



DEPARTMENT OF EDUCATION AND SCIENCE
PRIMARY BRANCH

REVIEW AND EVALUATION
OF THE
SUPPLY TEACHER SCHEME FOR PRIMARY SCHOOLS

FINAL REPORT

JUNE 2006

REVIEW AND EVALUATION OF THE
SUPPLY TEACHER SCHEME FOR PRIMARY SCHOOLS

FINAL REPORT

CONTENTS

1	Executive Summary	3
	BACKGROUND.....	3
	PROJECT METHODOLOGY.....	3
	CURRENT OPERATION OF THE SCHEME	3
	PROGRAMME OBJECTIVES	5
	QUALITATIVE IMPACTS OF THE SCHEME	5
	VALUE FOR MONEY.....	6
	CONCLUSIONS AND RECOMMENDATIONS	11
2	Background and Objectives.....	14
2	Background and Objectives.....	14
	BACKGROUND.....	14
	TERMS OF REFERENCE	15
3	Project Approach and Methodology.....	19
	APPROACH	19
	METHODOLOGY	19
4.	Current Operation of the Scheme.....	23
	SCOPE OF EXAMINATION.....	23
	COSTS OF SUBSTITUTION	23
	LEVELS OF SUBSTITUTION	31
	EFFECTIVENESS OF SUBSTITUTION	34
	RURAL AND URBAN COMPARISONS	37
	KEY FINDINGS	38
5	Programme Objectives	40
	SCOPE OF REVIEW.....	40
	VALIDITY OF OBJECTIVES	40
	ACHIEVEMENT OF OBJECTIVES	43
	KEY FINDINGS	47
6	Qualitative Impacts of the Scheme.....	49
	KEY ISSUES	49
	EDUCATIONAL IMPACT	49
	HUMAN RESOURCE IMPACT.....	50
	EMPLOYMENT PROFILE.....	52
7	Value for Money	58
	THE CURRENT SCHEME	58
	IMPACT OF EXTENSION NATIONALLY	61
	ALTERNATIVE APPROACHES	63
8.	Conclusions and Recommendations	69
	CONCLUSIONS	69
	OPTIONS FOR THE FUTURE	70
	RECOMMENDATIONS	70

REFORM AND IMPROVEMENT	72
Appendices	77
APPENDIX A: TERMS OF REFERENCE ADDRESSED	78
APPENDIX B: CONSULTATION DOCUMENT	79
APPENDIX C: CONSULTATION DOCUMENT – INSPECTORS.....	84
APPENDIX D: SURVEY OF CURRENT OPERATION - PRINCIPAL TEACHERS HOST SCHOOLS	92
APPENDIX E: SURVEY OF CURRENT OPERATION - PRINCIPAL TEACHERS RECEIVING SCHOOLS	96
APPENDIX F: SURVEY OF CURRENT OPERATION - PRINCIPAL TEACHERS NON-SCHEME SCHOOLS	100
APPENDIX G: INTERVIEW QUESTIONNAIRE.....	103
APPENDIX H: INTERVIEW QUESTIONNAIRE – NON-SCHEME SCHOOLS.....	110

1 EXECUTIVE SUMMARY

BACKGROUND

- 1.1 The Supply Teacher Scheme for Primary Schools was established in 1993 to assist in the provision of qualified substitute teachers to cover short-term absences on certified sick leave. Initially set up on a pilot basis, it was extended in 1998 to seventeen centres, with 60 approved supply teacher posts covering over 200 schools.
- 1.2 In February 2003, the Department of Education and Science commissioned Talbot Associates, Management Consultants, to review the operation of the Scheme. The Terms of Reference for the review were as follows:
1. To identify the programme objectives of the Supply Teacher Scheme and examine the current validity of those objectives and their compatibility with the overall strategy on teacher substitution
 2. To compare substitution levels in areas covered by the Supply panel to the level of substitution in areas outside the Scheme
 3. To evaluate the cost of provision of the Supply Teacher Scheme against the cost of substitution in other areas
 4. To evaluate the extent to which the programme's objectives have been achieved, commenting on the effectiveness with which they have been achieved
 5. To evaluate the degree to which the objectives of the Supply Scheme warrant the allocation of public funding on a current and ongoing basis and examine the scope for alternative policy or organisational approaches to achieving the objectives of the Scheme on a more efficient or effective basis
 6. Based on the review and evaluation of the Scheme, make recommendations having regard to 1 to 5 above
 7. To carry out the assignment in January/February 2003 and report to the Department of Education and Science before mid-April 2003.
- 1.3 The last of these terms was amended to reflect the fact that the selection of consultants and contract agreement was not completed until February 2003. The work was carried out during the period February to April 2003.

PROJECT METHODOLOGY

- 1.4 To meet these wide-ranging objectives Talbot Associates proposed an approach based on a number of key elements – extensive consultation with a wide range of stakeholders to elicit broad views on the Scheme, the collection of detailed data from schools and the Department to quantify specific aspects of the Scheme's operation, and in-depth interviews to understand the operation of the Scheme on the ground.
- 1.5 Almost 270 consultation documents were submitted by all groups of stakeholders. In addition, detailed returns were provided by 14 host schools, 109 receiving schools and 20 schools not currently in the Scheme. Some 90 interviews were held with Principals, teachers and chairpersons of management boards. Meetings were also held with officials and members of the Executive of the Irish National Teachers Organisation (INTO) and with the Director of the Irish Primary Principals' Network (IPPN) to obtain their views. There was an excellent response throughout, reflecting the high level of interest in the Scheme amongst all concerned.

CURRENT OPERATION OF THE SCHEME

- 1.6 The examination of the current scheme focused on the key questions of cost of substitution, level of substitution and effectiveness of substitution.

Costs of substitution

- 1.7 The full cost of the current Scheme has been running at approximately €1.9 million per annum, of which €1.4 million is composed of direct payments to teachers. The balance of €0.5 million is accounted for by allowances to Principals and other teachers, PRSI contributions and pension provision. This represents a full cost per supply teacher of approximately €49,000 per annum.
- 1.8 Returns from host schools for the school year 2001/2002 suggest that approximately 74% of supply teachers' time, excluding own sick leave, is spent on substitution for sick leave or relief of teaching Principals. This translates into an average of approximately 129 substitute days per supply teacher per annum. Data for the last three complete school years suggests average daily supply substitution costs of €345 (1999/2000), €347 (2000/2001) and €394 (2001/2002). These costs do not take account of the value of the supply teachers in terms of providing additional resources in host schools or in activities other than substitution.
- 1.9 In addition to the substitution provided under the Scheme, there are significant levels of non-Supply substitution for both Scheme schools and those currently outside of the Scheme. The costs of non-Supply substitution over the last three complete years were as follows:

1999/2000	€14.2 million
2000/2001	€18.2 million
2001/2002	€21.4 million

The average costs per day of 'casual' substitution were €84 (1999/2000), €91 (2000/2001) and €95 (2001/2002).

Levels of substitution

- 1.10 Levels of substitution provided under the Scheme are largely determined by availability, the number of supply teachers being the limiting factor in this regard.
- 1.11 Data from survey returns show that substitution levels were higher for Scheme schools than for non-participating schools, with host schools substitution levels being, on average, considerably higher than for either of these categories. These trends were supported by national data for all substitutions. The disparities are accounted for to some extent by average school size and the comparisons were modified somewhat when the averages were calculated per school-based teacher. Other factors, such as location, possibly also play a part.
- 1.12 Less than 30% of actual substitution in Scheme schools was by supply teachers. There is considerable reliance on 'casual' substitution, which in 2001/2002 totalled more than 225,000 days. There was also a fairly high level of non-substitution throughout the system.

Effectiveness of substitution

- 1.13 Effectiveness of substitution is measured in two ways; (i) the extent to which the Scheme succeeds in providing qualified substitute teachers and (ii) the educational effectiveness of those supply teachers.
- 1.14 The Supply Scheme has been more effective in providing qualified teachers as substitutes than casual sourcing. The advantage, however, has been considerably eroded by the use of non-qualified supply teachers and the low availability of qualified substitute teachers generally, particularly in the disadvantaged areas where some of the Scheme schools are based.

- 1.15 There is a general consensus amongst all stakeholders that supply teachers are either 'effective' or 'very effective' in providing substitution for sick leave, acting as an additional teaching resource, providing cover for teaching principals and special interest teaching.
- 1.16 There are some significant differences in the operation of the Scheme in urban and rural schools. Rural schools use less supply substitution, have higher fulfilment rates and utilise a higher percentage of qualified teachers.

PROGRAMME OBJECTIVES

- 1.17 A key part of the review was to examine the validity of current objectives and to evaluate the extent to which they have been achieved.
- 1.18 The objectives of the Scheme are to:
- Provide substitute cover for short term certified sick leave
 - Provide relief for teaching principals
 - Enable supply teachers to be available as an additional resource to the host school
 - Facilitate Boards of Management in obtaining trained replacement teachers
 - Provide better conditions of employment for substitute teachers.
- 1.19 The results of the extensive consultation programme and of the detailed interview programme suggest that the stated objectives for the Supply Scheme are seen as valid and should be maintained.
- 1.20 The major issues raised were:
- The perceived narrow scope of the Scheme, which addresses only part of a school's substitution requirements
 - The low level of availability of supply teachers, particularly in some areas
 - An emerging concern that the use of non-qualified teachers will reduce the effectiveness of the Scheme.
- 1.21 Despite these misgivings there was very strong support for the continuation and extension of the Scheme.

QUALITATIVE IMPACTS OF THE SCHEME

- 1.22 One of the key issues identified early in the review process was the need to address the qualitative aspects of the Scheme, i.e. those aspects that were not directly identifiable by reference to measures such as time or cost. Key aspects are the:
- Educational impact of the Scheme
 - The impact on people, i.e. the human resource impact
 - The employment profile within the Scheme.

Educational impact

- 1.23 There was an overwhelming view that the educational impact of the supply scheme was positive. In the consultation process, between 80 and 100 per cent of respondents in all categories indicated that this was the case.
- 1.24 A number of themes were repeated in comments by respondents:

1. The educational impact of qualified and experienced supply teachers being available to teach classes, particularly when compared with the alternative of casual substitution
2. The benefits of supply teachers' broad experience and variety of ideas
3. Supply teachers' knowledge of, and familiarity with, pupils, teachers, cultures and values in receiving schools
4. Reduced levels of disruption in the event of teacher absences
5. Availability of supply teachers to act as an additional teaching resource within host schools.

Human resources impact

- 1.25 This element of the review focused on the impact of the Scheme on supply teachers, on other teachers and on levels of absenteeism.
- 1.26 It was generally suggested that the Scheme had a positive impact on participating supply teachers. The perceived impact on other teachers was somewhat more varied. In general, it was felt that non-supply teachers were either positively affected or not affected by the operation of the Supply Scheme although a minority, including some receiving principals, suggested that non-supply teachers were adversely affected.
- 1.27 There is a widely held view amongst stakeholders that absenteeism is not affected by the Scheme, the belief being that peer pressure generally serves to limit absenteeism to cases in which it is absolutely necessary. Comparative data for the different categories of school show, however, that Scheme schools have higher levels of absences than non-participating schools, while host schools have higher levels of absences than either of the others. Location may be a factor in explaining these differences.

Employment profile

- 1.28 The review sought to identify the comparative levels of turnover in different groups of teachers and also the reasons for the turnover. Turnover of supply teachers was found to have been at rates far in excess of their classroom colleagues.
- 1.29 The vast majority of teachers leaving the Supply Scheme transferred to mainstream teaching. Evidence from the interview process suggests that most of these transfers were to schools within the same area.
- 1.30 The reasons for the high levels of turnover are partly practical and partly professional. At a pragmatic level, ineligibility for posts of responsibility is seen as a considerable barrier. At a professional level, a key issue is the lack of "ownership", in that supply teachers do not get to see pupil progression through the entire school year. There is also a perceived problem with the absence of sufficient feedback.

