expect in relation to children's learning would reduce enquiries during the year.
- A large majority (94%) agreed that teachers should be given release time with substitute cover to meet with parents of children with SEN to facilitate review and support planning.
- Most respondents (79%) agreed that parents should be made aware of the complaints' procedure at the beginning of every school year.
- A large majority (91%) agreed teachers should have the option of using technology to communicate with parents.

Funding

The lack of funding for primary education puts increased pressure on running schools and teaching the curriculum. When asked to indicate to what extent they agreed with three statements regarding funding in schools:

- Two thirds (67%) disagreed that teachers should engage in fundraising for the school.
- Two thirds (66%) agreed that collecting money from children for school activities should not be the responsibility of the class teacher.
- Almost all (98%) agreed that the DE should provide all schools with a software platform (such as *Aladdin*) or the funds to purchase such a platform.

Teacher support

In relation to their responsibility to ensure that pupils' needs are met in schools, teachers were asked to indicate to what extent they agreed with several suggestions to support them in their roles as teachers.

- When asked to indicate to what extent they agreed that too much was expected from the professional support teams in supporting NQTs engaging in Droichead, 60% agreed.
- When asked to indicate whether every infant class should have a classroom/inclusion assistant, 95% agreed.
- Three quarters agreed that all teachers should be entitled to a paid sabbatical term after 10 years in the teaching profession.
- Finally, when asked whether PDST in-school sustained support requires substitute cover for participating teachers, 96% agreed.

Documentation and paperwork

The survey invited teachers to provide additional information that could be useful in addressing the issue of teacher workload.

Over half of the respondents (52%) to this question identified planning for teaching and learning as a source of unnecessary paperwork.

While one in six respondents identified paperwork related to SEN as unnecessary, the importance of record keeping, and documenting progress of SEN pupils was acknowledged.

Other areas which were mentioned by smaller numbers of respondents included assessment, drafting and reviewing school policies and School self-evaluation (SSE). Though the School self-evaluation (SSE) process was seen as valuable, the paperwork was seen as excessive.

Strategies to address paperwork and documentation

A total of 1,931 teachers offered suggestions on strategies to reduce workload associated with paperwork and documentation. Themes that emerged in the responses are similar to those in other parts of the questionnaire.

These included collaboration with colleagues and pooling of resources, greater clarity, consistency of expectations in relation to planning, cross-curricular integration, increased funding and teaching resources.

Conclusions and recommendations

The INTO workload project outlined in part one and the audit of principals' time outlined in part two of the *Workload Report* provide clear evidence that the work of teachers and principals continues to become more demanding. For principal teachers in particular, workload is becoming unsustainable.

The report offers conclusions and makes general recommendations under the headings below.

School governance

School leadership: There was strong support for two release days per week for all teaching principals and for release time for deputy principals (93%).

The INTO should continue to negotiate additional release time for teaching principals and to seek release time for deputy principals.

School administration

Principals carry out many functions such as project management of building works that are not essential to teaching and learning, but necessary for the smooth operation of schools.

The DE should consider devolving such responsibilities to local or regional bodies.

Most schools employ secretaries, many only on a part-time basis. There was overwhelming support (98%) for the appointment of school secretaries paid directly by the DE.

The INTO should initiate discussions with the DE, management bodies and with Fórsa to discuss the development of the role of school secretary, to consider job specifications and design a professional course for school secretaries.

Boards of management

- Principal teachers acknowledge the limitations of the current structure boards of management.
- The INTO should initiate discussions with the DE and management authorities with a view to exploring options for semi-professionalising the role of chairperson of boards of management.
- School policies: There is support for the provision of templates by the DE for policies, and that school could adapt policies locally.

Teaching and learning

- % Curriculum: While teachers are supportive of the curriculum, they have constantly criticised curriculum overload.
- M The new Primary Curriculum Framework must address curriculum overload.
- % Collaborative time: preparing and planning for teaching also creates additional pressures for teachers.
- The INTO should enter negotiations with the DE and with management authorities to agree an amount of time per term for collaborative activities such as whole school planning, professional development and meeting with parents.
- Class size: The INTO has long pursued the reduction of class size in primary schools. The campaign to further reduce class size should continue.

Special education

Responding to the needs of children with SEN creates additional workload for both principals and teachers. Many respondents remarked on the paperwork associated with SEN planning and applying for support and resources. Large class sizes were considered a challenge particularly when there were many demands for differentiation.

- The INTO should enter into discussions with the NCSE regarding the procedures for applying for resources, appealing allocations and seeking reviews to reduce the workload associated with these processes.
- The INTO should liaise with the NCSE regarding guidelines for individual planning in the context of the review of the *EPSEN Act* (2004).
- Children with SEN require a range of therapeutic, socio-emotional and other supports currently unavailable in schools.
- The INTO should explore possibilities enabling experienced teachers to become qualified therapists or socio-emotional counsellors with a view to providing such supports to children in primary and special schools.
- The INTO should demand that the DE appoint socio-emotional counsellors in primary schools to support children's socio-emotional, mental health and well-being.
- The INTO should demand additional posts of responsibility to coordinate the provision of special education at school level.