VALUE FOR MONEY

- 1.31 Section 4 of this Report deals with the costs of substitution under the Scheme and outside of the Scheme. Key comparisons for 2001/2002 are as follows:

SUMMARY OF COMPARATIVE SUBSTITUTION COSTS 2001/2002						
	SCHEME SCHOOLS (NO. 220)			NON-SCHEME SCHOOLS (No. 3,081)		
	Days	Total Cost	Cost per Day	Days	Total Cost	Cost per Day
Supply substitution	4894	€1,929,511	€394.28			
Non-supply substitution	17303	€1,601,308	€92.55	207813	€19,841,760	€95.48
All substitution	22197	€3,530,819	€159.07	207813	€19,841,760	€95.48
Substitution days and cost per school	101	€16,049		67	€6,440	

- 1.32 On the basis of the above data, the Scheme is seen to be a relatively expensive way of delivering substitution, and cannot be justified in terms of costs alone. Value for money is, however, a composite measure reflecting both the inputs (costs) of the Scheme and the benefits delivered by the Scheme. The benefits delivered by the Scheme are both tangible and intangible and measures of benefits must be both quantitative and qualitative.

Quantitative measures

- 1.33 One of the key objectives of the Scheme is to facilitate the provision of short-term substitution by trained teachers. There are three key measures for this objective: (a) to extent to which substitution requirements in Scheme areas were met, (b) the extent to which substitution was provided through the Supply Scheme in those areas where it operates, and (c) the extent to which substitution delivered in both Scheme and non-Scheme areas was by trained teachers.
- 1.34 We do not have the data to measure accurately the extent to which substitution requirements were met. Survey returns, however, suggest that Receiving Schools within the Scheme have a lower overall rate of fulfilment than non-participating schools. Outcomes of the interview and consultation processes suggest that location factors and the administrative arrangements for the Scheme may be very significant in this respect.
- 1.35 Overall, less than 30% of substitution is provided through the Supply Scheme in those areas where it operates. This is undoubtedly affected by the difficulties in maintaining supply panel numbers in recent years although it also implies that, even if the panels were full, they would still meet less than half the substitution requirements.
- 1.36 The Scheme has, over recent years, been consistently more successful than casual substitution in providing trained teachers, although all sectors have been experiencing difficulty in sourcing trained substitute teachers.

Qualitative measures

- 1.37 At a qualitative level, there is an almost unanimous view that the Scheme is significantly better than casual substitution from an educational point of view. This view was apparent throughout the detailed interview process. The overall effectiveness of the supply scheme was rated highly by respondents: principals in host schools gave the scheme a mean effectiveness score of 8.0 out of 10 while principals in receiving schools gave the scheme a mean score of 7.4. An overwhelming majority of respondents to the stakeholder Consultation Document suggested that it should be extended (between 71 and 100 per cent of the identified constituency groups).

Impact of extension nationally

- 1.38 The Terms of Reference required the Review Consultants to:

- Evaluate how much substitute teaching outside of that provided by supply teachers was required in an area indicating possible savings if the supply teacher scheme was available
- If Scheme was extended nationwide show number of teaching posts required to facilitate such an extension
- Show comparative cost effective reduction in level of substitute teaching required if Scheme was extended nationwide

1.39 The current Scheme is based on a ratio of one (1) supply teacher to every 35 mainstream teachers. At 30 September 2001, there were 38 supply teacher appointments, giving a ratio of 1:66. To bring the ratio back to a level of 1:35 would, on the basis of 2001/2002 teacher numbers, require the existing Scheme to increase supply teacher numbers to 71. To extend the Scheme to all schools nationally would require, again assuming the current ratio, a total of 682 supply teachers.

1.40 These teacher numbers would give an estimated cost of €33 million for a national scheme, assuming current scope. This would meet an estimated 43% of substitution needs. Extension of scope, and hence coverage, would involve proportionate increases in costs. The potential requirement is shown in the following table:

POTENTIAL COSTS OF SUPPLY TEACHERS REQUIRED*		
	Supply Teachers Numbers	Supply Teachers Costs €000
Current Scheme	60	2932
Re-establishment of target ratio of 1:35	11	549
Full establishment for present Scheme	71	3481
Extension nationally	610	29830
Complete National Scheme	682	33311
Extension of scope (60% coverage)	318	15541
Extended National Scheme	1000	48852

* Based on 2001/2002 teacher numbers

Alternative approaches

1.41 The Terms of Reference required the Review Consultants to evaluate the degree to which the objectives of the Supply Scheme warrant the allocation of public funding on a current and ongoing basis and examine the scope for alternative policy or organisational approaches to achieving the objectives of the Scheme on a more efficient or effective basis

1.42 In evaluating alternative approaches, the consultants considered three broad options:

1. Discontinuance of the Scheme
2. Adoption of a fundamentally different model for supply teaching
3. Adaptation of the existing model to make it more efficient or effective.

Discontinuance of the Scheme

1.43 There are a number of arguments for such a discontinuance:

- The Scheme is considerably more expensive than the alternative 'casual' system of substitution
- The Scheme has not been satisfying many of the substitution needs in Scheme schools

- The Scheme's capacity to improve the availability of qualified substitute teachers has been eroded by the shortage of qualified teachers.

1.44 There are, however, arguments for the retention of the Scheme:

- The vast majority of stakeholders, whether members of Boards of Management, Principals, mainstream teachers, supply teachers or others, are very positive about the educational impact of supply teaching
- There is considerable concern about the quality of many casual substitute teachers
- There is a real issue of availability of qualified substitute teachers in the more disadvantaged areas and, also, in the rapidly-growing urban areas
- There is considerable concern amongst Principals about the potential dangers of allowing into their schools substitutes who are not known to them or do not come from an 'approved' source
- There is a longer-term issue relating to the right of children to receive education from qualified teachers.

1.45 These advantages and disadvantages represent important issues in balancing economic measures with educational policy.

Adoption of a different model

1.46 Supply teaching is an established process in many other jurisdictions. The review considered the potential application of other models, particularly those operating in the U.K. and in Australia, to the Irish situation.

1.47 Taking cognisance of experiences in these other jurisdictions, the review considered whether there would be advantages in developing, or supporting the development of, agency-based supply of substitute teachers in Ireland, perhaps on a regional basis.

1.48 This model works well in other professions, e.g. nursing, accountancy, etc. This approach has a number of advantages:

- It is likely to be more efficient than the casual system in bringing needs and resources together
- It can maximise both the availability of substitute teachers and the opportunities for teachers who wish to provide substitution to do so on a more consistent basis
- It is likely to be more economic in that it is based on a 'pay as you go' cost structure, although there would be agency costs involved
- It can, through the market mechanism of daily pay rates, address the issue of bringing substitute teachers to areas where they are particularly needed.

1.49 There are likely, however, to be disadvantages to this type of approach in Ireland:

- It may do little to contribute to the overall supply of substitute teachers
- It may be able to do little about underlying mobility issues
- Costs, although likely to be lower than established teachers, are likely to be higher than current substitution rates. This could potentially have a number of implications:
 - A spill-over effect on the daily rates applicable to locally-sourced casual substitution, potentially impacting the current cost of substitution
 - Different rates being paid, depending upon the source of that substitution
- It would be necessary to put in place an effective quality assurance scheme.

- 1.50 While the market approach to supply teaching has considerable benefits, in terms of access to the market and a 'pay as you go' cost structure, it would not necessarily overcome some of the fundamental issues currently affecting the system, many of which derive from the basic shortage of qualified teachers. It could also contribute to increasing substantially the cost of the current 'casual' system of substitution.

Adaptation of existing model

- 1.51 The review also considered the potential for making the current Supply Scheme more cost efficient.
- 1.52 The cost of the Supply Scheme is a fixed cost so that utilisation of resources is a key factor. Our review clearly identified that there was significant scope for improving both the efficiency and effectiveness of the current Scheme. The system requires changes in organisation, management and processes and these are dealt with in detail in Section 8 of this Report.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Educational impact

1.53 The Scheme is generally contributing positively to primary education in the areas in which it operates but levels of success vary considerably throughout the country. Important factors affecting degree of success are:

- The social environment
- Management of the Scheme at local level
- Management of the Scheme at national level.

Social environment

1.54 There are broadly three types of environment: Disadvantaged urban areas, growing urban areas, and stable, often rural, areas. Disadvantaged urban areas unfortunately suffer most from difficulties in meeting substitution requirements. Growing urban areas suffer some of the same disadvantages but their difficulties in recruiting supply teachers arise primarily from the general shortage of teachers and competing demands. Stable communities, generally based around smaller urban centres, appear to be able to operate in the most positive environment.

Management of the Scheme at local level

1.55 Our review noted that there were substantial, and important, differences in how the Scheme is managed in different areas. In general terms, the specific rules of the Scheme are operated similarly albeit with some inconsistencies. Differences emerge, however, in the leadership approach in the different schools and in the wide spread of management practice.

Management of the Scheme at national level

1.56 There is a need for clear direction and leadership at national level, particularly relating to:

- Support from the Department and Inspectors in structuring and positioning the Scheme
- Specific training for supply teachers
- Establishment of fora to support and enable exchange of experience and ideas
- Improved clarity from the Department in relation to the operation of Scheme.

Economic issues

1.57 The Scheme is relatively expensive in terms of the cost per day of substitution, particularly when compared with the daily rates being paid to casual substitutes. Overhead costs and average rates of utilisation of supply teachers on substitution are significant factors in this regard.

Options

1.58 The review sought to balance the economic issues with the educational and policy issues involved and considered the three broad options in that light.

1.59 Simple discontinuance is not, we believe, a satisfactory option. It would lower substitution costs in the short term. It does nothing, however, to address the issues around the quality of casual substitute teaching, the difficulties of disadvantaged areas or the potential risks in casual substitution.

- 1.60 An agency approach has certain attractions in the longer term. It would balance greater efficiency in the supply process with costs probably below those of the Supply Scheme. In the short term, however, it can do little to increase availability or mobility of qualified substitute teachers and has the potential to impact daily rates paid for casual substitution.
- 1.61 Extension of the current Scheme on a general basis could not be justified from an economic standpoint. Any future extension should be dependent upon social need and on achieving higher levels of effectiveness.

Recommendations

- 1.62 None of the options will provide a fully satisfactory solution. If, however, the current shortage of qualified teachers is addressed as expected, it will result in an essentially changed environment in which longer-term decisions can be taken on a more certain basis. We believe that, looking forward to that changed environment, effective provision of quality substitution is likely to require a mixed market approach, comprising the Supply Scheme, agency supply and casual substitution.
- 1.63 Our recommendations are therefore as follows:
1. Continue and reform the Scheme in the short term
Continue the Scheme in its current general form, in the locations currently served and with its current scope. Implement the recommendations for reform and improvement. Establish base targets for the operation of the Scheme, monitor performance against these targets on a regular basis.
 2. Investigate the potential for agency supply
Evaluate the potential for establishing an agency structure to provide assured teacher substitution. Assess the potential role of the State in alternative structures, ranging from the fully commercial to a level of public sector involvement. Consider the operation of a scheme of quality assurance to establish and monitor standards.
 3. Review
Subject the Scheme to a further formal review in three to five year's time, when the issue of teacher shortages is expected to have been resolved. Extend the Scheme only where it is shown that the market is not meeting the needs of a particular area.
- 1.64 We do not for the present recommend the formal extension of the scope of the Scheme in terms of the approved absences covered. It is possible that extending the Scheme to cover other absences could increase the efficiency of the Scheme and utilisation of teachers. However, current levels of downtime may be due to a combination of timing issues and the administrative arrangements. This could mean that to extend the scope under the current regime could require additional resources. We therefore recommend that only when the current scheme is up to strength and running more effectively should the Scheme be formally extended. It would be possible, in the interim, to allow host Principals discretion in meeting these needs on an 'as available' basis, after current priorities are met.

Reform and Improvement

- 1.65 As outlined earlier, the review identified a number of areas in the operation of the Scheme that require significant improvement. They relate to management at both local and national levels, operational processes and management of the human resources aspects of the Scheme.

Management at local level

- 1.66 At local level, the key requirement is that best practice should be documented, agreed and adopted throughout the system. These include practices in relation to recruitment, induction and training, deployment and general management of the Scheme.

Management at national level

- 1.67 The Scheme is perceived to be lacking in overall leadership and guidance at national level. Addressing this issue will require that responsibility for the successful operation of the Scheme is clearly assigned to specific individuals. Within that general framework, there are a number of specific recommendations set out in the report, many of which reflect and support the recommendation in relation to local management.

Operational processes

- 1.68 The day-to-day operation of the Scheme appeared to be generally satisfactory and the workload involved did not appear to be a significant issue for either host or receiving schools. The one significant issue relates to the rule in relation to restricting requests for supply teachers to a specific period on the first morning of a mainstream teacher's absence. It is seen as creating many difficulties in practice.
- 1.69 The consultants recognise the difficulties that 'pre-booking' might cause and there is also the practical issue of host Principals being contacted out of hours. We believe, however, that a more imaginative use of technology may facilitate more flexible and efficient booking arrangements.

Human resources management

- 1.70 The Scheme is currently a small one with just sixty approved posts. This small pilot programme has, however, identified many of the key human resources issues that must be addressed if the Scheme is to be a success, particularly in the context of a national scheme that could employ more than 600 supply teachers. The key human resources issues are outlined in the report, with recommendations in relation to each of the main ones.

2 BACKGROUND AND OBJECTIVES

BACKGROUND

- 2.1 There are approximately 25,000 teachers employed by 3,200 schools within the primary school system in Ireland. If primary teachers are absent on sick leave, maternity leave and other approved absences they must if possible be replaced for the duration of the absence.
- 2.2 In 1993 the Department of Education and Science established a pilot Supply Teacher Scheme for Primary Schools (the Scheme) in four areas. The main purpose of the Scheme is to provide substitute cover for permanent and temporary teachers who are absent on short-term sick leave. In 1998 the Scheme was extended to sixteen locations (with seventeen centres) throughout the country. The Department of Education and Science Circular 50/97, issued in January 1998, confirmed the Supply Scheme as a permanent Scheme with effect from January 1998. It also set out the purpose of the Scheme, as well as the general arrangements surrounding its operation.

- 2.3 The Circular identified the Scheme as serving two purposes, as follows:

Ref. **Substitute cover**

- 2.1 The main purpose of the scheme is to provide substitute cover for permanent and temporary teachers who are absent on short term certified sick leave.
- 2.2 For the purposes of this Circular, short term absences are absences of up to three consecutive weeks. However, in order to minimise disruption to a school and subject to availability, supply substitute cover may continue for a maximum period of four weeks. This will apply only where the absent teacher will resume at the end of the fourth week.

Relief for teaching principals

- 2.3 Additionally, the scheme will serve the function of providing relief for teaching principals from teaching duties in order to allow them to concentrate on administrative duties

Resource to host school

- 2.4 A supply teacher who is not discharging duties referred to in paragraphs 2.1, 2.2 and 2.3 above shall be available as an additional resource to the host school.

- 2.4 Other reasons for establishing the Scheme, we understand, included:

Trained replacement teachers

A further reason for the establishment of the Scheme was to facilitate Boards of Management in obtaining trained replacement teachers.

Better conditions of employment

The Irish National Teachers Organisation (INTO) sought the establishment of the Supply Teacher Scheme to provide better conditions of employment for their members.

- 2.5 The Scheme has now been in operation for approximately ten years and there are sixty approved supply teacher posts within the Scheme (Appendix I). In 2002 the Department of Education and Science (the Department) decided to review the operation of the

Scheme in order to assist policy-making decisions regarding future development of the Scheme or changes to the current operation of the Scheme.

- 2.6 Talbot Associates, Management Consultants, were engaged to undertake the review and evaluation (the Review) and the work was carried out between February and May 2003. This Report sets out the findings of the Review and puts forward recommendations for the future development of the Scheme.

TERMS OF REFERENCE

- 2.7 The Request for Proposals document set out detailed Terms of Reference for the Review Consultants. These were:

1. To identify the programme objectives of the Supply Teacher Scheme and examine the current validity of those objectives and their compatibility with the overall strategy on teacher substitution
2. To compare substitution levels in areas covered by the Supply panel to the level of substitution in areas outside the Scheme
3. To evaluate the cost of provision of the Supply Teacher Scheme against the cost of substitution in other areas
4. To evaluate the extent to which the programme's objectives have been achieved, commenting on the effectiveness with which they have been achieved
5. To evaluate the degree to which the objectives of the Supply Scheme warrant the allocation of public funding on a current and ongoing basis and examine the scope for alternative policy or organisational approaches to achieving the objectives of the Scheme on a more efficient or effective basis
6. Based on the review and evaluation of the Scheme, make recommendations having regard to 1 to 5 above
7. To carry out the assignment in January/February 2003 and report to the Department of Education and Science before mid-April 2003.

- 2.8 The last of these terms was amended to reflect the fact that the selection of consultants and contract agreement was not completed until February 2003. The revised timetable called for the work to be carried out during the period February to April 2003 with the Final Report to be completed by mid-June 2003.

- 2.9 In addition to the above Terms of Reference, the consultants were required to:

- Review all available documentation and data regarding the operation of the Scheme including records held by host schools
- Consult with all relevant parties and obtain their observations
- Review and take into account submissions made by parties, where appropriate
- Consult with the Department of Education and Science following initial fact-finding and analysis, prior to the formulation of recommendation.

Functions of the Consultants

- 2.10 In line with the above, the functions of the consultants were:

- To consult and invite written submissions on the operation of the supply teacher scheme from the following relevant parties:
 - School management bodies

- Department Inspectors
- INTO (Irish National Teachers Organisation)
- Teachers in participating schools
- Principal teachers
- Supply teachers
- IPPN (Irish Primary Principals' Network)
- Parents
- These submissions should seek views on the following issues:
 - Current position
 - Funding of the Scheme
 - Induction of supply teachers on appointment
 - Integration into schools and school protocol
 - Effectiveness of the Scheme
 - Level of substitution
 - Management and administration of the Scheme
 - Structure, location, delivery arrangements
 - Effects on the host school
 - Proposals for the future of the Scheme
- A follow-up interview should be undertaken with supply teachers (circa 25%), other teachers, Boards of Management, school principals.

Reporting

2.11 The Request for Proposals document also stipulated that the consultants would be required to report on the following:

- Compare the operation of the supply panel scheme in rural and urban areas
- Analyse administration requirements and costs associated with the Scheme
- Analyse costs of supply teachers
- Analyse travel costs associated with the Scheme
- Provide analysis of time-table of supply teacher over the last school year – with particular regard to amount of time available for duties other than supply teaching
- Evaluate how much substitute teaching outside of that provided by supply teachers was required in an area indicating possible savings if the supply teacher scheme was available
- If Scheme was extended nationwide show number of teaching posts required to facilitate such an extension
- Show comparative cost effective reduction in level of substitute teaching required if Scheme was extended nationwide
- Evaluate level of supervision undertaken by teachers compared with mainstream class teachers
- Evaluate impact on teachers opting out of the Scheme after short periods and level of turnover compared with other shared teaching posts.

2.12 These comprehensive Terms of Reference are addressed throughout this Report as follows:

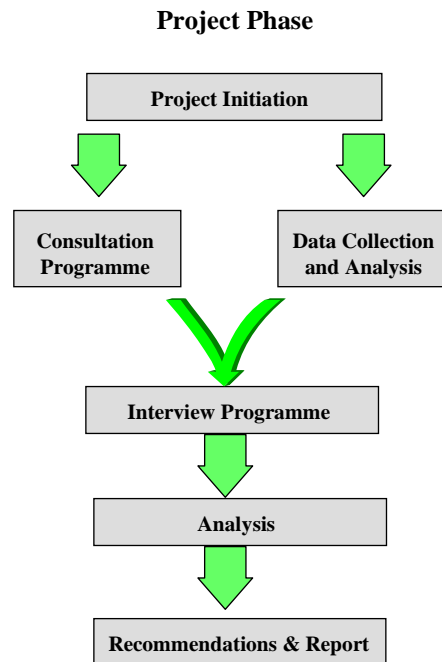
TERMS OF REFERENCE	REPORT SECTION/PARAGRAPHS
1. To identify the programme objectives of the Supply Teacher Scheme and examine the current validity of those objectives and their compatibility with the overall strategy on teacher substitution	Section 5, paragraphs 5.3 to 5.19
2. To compare substitution levels in areas covered by the Supply panel to the level of substitution in areas outside the Scheme	Section 4, paragraphs 4.38 to 4.57
3. To evaluate the cost of provision of the Supply Teacher Scheme against the cost of substitution in other areas	Section 4, paragraphs 4.2 to 4.37
4. To evaluate the extent to which the programme's objectives have been achieved, commenting on the effectiveness with which they have been achieved	Section 5, paragraphs 5.20 to 5.36
5. To evaluate the degree to which the objectives of the Supply Scheme warrant the allocation of public funding on a current and ongoing basis and examine the scope for alternative policy or organisational approaches to achieving the objectives of the Scheme on a more efficient or effective basis	Section 7
6. Based on the review and evaluation of the Scheme, make recommendations having regard to 1 to 5 above	Section 8
REPORTING	REPORT SECTION/PARAGRAPHS
<ul style="list-style-type: none"> Compare the operation of the supply panel scheme in rural and urban areas 	Section 4.76 to 4.79 (Substitution) Section 6, paragraphs 6.39 to 6.64 (staff turnover)
<ul style="list-style-type: none"> Analyse administration requirements and costs associated with the Scheme 	Section 4, paragraphs 4.7 to 4.15
<ul style="list-style-type: none"> Analyse costs of supply teachers 	Section 4, paragraphs 4.3 to 4.6
<ul style="list-style-type: none"> Analyse travel costs associated with the Scheme 	Section 4, paragraph 4.3
<ul style="list-style-type: none"> Provide analysis of time-table of supply teacher over the last school year – with particular regard to amount of time available for duties other than supply teaching 	Section 4, paragraphs 4.16 to 4.24
<ul style="list-style-type: none"> Evaluate how much substitute teaching outside of that provided by supply teachers was required in an area indicating possible savings if the supply teacher scheme was available 	Section 4, paragraphs 4.31 to 4.37
<ul style="list-style-type: none"> If Scheme was extended nationwide show number of teaching posts required to facilitate such an extension 	Section 7, paragraphs 7.24 to 7.25
<ul style="list-style-type: none"> Show comparative cost effective reduction in level of substitute teaching required if Scheme was extended nationwide 	Section 7, paragraphs 7.26
<ul style="list-style-type: none"> Evaluate level of supervision undertaken by teachers compared with mainstream class teachers 	Section 4, paragraph 4.17 to 4.20
<ul style="list-style-type: none"> Evaluate impact on teachers opting out of the Scheme after short periods and level of turnover compared with other shared teaching posts 	Section 6, paragraphs 6.23 to 6.39

2.13 To facilitate easy reference, this table relating the Terms of Reference to the different sections of the Report is set out in Appendix A.

3 PROJECT APPROACH AND METHODOLOGY

APPROACH

- 3.1 To meet these wide-ranging objectives Talbot Associates proposed an approach based on five separate but inter-locking phases. This approach is outlined in the following diagram:



METHODOLOGY

- 3.2 The five key elements of the methodology were:
- 3 Project Initiation
 - 4 Consultation Programme
 - 5 Data Collection and Analysis
 - 6 Interview Programme
 - 7 Findings, Recommendations and Reporting.

Project Initiation

- 3.3 This short phase took place at the commencement of the Review and was concerned with ensuring that there was full and common understanding of the project objectives, scope, timetable, organisation and responsibilities. Also agreed at this point were the relevant communications responsibilities and protocols.

Consultation Programme

- 3.4 The scope of consultation required was clearly set out in the Terms of Reference for the Review (see 2.9 above). To facilitate this extensive consultation, a general Consultation Document was developed (see Appendix B), with a modified version specifically for Departmental Inspectors (see Appendix C). These set out the areas that submissions should if possible address, with specific questions and/or issues indicated. It did not, of course, preclude a submission from addressing other relevant issues. The objective was to ensure that the full range of issues was covered in so far as they were relevant to any particular organisation or group. It was also designed to facilitate the subsequent analysis and integration of the submissions.
- 3.5 More than 1,200 copies of the Consultation Document were sent to school board members, principals and mainstream teachers in host and receiving schools, supply teachers, parent representatives, INTO representatives and school inspectors. Of these, a total of 269 were returned and formed the basis for a detailed analysis. There was a satisfactory spread of responses from the different groups (see table following). The overall level of returns represented an excellent response rate of 22.4%, providing very useful insights into the views of the various interest groups. These returns were also supplemented by an extensive interview programme with key groups.