Communications

While teachers appreciate the role of parents and the need for communication, respondents supported the provision of guidance around school policies for communications with parents to ensure expectations remained realistic and manageable.

Conclusion

The INTO recommends that a Primary Education Review Group be established by the DE, involving the INTO, school management bodies and other stakeholders, with the purpose of carrying out a review of the following issues:

- The role and function of voluntary boards of management.
- Regional structures to support schools where external support is required school buildings, minor works, technology and HR support.
- Time for leadership and management functions, including release time for teaching and deputy principals, at what stage administrative principals and administrative deputy principals

should be appointed in both mainstream and special schools.

- Mow principals are appointed and supported after appointment.
- School secretaries development of role, functions and responsibilities, qualifications in school administration.
- Supporting children with SEN allocation and deployment of resources, holistic supports, therapies, counselling and behavioural supports, school buildings and equipment, documentation and co-ordination.
- Professional (non-pupil contact) time for teachers planning and preparation for teaching, engaging with other professionals, communicating with parents, releasing teachers during school hours, review of Croke Park hours.

Part Two: Audit of Principal Teachers' Time

An independent report on time, outside normal school hours, spent by primary school principals on school-related work

Executive summary

The report on the audit of principals' time is summarised in broad terms in this section. While it contains more detail than might ordinarily be associated with an executive summary, such detail is warranted so that key statistics are readily accessible. A copy of the full report can be accessed via bit.ly/INTOTeacherWorkloadReport22.

- In 2021, on foot of a resolution at Annual Congress, the INTO commissioned an independently audited survey on the time spent by principal teachers (outside normal school hours) on school-related work. The findings of this survey are presented in this report, together with relevant background information and details regarding the approach and methodology used.
- The intention is that the primary data gathered, analysed and presented in a structured way will support the INTO in its considerations around the workload of principals. It is not within the remit of this report to analyse this data against the backdrop of current literature or to make recommendations to the INTO based on the findings; accordingly, such analysis and recommendations are not a feature of this report.
- The terms of reference which were provided to this researcher had interpreted 'audit of time' as a thorough review and assessment of time worked by principals outside normal school hours; 'audit of time' as a survey of principals over five weeks; and 'independent auditor' as a researcher independent of the INTO whose remit it would be to conduct the survey and associated review and compile a report. The terms 'audit' and 'independent auditor' as used in this document are to be interpreted accordingly. The terms of reference are summarised as follows:
 - An audit of time worked by principal teachers during evenings, weekends and school closures to be conducted; this work to be carried out by an independent auditor.
 - The audit to be conducted over five weeks during October/November 2021; this time to include four weeks during which schools were officially open and one week of school closure.
 - Time worked to be logged and reported by survey participants under the following headings: (a) the time period during which the work was carried out, i.e. during evenings/ weekends/school closure and (b) the nature of activity carried out during that time. Time to be reported in 15-minute blocks. Activities to be recorded by reference to a list of 17 activities drawn up by the INTO. Records of time worked to be entered in a spreadsheet template and forwarded directly to the independent auditor.
 - The survey sample to be drawn from a broad range of contexts and settings.
 - Following an INTO webinar during which the purpose and nature of the planned *Time Audit Survey* was explained to potential participants, the independent auditor emailed the 45 principals in attendance, inviting them to complete a consent form and questionnaire should they be willing to take part in the survey. Of the 38 principals who consented to take part, 33 subsequently engaged with the audit of time. Survey participants came from a wide range of school contexts and settings within the Republic of Ireland.

- The findings are presented under two broad headings: the amount of time that principals work outside normal school hours and the nature of activity performed during that time. Time logged is analysed to determine patterns relating to weekdays, weekends and school closure with reference to all principals; administrative principals; and teaching principals. The nature of activities performed is examined under a number of headings relating to the various contexts from which the survey participants were drawn, e.g. administrative principal/teaching principal; small schools/all schools; schools in which Irish is the medium of instruction/schools in which English is the medium of instruction. Data relating to a cohort of principals who each logged a weekly average of in excess of 15 hours across the five weeks of the survey is also considered.
- While the research was quantitative in nature, some comments that the participants shared in the course of their communication with the independent auditor are drawn on.
- Key findings include the following:

Note: The following data relates to time spent outside normal school hours on school-related work.

Amount of time: average and median

Averages, with reference to time outside normal school hours, are presented here:

All principals

- Average weekly number of hours across the five weeks of the survey —13 hours, 38 minutes.
- Average weekly number of hours during the four weeks when schools officially open 15 hours, 15 minutes.
- Mercage weekly number of hours during school closure seven hours, 40 minutes.
- Average weekly number of hours on weekdays during four weeks when schools officially open — 11 hours, 58 minutes.
- Average number of hours weekends during four weeks when schools officially open three hours, 17 minutes.