CONSULTATION DOCUMENTS RECEIVED	
Role	Number
Member - Board of Management	31
Principal - Host Schools	6
Principal - Receiving School	88
Supply Teacher	14
Teacher - Host School	30
Teacher - Receiving School	45
Parent Representative	26
INTO Representative	5
Inspectors	15
Not identified	9
TOTAL	269

- 3.6 The initial findings from the consultation process were summarised in a Consultation Phase Report completed in May 2003 as an input to this Final Report.

Data Collection and Analysis

- 3.7 A key element of the Review was the collection and analysis of quantitative data in relation to the utilisation of resources (time and cost) in operating the Scheme and comparing this data with similar data for non-participating schools. The purpose was to evaluate the impact of the Scheme on the ground and to assess the best method of achieving the objectives of the Scheme. This data was gathered directly from Departmental records and by means of a focused survey.
- 3.8 In terms of the Survey, the prime focus was on the identification and collection of factual data that would contribute to the quantitative elements of the Final Report. An important goal was to ensure a balanced set of views while achieving a reasonable rate of response.
- 3.9 The survey was focused on three key groups:
1. The Principals of host schools
 2. The Principals of receiving schools

3. Principals of selected comparative schools not currently included in the Scheme.

Separate survey documents were developed specifically for each of these groups (see Appendices D, E and F respectively).

- 3.10 The Survey document was sent to the Principals of each of the 17 host schools currently involved in the Scheme. Of these, 14 were completed and returned, representing an excellent response rate of 82%.
- 3.11 The Survey document was sent to the Principals of each of the 204 receiving schools. Of these, 109 were returned, representing a response rate of over 53%. Of the 109 returned, 12 were incomplete to an extent that did not enable them to be included in the survey analysis. In general, the issue was lack of records in relation to substitution required and provided in the school year in question. Many of these returns did, however, offer valuable comments on the operation of the Scheme.
- 3.12 The Survey document was also sent to the Principals of 50 schools in areas within which the Scheme is operating but which currently are not included in the Scheme. Of these, 20 were returned, a response rate of 40%. While lower than from other groups, this level of response is adequate in terms of identifying key trends and issues. Of the 20 returned, two were incomplete to an extent that did not enable them to be included in the survey analysis.
- 3.13 The initial findings from the survey process were summarised in a Data Collection and Analysis Phase Report prepared in May 2003 as an input to this Final Report.
- 3.14 While important in understanding the detail and composition of time and costs at school level, the survey returns were necessarily limited by the difficulty in providing complete data from schools' records. They were therefore validated and supplemented by extensive data derived from the Department's records. These were used in conjunction with school returns to provide a comprehensive quantitative analysis of the Scheme.

Interview Programme

- 3.15 An extensive interview programme was carried out in conjunction with both the consultation and survey processes. The objectives of the interview programme were to:
- (a) Qualify and expand upon the results obtained through the consultation and survey processes
 - (b) Obtain the detailed views of the key programme participants, addressing particularly the qualitative and causal aspects of the programme and also any issues in its operation that might not have become apparent from the survey results.
- 3.16 To ensure consistency in the interview process, a structured Interview Questionnaire was developed, with a modified form for Non-Scheme Schools (see Appendices G and H respectively). The following programme of interviews was carried out.

INTERVIEWS HELD	
Role	Number
Chairpersons - Board of Management	7
Principal - Host Schools	15
Principal - Receiving School	15
Principal - Non-Scheme School	12
Supply Teacher	21
Teacher - Host School	15

Teacher - Receiving School	4
Department Inspectors	1
TOTAL	90

3.17 Meetings were also held with officials and members of the Executive of the Irish National Teachers Organisation (INTO) and with the Director of the Irish Primary Principals' Network (IPPN) to obtain their views.

3.18 The initial findings from the interview programme were summarised in an Interview Phase Report prepared in May 2003 as an input to this Final Report.

Analysis, Recommendations and Report

3.19 The final phase in the review process was concerned with:

- Consolidating, analysing and reviewing the outcomes from the consultation, survey and interview processes
- Integrating the outcomes from a review of all available documentation and data regarding the operation of the Scheme, including records held by host schools
- Drawing conclusions about the current operation of the Scheme
- Consultation with the Department of Education and Science in relation to the findings and possible recommendations
- Development of recommendations for review and discussion with the Department
- The issue of this Final Report, addressing all of the requirements set out in the Request for Proposals document.

3.20 This Final Report incorporates the outcomes from the consultation, survey and interview programmes. It provides full analysis of the qualitative and quantitative aspects of the operation of the Scheme and assessment of its effectiveness in relation to its objectives and cost of operation. It also provides recommendations in relation to its extension to other areas.

3.21 The remaining sections of the Report are concerned with setting out these findings and recommendations in detail. The broad structure is as follows:

- ❖ CURRENT OPERATION OF THE SCHEME
- ❖ PROGRAMME OBJECTIVES
- ❖ QUALITATIVE IMPACTS OF THE SCHEME
- ❖ VALUE FOR MONEY
- ❖ CONCLUSIONS AND RECOMMENDATIONS.

4. CURRENT OPERATION OF THE SCHEME

SCOPE OF EXAMINATION

- 4.1 The Review included a detailed examination of the current operation of the Scheme as a basis for assessing its effectiveness and performance against objectives and, also, as a basis for evaluating the policy questions around the future direction and development of the Scheme. This examination addressed the key questions of costs of substitution, level of substitution and effectiveness of substitution.

COSTS OF SUBSTITUTION

Supply Scheme

Scheme costs

- 4.2 The Terms of Reference required the Review Consultants to evaluate the cost of provision of the supply teacher scheme against the cost of substitution in other areas. They were required to:
- Analyse administration requirements and costs associated with the Scheme
 - Analyse costs of supply teachers
 - Analyse travel costs associated with the Scheme.
- 4.3 The table below summarises the estimated central costs of the Scheme, i.e. those borne directly by the Department, for the years 1999/2000, 2000/2001 and 2001/2002.

CENTRAL COSTS OF SUPPLY SCHEME			
Costs	1999/2000	2000/2001	2001/2002
	€000	€000	€000
Salaries and other emoluments	1335	1423	1388
Travel costs	0	8	18
PRSI (employer's contribution @ 12%)	160	171	167
Direct teacher costs	1496	1601	1572
Principal's & other allowances (est. marginal cost)	161	169	177
Advertising, interview costs, etc.	4	4	1
Total outlay	1660	1774	1750
Provision for pensions @ 11.5% of salary costs	172	183	180
TOTAL COSTS	1832	1957	1930

- 4.4 The main components of the cost are as follows:
- Supply teachers' salaries and allowances
 - Direct travelling expenses (these have been minor to date)
 - Employer's PRSI (the estimated PRSI costs assume that supply teachers, in general, commenced employment subsequent to April 1995, and are subject to full PRSI rates)
 - The incremental element of Principals and Deputy Principals allowances arising from the higher number of teachers in the host schools, together with the additional Assistant Principal and Special Duties posts also arising from the

increased numbers. The estimated costs are based on the authorised posts in each of the host schools for the year 2001/2002 and the rates of allowances effective 1 October 2001 (adjusted retrospectively for prior years).

- Minor costs borne by the Department in respect of advertising and other costs of supply teacher recruitment
- Provision for the notional cost of pensions, both on supply teachers' salaries and on the additional allowances paid to Principals and other teachers. The pension rate of 11.5% is the employer's element of the estimated full cost of 18% for pension purchase. It is appropriate to include these costs to assess the full cost of the Scheme, although no actual pay-over is made in relation to these pension provisions.

4.5 The estimated full costs per supply teacher are shown in the table below. These are based on the number of supply teacher appointments in place at the 30 September of each year. They do not allow for teachers joining or leaving the Scheme during the year so there are some variations in the cost pattern from year to year. They do, however, provide a good indication of the overall cost of the Scheme.

COSTS PER SUPPLY TEACHER			
	1999/2000	2000/2001	2001/2002
Total costs of Supply Scheme	€1,832,270	€1,956,893	€1,929,511
Number of supply teachers at 30 September	41	44	38
Cost per supply teacher	€44,690	€44,475	€50,777

4.6 The costs per teacher are somewhat exaggerated by the fact that the full complement of supply teachers has not been in place. The fixed element of Scheme costs relating to increased allowances to Principals and other teachers, which are payable on the basis of authorised posts rather than actual appointments, is shared over a smaller number of teachers. If this were allowed for, the adjusted cost would be as follows:

ADJUSTED COSTS PER SUPPLY TEACHER			
	1999/2000	2000/2001	2001/2002
Total costs of Supply Scheme (adjusted pro-rata)	€1,775,526	€1,906,720	€1,857,073
Number of supply teachers at 30 September	41	44	38
Cost per supply teacher	€43,306	€43,335	€48,870

4.7 In addition to the central costs, there are administrative and other costs that are incurred directly at school level. Survey returns from Principals have indicated the following average levels of costs:

LOCAL ADMINISTRATIVE AND OTHER COSTS OF SCHEME (€)			
Average Costs per School (€)			
	Host	Receiving	All Scheme
Interview/phone/post, etc	154		
Teacher supplies	117		
Total	271	58	96

4.8 We believe, however, that these local costs are underestimated. The estimates are based on perceptions rather than on records and vary in accuracy. Many schools qualified their returns in this respect while some schools did not provide estimates of costs at all. They are, however, relatively insignificant, being mainly confined to

telephone costs and the provision of photocopying and other supplies to the supply teachers.

Administrative effort

- 4.9 The Review also sought to identify the administrative effort involved in operating the Scheme and also to compare this with the administrative effort involved in operating substitution outside of the Scheme. Survey returns from Principals within the Scheme and from non-participating schools indicated the following levels of effort:

MANAGEMENT/ADMINISTRATION TIME				
Average Hours per School per Annum				
	Host	Receiving	All Scheme	Non-Scheme
Principal/Deputy Principal	76	15	23	11
Administrative Staff	37	3	7	4
Total	113	18	30	15

- 4.10 The results suggest that there is considerably more administrative time involved in managing substitution under the Scheme than on an ad-hoc basis. The additional time is largely incurred in the host schools. It was considered whether average school size might affect the results on the basis that the schools involved in the Scheme include many of the larger schools and that non-participating schools might be smaller and hence have lower substitution effort and costs on average. This is not borne out if the administration time is calculated per teacher covered by the Scheme. This analysis gives the following results:

MANAGEMENT/ADMINISTRATION TIME				
Average Hours per Mainstream Teacher per Annum				
	Host	Receiving	All Scheme	Non-Scheme
Principal/Deputy Principal	4.8	1.5	2.2	1.0
Administrative Staff	2.4	0.3	0.6	0.4
Total	7.2	1.8	2.8	1.4

- 4.11 The ratio between Scheme and non-Scheme schools remains at approximately 2:1 for administration time involved in substitution, although the absolute levels involved are not significant under either system.
- 4.12 The interview programme also addressed this question of administrative workload. Teachers and principals in host and receiving schools indicated that the administrative workload associated with their participation in the Supply Scheme is not excessive. While it is acknowledged that there is some additional paperwork, the extent of this is not seen as particularly onerous. A number of interviewees indicated that the relevant forms have been simplified and streamlined; this has had the effect of reducing the administrative burden.
- 4.13 The above findings were also borne out by the results of the extensive consultation with stakeholders carried out as part of the Review (see Table below). Respondents were asked to consider whether the supply scheme had any impact on administration within schools involved in the Scheme. It was generally felt that the Scheme's operation either had no impact or that its operation had a positive impact. A number of principals in host schools did suggest that the Scheme's operation had a negative administrative impact but, in general, this was not seen as a significant issue.

Q3. Has the supply teacher scheme had an impact on administration in the school with which you are familiar?				
	Positive (%)	None (%)	Negative (%)	No response (%)
Board Members (n = 31)	58	22.5	16	3
Host Principals (n = 6)	50	0	33	16
Receiving Principals (n = 88)	64	14	11	11
Supply Teachers (n = 14)	93	7	0	0
Mainstream – Host (n = 30)	60	16.5	3.5	20
Mainstream – Receiving (n = 45)	64	13	0	22
Parent Representative (n = 26)	50	31	8	11
INTO Representatives (n = 5)	60	0	20	20
Inspectors (n = 15)	60	13	20	7
Unidentified (n = 9)	67	11	11	11

- 4.14 Where availability of supply teachers was reasonable, respondents indicated that the administrative burden associated with sourcing (supply) cover was significantly reduced and could generally be arranged with one telephone call. The requirement to 'complete substitute claim forms' was also eliminated where supply teachers were used.
- 4.15 While a number of respondents (who were either board members, parent representatives or mainstream teachers in receiving schools) did indicate that there was a greater and sometimes onerous administrative requirement, this view was not shared by those who were responsible for the completion of related administrative duties. Accordingly, though this perception did exist, it cannot be said to have been based on experience or a detailed knowledge of the Scheme's systems and processes. Those who were responsible for the administrative elements of the Scheme indicated that the paperwork element has been streamlined since its inception and does not pose any significant difficulties.

Scheme deliverables

- 4.16 To be meaningful, the costs and administrative effort associated with operating the Supply Scheme must be considered in the context of the service delivered by the Scheme.
- 4.17 Direct information on the number of substitution days provided by supply teachers is not possible on the basis of available data; however, the survey of host school principals provided the following analysis of time inputs for 2001/2002 for the fourteen host schools that made returns. This is based on the number of supply teacher days actually worked. Sick leave for supply teachers in these schools represented 4.9% of available days, i.e. excluding long-term absences such as maternity leave, etc.

Allocation of Supply Teacher days 2001/2002																		
	TOTAL		Substitution for certified sick leave		Substitution for uncertified sick leave		Relief of Teaching Principal		Supervision		Learning Support		Preparation/organisation		Special Interest Area		Other	
	Days	%	Days	%	Days	%	Days	%	Days	%	Days	%	Days	%	Days	%	Days	%
Host Schools	1420	100.0%	440	31.0%	80	5.6%	3	0.2%	9	0.6%	447	31.5%	32	2.3%	42	3.0%	367	25.8%
Receiving Schools	4130	100.0%	2810	68.0%	161	3.9%	612	14.8%	0	0.0%	125	3.0%	20	0.5%	0	0.0%	402	9.7%
All Schools	5550	100.0%	3250	58.6%	241	4.3%	615	11.1%	9	0.2%	572	10.3%	52	0.9%	42	0.8%	769	13.9%

4.18 This analysis shows that the main effort is in the three primary areas originally envisaged for the Scheme:

- (a) Substitution for certified sick leaves 58.6%
- (b) Relief of teaching Principal 11.1%
- (c) Additional resource (especially learning support) 10.3%

These three categories together total 80% of the Supply teacher days worked.

4.19 There was in addition a level (4.3%) of substitution for uncertified sick leave. Total substitution teaching, i.e. substitution for sick leave plus relief of teaching principals utilised 74% of days worked, while the top four categories together total 84.3% of days worked. This appears to be a reasonable level of utilisation, given the need for activities such as planning, preparation of materials, and the inevitable down-time involved in any such deployment of staff on a day-to-day basis.

4.20 The remaining 15.7% was made up of the more discretionary activities. However, it has not been possible to determine with accuracy the make-up of this balance. The category "other" includes those days for which detailed records were not available so it is very likely that some activities are understated. Supervision carried out as a normal part of substitution is not separately identified.

4.21 Applying the relative weighting of each category derived from the sample to the total of supply days available under the Scheme would suggest the following levels of substitution days:

ESTIMATED SUBSTITUTION DELIVERED BY SUPPLY TEACHERS			
	1999/2000	2000/2001	2001/2002
Number of supply teachers at 30 September	41	44	38
Available supply days (Excluding sick leave at 4.9%)	7135	7657	6613
<i>Application of supply days:</i>			
Substitution for certified sick leave (58.6%)	4181	4487	3875
Substitution for un-certified sick leave (4.3%)	307	329	284
Relief of Teaching Principal (11.1%)	792	850	734
Total substitution days (74.0%)	5280	5667	4894
Additional resource (10.3%)	735	789	681
Other duties (15.7%)	1120	1202	1038
TOTAL SUPPLY DAYS	7135	7657	6613

4.22 These numbers must, however, to be used with caution since it is very likely that the profiles of the two years prior to 2001/2002 were quite different to the particular year surveyed. With a larger number of teachers available, utilisation on purely substitution as opposed to work on other activities may have been lower, although we have no evidence of this. Also, the numbers do not take account of teachers who left or joined during the years in question or who were absent on long-term leave, e.g. maternity leave. They can nevertheless be used as indicators of the approximate level of substitution provided under the Scheme.

4.23 Based on this approach, we find that substitution costs under the Supply Scheme were as follows:

COSTS PER SUPPLY SUBSTITUTION DAY			
	1999/2000	2000/2001	2001/2002
Total costs of Supply Scheme	€1,832,270	€1,956,893	€1,929,511
Substitution days delivered by Supply Scheme	5280	5667	4894
Cost per substitution day under Supply Scheme	€347	€345	€394

- 4.24 As an extension of the above analysis, the question arises as to whether it is reasonable to regard only an equivalent percentage (74%) of costs as attributable to substitution with the balance being, perhaps, apportioned to the provision of additional resources in Scheme schools. This, however, will not give a true picture if the real cost driver in the Scheme is in fact substitution. In that case, all of the costs incurred are attributable to substitution, including those that could be apportioned to the provision of additional resources and, of course, of unutilised "down time". However, in order to provide a picture of the full contribution of supply teachers, we can estimate the costs per supply day, including all duties, as follows.

COSTS PER SUPPLY DAY (ALL DUTIES)			
	1999/2000	2000/2001	2001/2002
Total costs of Supply Scheme	€1,832,270	€1,956,893	€1,929,511
Total days delivered by Supply Scheme	7135	7657	6613
Cost per substitution day under Supply Scheme	€257	€256	€292

Utilisation

- 4.25 The findings derived from the detailed Survey documents were explored further through the interview process with Principals and teachers. Interviewees were asked to consider the extent and predictability of supply teacher utilisation throughout the school term. We found that supply teachers were generally fully utilised when they were in receiving schools but that some variation existed when they were at their host school.
- 4.26 The demand for supply teachers to cover absenteeism was found to fluctuate, with evidence of a greater demand during the winter season (November to March) when absences relating to influenza and the common cold tend to occur. In addition, there was some evidence of a peak in demand to coincide with teaching principals' days which tended to be taken at the end of each term when paperwork and other administrative duties are generally attended to.
- 4.27 In areas which had difficulty filling their supply panel quota, supply teachers were generally fully utilised. However, where the quality of supply teachers was seen to be poor (in a small minority of cases) there was some evidence that receiving schools were reluctant to take them as substitutes. In such circumstances, utilisation was poor not as a result of the lack of supply teacher availability, but rather as a result of a perception of the quality of the supply teaching. In such circumstances, the receiving school may prefer not to cover absenteeism rather than rely on the services of a very poor or ineffective supply teacher.
- 4.28 Where supply teachers were not being fully utilised for the purpose of covering absenteeism or acting as a resource to the host school, different practices were evident. Some host schools operated a 'downtime' arrangement under which supply teachers were offered to receiving schools as an extra resource despite the lack of a requirement to cover absenteeism. This had the benefit of ensuring that they were occupied. Preplanning was not, however, possible as the receiving schools were not aware of the availability of the resource until the day in question. Other schools

allocated the supply teachers to specific classes/panels in order to provide additional (remedial) support to weaker students and at least one school also had a prioritised programme of work which utilised the supply teachers' particular strengths and talents. Only where there is no clearly planned approach to downtime was there a danger of supply teachers not being usefully employed.

- 4.29 Interviewees were also asked to consider what other activities supply teachers could be engaged with to increase their utilisation rates during quiet periods. The majority of respondents suggested that supply teachers could be used as an additional resource in both host and receiving schools. Specific reference was made to the requirement to provide assistance with music, drama, art, physical education, computer activities, etc. It was also suggested that the scheme should be extended to allow supply teachers to cover uncertified sick leave, other absences such as compassionate leave, additional release days for teaching principals and release days for teachers undertaking training or career development.
- 4.30 Estimates from respondents suggested that their utilisation ranged from approximately 70 to 100 per cent. This correlates with the quantitative estimates discussed above. Utilisation, however, must be seen as a factor of demand and panel numbers within a particular area.

Non-Supply Scheme

- 4.31 Non-Supply substitution includes both "casual" substitution provided within Scheme schools and substitution delivered in schools outside of the Scheme.

Non-Supply substitution in Scheme schools

- 4.32 In addition to the substitution provided under the Scheme, there is, within the Scheme schools, significant levels of non-Supply substitution. The number and cost of non-Supply substitution days in Scheme schools paid for over the last three complete years were as follows:

CENTRAL COSTS OF NON-SUPPLY SUBSTITUTION IN SCHEME SCHOOLS			
Costs	1999/2000	2000/2001	2001/2002
	€000	€000	€000
Salaries and other emoluments	985	1153	1476
PRSI (employer's contribution, reduced rate of 8.5%)	84	98	125
Total costs	1069	1251	1601
Substitute days delivered	12807	13890	17303
Average cost per substitute day	€83.43	€90.09	€92.55

Substitution outside of the Supply Scheme

- 4.33 At present, the Scheme operates in sixteen locations (seventeen centres) and includes a total of 204 schools. Thus, the majority of primary schools in Ireland, totalling some 3000, are outside of the Scheme.
- 4.34 The number and cost of substitution days paid for over the last three complete years by non-participating schools were as follows:

CENTRAL COSTS OF SUBSTITUTION IN NON-SCHEME SCHOOLS			
Costs	1999/2000	2000/2001	2001/2002
	€000	€000	€000
Salaries and other emoluments	12149	15646	18287
PRSI (employer's contribution, reduced rate of 8.5%)	1033	1330	1554
Total costs	13182	16976	19842
Substitute days delivered	157035	186706	207813
Average cost per substitute day	€83.94	€90.93	€95.48

Comparative costs of substitution

- 4.35 In order to ensure comparability, costs of substitution are based on the number of days of substitution delivered in respect of approved absences. In the case of Supply teachers, we have excluded days worked on other activities in their host schools.
- 4.36 On that basis, analysis of Scheme and non-Scheme schools provides the following comparisons:

COMPARISON OF SUBSTITUTION COSTS ACROSS SCHEMES			
	Supply substitution	Non-Supply substitution in Scheme schools	Substitution in non-Scheme schools
<i>1999/2000</i>			
Days substitution provided	5280	12807	157035
Total cost (€000)	€1,832,270	€1,068,500	€13,181,584
Cost per day	€347	€83	€84
<i>2000/2001</i>			
Days substitution provided	5667	13890	186706
Total cost	€1,956,893	€1,251,297	€16,976,389
Cost per day	€345	€90	€91
<i>2001/2002</i>			
Days substitution provided	4894	17303	207813
Total cost	€1,929,511	€1,601,308	€19,841,760
Cost per day	€394	€93	€95

- 4.37 This comparison indicates that the cost of providing substitution under the Scheme is considerably greater than outside of the Scheme. These additional costs of providing substitution under the Supply Teacher Scheme arise from a number of factors:

Direct costs

A range of direct costs are incurred in relation to supply teachers that do not arise in the case of casual substitution. These include minor elements such as travelling expenses, telephone, and costs of materials. More significant cost elements include holiday pay, sick leave and pensions. We estimate pensions alone to have cost in the region of €180,000 in 2001/2002.

Indirect costs

A number of indirect costs arise in relation to the employment of supply teachers. Minor factors include accommodation, heating and lighting, etc. A significant element, however, is the higher level of allowances arising from the increased number of teachers in the host schools. These include incremental changes in the Principal's

allowance category, in the Deputy Principal's allowance, and in the number of Assistant Principal Posts and Special Duties Posts. We estimate that, in 2001/2002, the cost of such additional allowances in the seventeen host schools was some €177,000.

Utilisation factors

A significant impact comes from the level of utilisation of supply teachers. Whilst casual substitutes are paid on a per diem basis for the time actually worked and have, therefore, an utilisation factor of 100%, supply teachers, who are paid on a full time basis, have, based on survey returns, an estimated utilisation in substitution of 74%. This utilisation figure does not take account of time spent by supply teachers in performing non-substitution duties, such as supervision, provision of learning support, preparation and organisation, work in special interest areas, and other activities.