Administrative principals

- Average weekly number of hours during the four weeks when schools officially open 16 hours, 45 minutes.
- Mathematical Average weekly number of hours during school closure eight hours, 51 minutes.

Teaching principals

- Average weekly number of hours during the four weeks when schools officially open —13 hours, 34 minutes.
- M Average weekly number of hours during school closure 6 hours, 23 minutes.

Median figures relating to weekly hours (outside normal school hours) for administrative principals and teaching principals are presented below:

Administrative principals

- Median across the five weeks of the survey —14 hours, 15 minutes.
- Median during four weeks when schools officially open —16 hours, 30 minutes.
- Median —during school closure —five hours.

Teaching principals

- Median across the five weeks of the survey 10 hours, 30 minutes.
- Median during four weeks when schools officially open —12 hours, 15 minutes.
- Median during school closure three hours, 30 minutes.

Principals who each logged a weekly average of in excess of 15 hours across the five weeks of the survey

A significant number reported that they spent relatively high numbers of hours on school-related work (outside normal school hours) during the five-week survey period. Average weekly hours reported by the individuals in this group ranged from 15 hours, 15 minutes to 28 hours, 24 minutes. As this cohort made up one third of the entire sample, their data was analysed further. Both DEIS and non-DEIS schools were represented in this cohort, and it reflected a cross-section of principals in terms of length of experience. Administrative principals made up 73% of this group whereas they made up 52% of the survey sample.

Principals who each logged a weekly average of less than 6 hours 30 minutes across the five weeks of the survey

A small number of principals logged relatively smaller amounts of time outside normal school hours in the course of the survey. In the course of the five weeks, 21% of the participants (n=7) logged on average less than 6 hours, 30 minutes per week.

Principals who logged > 20 hours in any individual week

In the course of the entire survey, 18 principals logged weeks in which they worked 20 hours or more. Many weekly entries were well in excess of 20 hours.

- # Eight principals logged one week of 20 hours or more.
- Five principals logged two weeks of 20 hours or more.
- Three principals logged three weeks of 20 hours or more.
- Two principals logged four weeks of 20 hours or more.

Activities worked on outside school hours

Activities were ranked by the amount of time spent on each, on average. This data was analysed under a number of headings. For example, the top five activities (all principals) across the four weeks during which schools were open are listed in the following table:

Ranking	Activity description
1	8: Administration - day-to-day management, e.g. sourcing substitutes, school admissions
2	1: Planning for leading teaching and learning (short term)
3	15: Thinking and/or reflection about school matters
4	7: School maintenance and technological issues, e.g. building projects, minor works, ICT, broadband
5	12: Preparation for and attendance at meetings including Board of Management and Parents Association

Table: Top five activities worked on outside of school hours

Analysis of the data showed some commonalities and differences between various groups. Of note was the high ranking of *Activity 8: Administration* in all groups and the relatively higher ranking of *Activity 1: Planning for leading teaching and learning (short term)* and *Activity 2: Planning curriculum/school development/SSE (medium to long term)* for teaching principals as compared to administrative principals. It was also noted that *Activity 7: School maintenance and technological issues, e.g. building projects, minor works, ICT, broadband* had a higher ranking for administrative principals than for teaching principals.

Findings: Related comments

A number of points need to be borne in mind when considering the findings:

- The survey was conducted over five weeks in October/November 2021. While some key activities are likely to feature prominently for all principals across the entire year, others assume greater/lesser prominence at different points in the course of the year. For example, activities such as *Activity 5: Recruitment, Interviewing, Appointment and Induction of Staff* would be likely to have a much higher ranking in June or September. Additionally, while matters such as child safeguarding are an important part of the role of principal, the amount of discrete time spent on same is likely to vary significantly in response to events that are unpredictable.
- Owing to concerns that conducting a survey over a very long period could result in lower return rates associated with survey fatigue, the INTO decided that the audit would be carried out over five individual weeks in October/November 2021. While acknowledging the ebb and flow that broadly characterises the school year in terms of tasks and activities, it was felt that this would provide a snapshot of a particular point of time. Nevertheless, it is likely that the quantities of time worked outside normal school hours would be greater in June when tasks associated with the end of the school year are carried out.
- It is worth reiterating that quantities of time logged for various activities relate purely to time worked on these activities outside normal school hours. Information was neither sought nor provided on the quantities of time directed to those activities in the course of the normal school day. As such, it is not appropriate to draw inferences regarding the relative amounts of time that principals dedicate to the various activities overall in the course of any given week.
- While the survey sample is representative of a cross-section of principals from various contexts and settings, it does not take into account a variety of contextual factors which may impact on the amount of time that principals may work outside normal school hours and the nature of activities that they work on during that time, e.g. local circumstances such as the availability of appropriately qualified support staff, locally available funding for, e.g. maintenance and related projects and other miscellaneous factors.