- 4.38 This is not unexpected as there is considerable overhead in employing a teacher on a full-time basis as opposed to a casual basis, particularly in relation to pension costs, additional allowances, etc. The key question is whether this additional cost is justified in terms of delivering additional benefits and, hence, value for money. This issue will be addressed in Section 5 of this report.

LEVELS OF SUBSTITUTION

- 4.39 The Terms of Reference required the Review Consultants to compare substitution levels in areas covered by the Supply panel to the level of substitution in areas outside the Scheme. They were also required to evaluate how much substitute teaching outside of that provided by Supply teachers was required in an area indicating possible savings if Supply teacher Scheme was available.

Substitution required

- 4.40 Survey returns from the fourteen host schools, ninety seven receiving schools and eighteen non-participating schools from which complete returns were received show the following data:

Substitution Levels 2001/2002						
	Host Schools (14 schools)		Receiving Schools (97 schools)		Non-participating Schools (18 schools)	
	Total days	Average days per school	Total days	Average days per school	Total days	Average days per school
Overall level of substitution required 2001/2002						
For sick leave up to four weeks			3737	39	556	31
Other reasons			2518	26	406	23
Total			6255	64	962	57
Level of substitution provided 2001/2002						
Supply teachers	523	37	1644	17	0	0
Non-supply teachers	798	57	3231	33	865	48
Total	1321	94	4875	50	865	48
Days substitution not possible to obtain			1380	14	97	5

- 4.41 Overall demands for substitution were, on the basis of the sample schools, higher for receiving schools than for schools not currently participating in the Scheme, with an average of 64 days per receiving school as against an average of 57 days per non-participating school.

- 4.42 Although the data would suggest that the availability of supply teachers tends to result in higher levels of absences within host and receiving schools, there may be other factors affecting these outcomes, including the average size of school in each

category and the location of a significant proportion of Scheme schools in disadvantaged areas.

Substitution delivered

- 4.43 Substitution days actually delivered to receiving and non-participating schools were, on the basis of the survey returns, very similar to each other, with averages of 50 and 48 respectively. Host schools were, at an average of 94 days, considerably higher than for either of the other categories.
- 4.44 The comparisons are modified somewhat if the averages are calculated per school-based teacher, i.e. mainstream teachers plus resource and other specialist teachers. This will give comparative figures for average substitute days per mainstream/other teacher as follows:

Substitution Levels per Teacher 2001/2002						
	Host Schools (219 teachers)		Receiving Schools (991 teachers)		Non-participating Schools (189 teachers)	
	Total days	Average days per teacher	Total days	Average days per teacher	Total days	Average days per teacher
Level of substitution provided 2001/2002						
Supply teachers	523	2.4	1644	1.7	0	0.0
Non-supply teachers	798	3.6	3231	3.3	865	4.6
Total	1321	6.0	4875	4.9	865	4.6

- 4.45 While the general relationships remain the same, the impact of average schools size can be clearly seen.
- 4.46 This pattern was confirmed by national data on non-supply substitution derived from Departmental records although the absolute levels of substitution per school are significantly different from the levels shown for the sample data above. This may reflect the fact that the national data cover substitution for all approved absences. They show the following levels of substitution:

NON-SCHEME SUBSTITUTION ACROSS SCHOOL CATEGORIES			
	Host schools	Receiving schools	Non-participating schools
<i>1999/2000</i>			
Days substitution	1256	11551	157035
Number of schools	17	201	3096
Days substitution per school	74	57	51
<i>2000/2001</i>			
Days substitution	1215	12675	186706
Number of schools	17	202	3085
Days substitution per school	71	63	61
<i>2001/2002</i>			
Days substitution	1421	15882	207813
Number of schools	17	203	3081
Days substitution per school	84	78	67

- 4.47 The data from the 97 receiving schools (see table below) show that only 26.3% of their overall requirements were met by supply teachers, although 33.7% of actual substitution was by supply teachers. Outcomes from the extensive interview

programme carried out in parallel with the survey suggest that this reflects very much the difficulty in staffing the supply panels on a consistent basis, and particularly so in recent years. There is considerable reliance on 'casual' substitutes.

Substitution Delivered 2001/2002						
	Host Schools (14 schools)		Receiving Schools (97 schools)		Non-participating Schools (18 schools)	
	Days	%	Days	%	Days	%
Overall level of substitution required 2001/2002			6255	100.0%	962	100.0%
Level of substitution provided 2001/2002						
Supply teachers	523	39.6%	1644	26.3%	0	0.0%
Non-supply teachers	798	60.4%	3231	51.7%	865	89.9%
Total provided	1321	100.0%	4875	77.9%	865	89.9%
Days substitution not possible to obtain			1380	22.1%	97	10.1%

- 4.48 The national data for substitution in Scheme schools again tends to confirm this pattern (see table below). This suggests that less than 30% of substitution within Scheme schools is delivered by supply teachers.

SOURCE OF SUBSTITUTION ACROSS SCHEME SCHOOLS		
	Days substitution	%
<i>1999/2000</i>		
Non-Scheme substitution days	12807	70.8%
Estimated supply substitution days	5280	29.2%
Total substitution days	18,087	100.0%
<i>2000/2001</i>		
Non-Scheme substitution days	13890	71.0%
Estimated supply substitution days	5667	29.0%
Total substitution days	19,557	100.0%
<i>2001/2002</i>		
Non-Scheme substitution days	17303	78.0%
Estimated supply substitution days	4894	22.0%
Total substitution days	22,197	100.0%

Unfulfilled requirements

- 4.49 There was also a fairly high level of non-substitution throughout the system, when substitution was not possible to obtain from any source. The Receiving schools within the Scheme reported a higher level of non-delivery than non-participating schools, with an average of 14 days per school (22.1%) as against an average of 5 days (10.1%) for each non-participating school.
- 4.50 We do not have comparative fulfilment rates for host schools although, even in terms of the substitution actually delivered, supply teachers met only 39.6% of the total days involved.
- 4.51 The reason for the variation in success rates achieved by the different school categories in covering their substitution requirements may be due to a number of factors, e.g.

- The location of many receiving schools in under-privileged areas where casual substitute teachers are not readily available
- Possible difficulties caused by the Scheme rule in relation to calls upon the panel on the first morning of sickness, leading to delay in identifying and contacting casual substitutes until it is known that a supply teacher is not available
- The active maintenance of substitute 'networks' by non-participating schools. (The same indeed applies where the panel in an area is so depleted that supply substitution is very unlikely).

4.52 The validity of these possibilities is not proven but they reflect some of the points that arose from our interview programme.

Scheme and non-Scheme comparatives

4.53 On the basis of this data, we can see that there are significant differences between Scheme and non-Scheme schools in terms of the levels of substitution required, substitution actually delivered, and non-fulfilment rates.

4.54 In each of the last three school years, Scheme schools have had substitution requirements greater than non-Scheme schools. Within the Scheme, host schools have, in turn, had a consistently higher level of actual substitution than their receiving schools.

4.55 In line with demand, substitution days actually delivered over the last three years have been consistently higher in Scheme schools than in non-participating schools. Paradoxically, non-participating schools have had lower levels of non-fulfilment over this period.

4.56 There are no obvious reasons for these disparities. Whilst it may appear that the Supply Scheme in some way leads to an increase in the level of substitution there may be other reasons. Data compiled for this review shows that there tends to be higher levels of absences in urban schools as opposed to rural schools. All of the host schools and approximately 60% of the receiving schools in the current Scheme are urban schools. This will inevitably skew the data to show relatively high average levels of substitution for host and receiving schools.

4.57 The reasons for the difference between urban and rural schools may be environmental. Anecdotal evidence from the interview process also suggests that teachers in smaller, often rural, schools are less likely to take sick leave, even where this is warranted, because of the relatively heavy impact on their small number of colleagues. This again might skew the average for Scheme and non-Scheme schools.

4.58 It is clear from the above analysis that Supply panels are meeting only a small proportion of overall substitution requirements.

EFFECTIVENESS OF SUBSTITUTION

Effectiveness of the supply process

4.59 One of the reasons for the establishment of the Scheme was to facilitate Boards of Management in obtaining trained replacement teachers. As a measure of the effectiveness of the Scheme in meeting this objective, the Survey requested school Principals to estimate the extent to which substitution was provided by trained teachers. The table below shows the Survey outcome in relation to that question.

Substitution Delivered by Trained Teachers 2001/2002				
	Receiving Schools (97 schools)		Non-participating Schools (18 schools)	
	Days	%	Days	%
Level of substitution provided 2001/2002				
Supply teachers	1644	33.7%	0	0.0%
Non-supply teachers	3231	66.3%	865	100.0%
Total provided	4875	100.0%	865	100.0%
Days substitution provided by qualified teachers				
	1965	40.3%	280	32.4%

4.60 These results show that Supply teacher substitution is somewhat more effective in providing qualified teachers as substitutes, with 40.3% provided by trained teachers as against 32.4% in non-participating schools. Nevertheless, non-participating schools also achieved a reasonable success rate.

4.61 National figures derived from Departmental data confirm this pattern, although the national levels of substitution by trained teachers is higher across both categories than the levels indicated by the survey schools. The breakdown for each of the last three school years is as follows:

SUBSTITUTION DELIVERED BY QUALIFIED AND NON-QUALIFIED TEACHERS				
	Scheme schools		Non-participating schools	
	Qualified	Non-qualified	Qualified	Non-qualified
<i>1999/2000</i>				
Estimated supply substitution*	5280			
Non-supply substitution	6519	6288	82360	74675
Total substitution (days)	11799	6288	82360	74675
Total substitution (%)	65.2%	34.8%	52.4%	47.6%
<i>2000/2001</i>				
Estimated supply substitution*	5538	129		
Non-supply substitution	6694	7196	93452	93254
Total substitution (days)	12232	7325	93452	93254
Total substitution (%)	62.5%	37.5%	50.1%	49.9%
<i>2001/2002</i>				
Estimated supply substitution*	4404	489		
Non-supply substitution	6544	10759	93815	113998
Total substitution (days)	10948	11248	93815	113998
Total substitution (%)	49.3%	50.7%	45.1%	54.9%

* Split based on ratio of qualified to non-qualified supply teachers at 30 September each year.

4.62 These data show that the Supply Scheme has contributed in the past to the achievement in Scheme schools of a significantly higher delivery of substitution by qualified teachers than in non-participating schools, e.g. a level of 65.2% for Scheme schools in 1999/2000 as against 52.4% for non-participating schools. The difference is, however, being eroded as more panels rely on non-qualified supply teachers and as the general availability of qualified substitute teachers diminishes. The respective levels in 2002/2002 were 49.3% (Scheme schools) and 45.1% (non-participating schools).

4.63 The outcomes from the interview process suggest that the reasons why there is not a greater disparity may include:

- The location of some receiving schools in under-privileged areas where, when Supply teachers are not available, it is difficult or impossible to obtain trained substitute teachers
- The use of untrained teachers on a number of supply panels
- The active maintenance of substitute 'networks' of trained teachers, particularly retired school staff, by non-participating schools.

Supply teacher effectiveness

- 4.64 The above indicators relate only to the more measurable aspects of substitution. In order to widen the basis of the assessment, the detailed interview process focused on the effectiveness of the supply teachers as perceived by the main stakeholders.

Substitution roles

- 4.65 Respondents were asked to assess the effectiveness of supply teachers and specifically to consider their effectiveness in comparison with (i) mainstream teachers, (ii) substitute teachers and (iii) teaching principals.
- 4.66 Host and receiving principals indicated that supply teachers were highly effective when compared against mainstream teachers. Host principal gave supply teachers a mean score of 8.0 and receiving principals gave them a score of 7.6 on a scale of 1 to 10 (1 = 'poor' and 10 = 'excellent') and suggested that, with very limited exceptions which related to individuals' motivation, any shortfalls in supply teachers full effectiveness related to factors such as:
- A lack of knowledge of, and experience with, the receiving class/pupils
 - A lack of a handover between the receiving and supply teacher.
- 4.67 As such, supply teachers were seen to be at a disadvantage for reasons outside their own control, that is, for structural reasons rather than for reasons relating to their own capability.
- 4.68 When supply teachers were asked to rate their own effectiveness against mainstream teachers, they gave themselves a slightly lower score than that which was attributed to them by host and receiving principals. Supply teachers gave themselves a mean score of 7.5 and suggested that any structural difficulties which related to (i) their knowledge of the class/pupils and (ii) teaching continuity were more than compensated for by their broader experience and ability to bring new ideas into the classroom.
- 4.69 Respondents were asked to consider the effectiveness of supply teachers against substitute teachers (who generally tended to be unqualified). On a 10 point scale (1 = 'poor', 5.5 = 'equally effective' and 10 = 'superior'), host and receiving principals accorded a mean score of 8.7 to supply teachers and generally suggested that there was no comparison when abilities, experience and educational effectiveness was considered. Supply teachers gave themselves a higher score of 9.2 and suggested that their effectiveness was considerably higher than that of casual substitutes for a variety of reasons relating to experience, knowledge, familiarity, motivation, commitment and educational continuity.
- 4.70 Finally, respondents were asked to consider the educational effectiveness of supply teachers against teaching principals, again using a ten point scale, (1 = 'poor' and 10 = 'excellent'). Host and receiving principals gave supply teachers a mean score of 8.3 for effectiveness, while supply teachers gave themselves an effectiveness rating of 7.8. Again, supply teachers were seen to have had the advantage of a broad range of experience and new ideas. There was also a suggestion that some supply teachers could be more effective than teaching principals in view of the fact that they were not likely to experience the level and degree of interruptions which teaching principals tend to experience during their working day.

Effectiveness in specific areas

- 4.71 Respondents were also asked to consider the effectiveness of supply teachers in specific areas relating to: (i) substitution for sick leave, (ii) acting as an additional

teaching resource, (iii) providing support for teaching principals, (iv) teaching in a 'special interest' area, e.g. art, drama, PE, etc., and (v) undertaking remedial work.

- 4.72 There was a general consensus that supply teachers were either 'effective' or 'very effective' in providing substitution for sick leave, acting as an additional teaching resource, providing cover for teaching principals and special interest teaching. Respondents' views differed, however, in respect of supply teachers effectiveness in providing substitution for remedial teachers. Their reduced effectiveness in this area was attributed to their lack of relevant specialist experience. Notwithstanding, supply teachers were generally seen as being either 'effective' or 'somewhat effective' in this area.

Supply teacher attributes

- 4.73 Respondents were asked to identify the attributes and characteristics which are generally found in good or effective supply teachers. Certain attributes and characteristics were seen as either 'important' or 'critical', they were as follows:
- Higher levels of flexibility
 - Adaptability to new environments
 - Higher levels of interpersonal skills
 - Higher levels of communicative ability

- 4.74 Flexibility and adaptability was seen as 'critical' by the vast majority of respondents while higher levels of interpersonal skills and communicative ability was generally seen as 'important'. In addition, a significant number of respondents emphasised that there was a critical requirement for supply teachers to be experienced in order to be effective. Experience was seen as relating to knowledge of the curriculum as well as general experience in years and attitude/maturity. A small number also referred to confidentiality, resilience and effective discipline management as being important.

Supply teacher motivation and commitment

- 4.75 Respondents were asked to consider whether they thought that supply teachers' levels of motivation, commitment and loyalty were affected by their employment status or contract arrangements. The general consensus on the part of host principals, receiving principals and supply teachers was that they were very loyal, committed and motivated.
- 4.76 We did not find evidence of any underlying structural factors which impacted on supply teachers dispositions in this regard. Rather, it was generally felt that supply teachers' conscientiousness was dependent on individual factors and characteristics rather than the employment relationship. As such, good supply teachers tended to be conscientious, loyal, motivated and committed though it was recognised that less conscientious teachers could invest less effort into their roles and responsibilities should they elect to do so. Accordingly, effective recruitment and selection was seen to be important. As indicated above, a minority of supply teachers were described as being poor and this created difficulties for their colleagues in host and receiving schools, furthermore, this also led to a reduction in the quality of teaching provided. Where supply teachers were poor, this tended to arise as a result of their own personal motivation and commitment levels and did not arise due to the nature of the supply contract.

RURAL AND URBAN COMPARISONS

- 4.77 The Review Consultants were required, in their report, to compare the operation of the supply panel scheme in rural and urban areas. For this purpose, the survey results

from receiving schools were analysed by urban and rural categories. There were some significant differences in the operations of the scheme.

4.78 The following chart summarises the substitution profiles of urban and rural receiving schools:

Substitution Levels Urban v Rural 2001/2002						
	Urban Schools (59 schools)		Rural Schools (38 schools)		All Receiving Schools (97 schools)	
	Total days	%	Total days	%	Total days	%
Overall level of substitution required 2001/2002						
For sick leave up to four weeks	3116	66.9%	621	38.8%	3737	59.7%
Other reasons	1540	33.1%	978	61.2%	2518	40.3%
Total	4656	100.0%	1599	100.0%	6255	100.0%
Level of substitution provided 2001/2002						
Supply teachers	1283	27.6%	361	22.6%	1644	26.3%
Non-supply teachers	2155	46.3%	1076	67.3%	3231	51.7%
Total	3438	73.8%	1437	89.9%	4875	77.9%
Days substitution not possible to obtain	1218	26.2%	162	10.1%	1380	22.1%
Days substitution provided by qualified teachers	1345	39.1%	620	43.2%	1965	40.3%

4.79 The key points are:

- The balance between short-term sick leave and others substitution requirements is significantly different between urban and rural schools. This possibly reflect the higher requirement for relief of teaching principals in smaller, rural schools
- There is a greater use of non-supply teachers in meeting substitution requirements in rural schools. They fulfil approximately 67.3% of their needs in this way as against 46.3% for urban schools
- This trend is also reflected in the higher fulfilment rate for rural schools – 89.9% as against 73.8% for urban schools
- Rural schools are able to source qualified teachers somewhat more readily than in urban areas, with 43.2% of their substitution being provided by qualified teachers as against 39.1% in urban areas.

4.80 The above may reflect the greater availability of retired teachers in settled rural areas as opposed to disadvantaged and/or rapidly growing urban areas.

KEY FINDINGS

4.81 This Section of the Report focused on the key questions of:

- The cost of provision of the Supply Teacher Scheme against the cost of substitution in other areas
- Comparisons of substitution levels in areas covered by the supply panel to the level of substitution in areas outside the Scheme
- The relative effectiveness of the substitution provided under the Scheme

4.82 The key findings arising from this examination of current operations are as follows:

1. The cost per substitution day has, over the last three complete schools years, been considerably higher under the Scheme than for casual substitution. This

result is not unexpected, since there are costs, such as pensions, holidays, etc., associated with supply teachers that are not incurred in the use of casual substitutes. The principal costs are the direct costs borne by the Department. Neither the administrative effort involved nor local costs borne by host schools are regarded as significant

2. Utilisation levels of supply teachers are reasonably high, with an average of 84.3% of time being allocated to the top four categories of activity
3. Demands for substitution were higher for receiving schools than for non-participating schools
4. Substitution days actually delivered were higher for receiving schools than for non-participating schools. Host schools substitution levels were, on average, considerably higher than for either of the other categories. The comparisons were modified somewhat when the averages were calculated per school-based teacher
5. Less than 30% of actual substitution in Scheme schools was by supply teachers. There is considerable reliance on 'casual' substitutes
6. There was a fairly high level of non-substitution throughout the system. Receiving schools within the Scheme reported a higher level of non-delivery, i.e. days on which it was not possible to obtain substitution, than non-participating schools, with an average of 14 days per school (22.1%) as against an average of 5 days (10.1%) for each non-participating school
7. The Supply Scheme has been more effective in providing qualified teachers as substitutes than casual sourcing. The difference, however, has been considerably eroded by the use of non-qualified supply teachers and the low availability of qualified substitute teachers generally, particularly in the disadvantaged areas where some of the Scheme schools are based
8. There was a general consensus that supply teachers were either 'effective' or 'very effective' in providing substitution for sick leave, acting as an additional teaching resource, providing cover for teaching principals and special interest teaching
9. There are some significant differences in the operation of the Scheme in urban and rural schools. Rural schools use less supply substitution, have higher fulfilment rates and utilise a higher percentage of qualified teachers.

5 PROGRAMME OBJECTIVES

SCOPE OF REVIEW

5.1 The Terms of Reference required the Review Consultants:

- To identify the programme objectives of the Supply Teacher Scheme and examine the current validity of those objectives and their compatibility with the overall strategy on teacher substitution
- To evaluate the extent to which the programme's objectives have been achieved, commenting on the effectiveness with which they have been achieved

5.2 To address these terms of reference, the findings in relation to the current operation of the Scheme, as summarised in Section 4 of the Report, were evaluated against the stated and understood objectives of the Scheme.

VALIDITY OF OBJECTIVES

5.3 The Department of Education and Science Circular 50/97 was issued in January 1998. It confirmed that the Supply Scheme, which was established in 1993 as a pilot Scheme, would be extended and confirmed as a permanent Scheme with effect from January 1998. It also set out the purpose of the Scheme, as well as the general arrangements surrounding its operation.

5.4 The Circular identified the Scheme as serving two purposes, as follows:

Ref. **Substitute cover**

- 2.1 The main purpose of the scheme is to provide substitute cover for permanent and temporary teachers who are absent on short term certified sick leave.
- 2.2 For the purposes of this Circular, short term absences are absences of up to three consecutive weeks. However, in order to minimise disruption to a school and subject to availability, supply substitute cover may continue for a maximum period of four weeks. This will apply only where the absent teacher will resume at the end of the fourth week.

Relief for teaching principals

- 2.3 Additionally, the scheme will serve the function of providing relief for teaching principals from teaching duties in order to allow them to concentrate on administrative duties

Resource to host school

- 2.4 A supply teacher who is not discharging duties referred to in paragraphs 2.1, 2.2 and 2.3 above shall be available as an additional resource to the host school.

5.5 Other reasons for establishing the Scheme, we understand, included:

Trained replacement teachers

A further reason for the establishment of the Scheme was to facilitate Boards of Management in obtaining trained replacement teachers.

Better conditions of employment

The Irish National Teachers Organisation (INTO) sought the establishment of the Supply Teacher Scheme to provide better conditions of employment for their members.

- 5.6 In general terms these objectives were believed by all stakeholders to be valid, in so far as they go, but need to be extended in some cases.

Substitute cover

- 5.7 This was seen as obviously the most important aspect of the Scheme. The major issue raised was the current scope of the cover, both in terms of the type of leave covered and the duration of cover.
- 5.8 Many schools expressed a desire to have the Scheme cover types of leave other than short-term sick leave, for example in-service days, compassionate leave and examination leave. The Scheme, while seen as very useful, is perceived to cover a relatively small part of total substitution needs so that there are two substitute processes operating side-by-side. In this context, there is confusion at school level as to whether the Scheme covers uncertified sick leave and there are different practices in different schools in this regard. The question of cover for maternity leave was raised by a number of principals but it was generally recognised that this would be an inappropriate use of supply teachers.
- 5.9 The duration of cover, limited as it is to three, or at a maximum, four weeks, was also raised. The issue in this case is a desire for more flexibility, particularly where it is known that a teacher on sick leave will be returning within a short time of the expiration of the maximum period of cover.

Relief for teaching principals

- 5.10 Again this was seen as an important aspect of the scheme. There did not appear to be any significant issues in relation to this objective. Some operational points were, however, raised:
- The success of this aspect of the Scheme is dependent upon good planning at the beginning of each year, in order to plan and manage demand across the receiving schools
 - There have been some issues of non-availability of supply teachers to cover requirements, even where these are pre-booked
 - Difficulties can arise if pre-booked principal relief days arise during existing substitutions, involving a break of cover in that substitution.

Resource to host school

- 5.11 This was perceived very much as a secondary objective for the host schools. The interview process suggested that, while useful, it was not built into expectations within the host schools. In practice, because of the impossibility of forecasting availability, the use of supply teacher 'downtime' was treated as a bonus and was applied in a manner that facilitated the fragmentary nature of the available time.
- 5.12 However, the basis on which this is done varies considerably, e.g.
- At least one school has an agreed, prioritised programme of project work within the host school, depending on individual strengths and talents
 - Others have allocated the supply teachers to specific classes/panels, to provide additional (remedial) support to identified weaker students

- Others share spare supply time (down time) across all of their receiving schools, where there is always a demand.

5.13 While not a critical aspect of the Scheme, it was seen as important that a planned and structured approach to the use of 'down time' is agreed at the beginning of each year. This is true both from the point of view of effective use of resources and of ensuring that each supply teacher has, and is seen to have, a worthwhile role at all times.

Trained replacement teachers

5.14 This was seen as a very important objective for the Scheme. It is particularly so in disadvantaged areas where there is little or no availability of qualified teachers for casual substitution.

5.15 There are, however, a number of concerns in relation to this objective:

- The level of availability of supply teachers has made this objective less relevant for some areas. In these areas particularly there is an acceptance that the likelihood of needs being met from the supply panel is low
- In areas where the panel is staffed largely by unqualified teachers there is a concern that, even where supply teachers are available, the quality of the substitution may not be as high as heretofore. This concern was mitigated, however, by a number of positive aspects, e.g.
 - Unqualified staff, usually graduates or, in some cases, qualified secondary teachers are often of a high standard, committed and flexible
 - Even if unqualified, supply teachers benefit from the support and guidance of the established processes and of their panel colleagues so that their substitution work tends to be professional in approach
 - They are also, because of their full-time involvement in teaching, up-to-date with the curriculum and classroom practice
 - The provision of a supply teacher, even if non-qualified, eliminates much of the uncertainty and worry involved in bringing unknown casual substitutes into a school.
- A number of principals also raised in interview the possibility that failure to provide qualified teachers could leave a school exposed to legal action by parents of the children affected.

Better conditions of employment

5.16 There was a general acceptance that this was an important objective and also that it had achieved this objective to a significant extent by providing supply teachers with most of the benefits of their mainstream colleagues. Although conditions have changed considerably since the Scheme was launched it is still seen as a valid objective, albeit for different reasons.

5.17 The Scheme was originally established in a time when teaching jobs were scarce and many non-established teachers worked as casual substitutes for considerable periods. In those circumstances, the objective was to provide a level of equality with established teachers.

5.18 At present there is a significant shortage of qualified primary teachers although we understand that the expectation is that the situation will be remedied over the next few years. It is seen as important that the conditions of employment of supply teachers continue to be generally in line with mainstream teachers. Throughout our interview process, however, the issue of ineligibility for posts of responsibility was raised as a factor in retaining teachers on the panel. There were also suggestions that, in an

environment where there is competition for qualified teachers, it might be useful to provide some additional incentive to attract people.

Overall perspective

5.19 The results of the extensive consultation programme and of the detailed interview programme suggest that the stated objectives for the Supply Scheme are seen as valid and should be maintained. The main issues are:

- Extension of the scope in terms of type of leave covered
- Availability of supply teachers – recruitment and retention to the supply panel
- Maintenance of the quality of the supply panel through recruitment of trained teachers.

These issues are discussed in more detail below.

ACHIEVEMENT OF OBJECTIVES

5.20 An extensive consultation process was undertaken as part of the review process. Semi-structured Consultation Documents were sent to school board members, principals and mainstream teachers in host and receiving schools, supply teachers, parent representatives, INTO representatives and school inspectors.

5.21 One of the objectives of the consultation process was to assess the extent to which the objectives of the Scheme, as they were understood, were actually being achieved and also to elicit views on what the objectives ought to be. All stakeholders were invited to offer their views in respect of the Supply Teacher Scheme and indicate the degree to which they felt the Scheme was meeting its objectives. In determining whether the objectives of the Scheme were being met, respondents were asked to consider its different aspects and elements. Questions numbers in the tables following refer to the questions in the Consultation Document.

Substitute Cover

5.22 Respondents were asked to consider whether the Scheme was successful in providing cover for short term sick leave. Though the findings were somewhat mixed, there was broad consensus that the Scheme was meeting this objective at least 'partially'.

5.23 Varying perceptions existed among respondents in the different constituency groups (see table below). Significant majorities of supply teachers, mainstream teachers in host schools and inspectors suggested that the Scheme was achieving all its objectives. The majority of respondents in the other constituency groups felt that the Scheme was meeting its objectives on a partial basis. Interestingly, with just two exceptions (a small minority of principals and mainstream teachers in receiving schools), respondents did not believe that the objectives of the Scheme were 'not met at all'.

Q1a. Are the objectives of the supply scheme being met as they relate to the provision of substitute cover for permanent and temporary teachers who are absent on short-term sick leave?			
	Met Fully	Met Partially	Not Met at All
	%	%	%
Board Members (n = 31)	25	75	0
Host Principals (n = 6)	17	83	0
Receiving Principals (n = 88)	16	76	6

Supply Teachers (n = 14)	72	28	0
Mainstream – Host (n = 30)	90	10	0
Mainstream – Receiving (n = 45)	29	66.5	4.5
Parent Representative (n = 26)	27	73	0
INTO Representatives (n = 5)	40	60	0
Inspectors (n = 11)	67	33	0
Unidentified (n = 9)	44.5	55.5	0

5.24 In reviewing the comments offered by respondents, an explanation for the ‘partial’ rating of the Scheme’s effectiveness becomes apparent. There was a general belief that there are an insufficient number of supply teachers and that availability was low. Respondents also generally felt that the application of the Scheme was too restricted and that it should be extended to cover all approved absences, certified and un-certified, and not just absences arising as a result of short term sick leave. A number of respondents also suggested that the permitted substitution period should be extended beyond the four week maximum period in order to provide for greater flexibility.

5.25 In addition to providing their views in respect of the above, Department Inspectors were asked to consider how the Supply Scheme compared with alternative approaches to teacher substitution which were used by non-Scheme schools. Interestingly, 87 per cent of inspectors indicated that the supply scheme was ‘better than alternatives’ which they had experience of, while 13 per cent indicated that the supply scheme was as good as such alternatives. In their commentaries, inspectors also suggested that the operation of the supply scheme made it ‘easier to find trained substitutes’ and that supply teachers had the added advantage of being familiar with principals, staff and receiving schools generally.

Relief for teaching principals

5.26 Respondents were asked to consider whether the supply scheme was effective in providing teaching principals with administrative release time. Again, respondents’ views were mixed, with the majority suggesting that this objective was being met either partially or fully (see table below). Notwithstanding this, a relatively sizeable minority of respondents in a range of constituencies did suggest that that this objective was not being met; they included principals in host schools, supply teachers themselves and INTO representatives.

Q1b. Are the objectives of the supply scheme being met as they relate to the provision of relief for teaching principals from teaching duties to allow them to concentrate on administrative duties?				
	Met Fully	Partially	Not Met	No Response
	%	%	%	%
Board Members (n = 31)	55	22	9.6	13
Host Principals (n = 6)	50	0	16.6	33.4
Receiving Principals (n = 88)	31	36	6	27
Supply Teachers (n = 14)	43	35	21	0
Mainstream – Host (n = 30)	60	7	10	23
Mainstream – Receiving (n = 45)	38	24	9	29
Parent Representative (n = 26)	34.5	26	11.5	28
INTO Representatives (n = 5)	20	20	20	40
Inspectors (n = 15)	67	27	6	0
Unidentified (n = 9)	33	22	33	12

5.27 Comments from receiving principals suggested that the scheme provides them with important administrative release days. Some, however, also suggested that the number of release days provided should be increased. This view was also held by

mainstream teachers in both host and receiving schools as well as by supply teachers.

Resource to host school

- 5.28 Respondents were asked to consider whether the Supply Scheme achieved its objective of providing host schools with an additional teaching resource, i.e. at times when supply teachers were not required to provide absence cover in scheme schools. While this question was asked of respondents representing all constituency groups, it should be emphasised that those best positioned to offer valid insights are mainstream teachers and principals in the host schools as well as supply teachers themselves. It is noteworthy that a high proportion of respondents who were not attached to host schools chose not to answer this question, presumably as a result of their lack of knowledge in this area.

Q1c. Are the objectives of the supply scheme being met as they relate to the provision of an additional teaching resource in the host school?				
	Met Fully	Partially	Not Met	No Response
	%	%	%	%
Board Members (n = 31)	22.5	19	13	45
Host Principals (n = 6)	33	33	33	0
Receiving Principals (n = 88)	17	27	6	50
Supply Teachers (n = 14)	64	35	0	0
Mainstream – Host (n = 30)	83	6.7	6.7	3.5
Mainstream – Receiving (n = 45)	26.5	18	20	35.5
Parent Representative (n = 26)	27	31	7.5	34.5
INTO Representatives (n = 5)	0	60	20	20
Inspectors (n = 15)	33	60	7	0
Unidentified (n = 9)	44.5	11	0	44.5

- 5.29 Respondents who were staff members in host schools generally felt that this objective was being met, at least on a partial basis (see table above). Some 82 per cent of mainstream teachers in host schools believed that this objective was being met fully; this compared to 64 per cent of supply teachers and 33 per cent of host school principals. The majority of inspectors (60 per cent) suggest that this objective was being achieved partially.
- 5.30 The commentary offered by respondents did not place significant emphasis on the benefit associated with the availability of the supply teacher as an additional teaching resource to host schools. However, a large number of respondents did point to the benefit which the supply teacher brings in terms of broad experience, new ideas and a fresh teaching approach. In a number of cases, also, principals identified supply teachers' competencies in special interest areas such as art, music and communications as having being beneficial. To this extent, the supply scheme is seen to have a valuable latent benefit as new ideas and approaches are promoted and shared among schools within the scheme. The benefit associated with this 'cross fertilisation' was seen as significant in view of the fact that many teachers may remain in the one school for the majority of their teaching careers.

Trained replacement teachers

- 5.31 One of the key effectiveness objectives associated with the supply teacher scheme relates to the requirement to find trained replacement teachers to cover short term sick leave. Respondents were asked to consider the extent to which the scheme was meeting this particular objective. It was generally felt that the scheme was 'partially

successful' in this area, while a relatively sizeable minority (ranging from 7.5 to 22 per cent) suggested that this objective was not being met (see Table below).

Q1d. Are the objectives of the supply scheme being met as they relate to the facilitation of boards of management in obtaining trained replacement teachers for short-term substitution?				
	Met Fully	Partially	Not Met	No Response
	%	%	%	%
Board Members (n = 31)	35	51	10	3
Host Principals (n = 6)	0	66	16.6	16.6
Receiving Principals (n = 88)	13.5	65	16	5.5
Supply Teachers (n = 14)	43	43	14	0
Mainstream – Host (n = 30)	70	20	6	3
Mainstream – Receiving (n = 45)	29	56	13	2
Parent Representative (n = 26)	31	57.5	7.5	4
INTO Representatives (n = 5)	20	60	20	0
Inspectors (n = 15)	53	47	0	0
Unidentified (n = 9)	44	22	22	11

5.32 A high proportion of respondents commented that it was difficult for receiving schools to secure the services of supply teachers in the event of absenteeism. The extent of this problem varied within different geographical regions as some schools managed to attract and retain sufficient numbers of supply teachers (to reach their allocated quota) while others were not quite as successful. Despite the geographical and 'disadvantaged' factors which adversely affected host schools in their ability to attract and retain supply teachers, a number of respondents suggested that even where quotas were met, the number of supply teachers in the scheme were insufficient to cover demand or absenteeism levels.

5.33 This general perception of an inadequate availability of supply teachers is borne out by the survey results discussed in Section 4 above. There are a number of elements to this:

- Current (May 2003) levels of staffing of the supply panels are reasonable for most Scheme areas. The levels of staffing do, however, vary considerably from area to area and the current shortfall is concentrated in Dublin and Athlone
- The current position is not, however, fully representative of the situation over time. As at 30 September 2002, only 40 of the 60 approved posts had been filled. We are aware that some of these vacancies were subsequently filled
- Again, actual staffing on the supply panel at 30 September for each of the last three school years was as follows:

1999/2000:	41
2000/2001:	44
2001/2002:	38
- The shortfall in prior years has undoubtedly contributed to the perception of unavailability
- There is also the additional complication that, in order to operate the Supply Scheme, a number of the host schools have engaged non-qualified teachers on a temporary basis. This has impacted the perceived effectiveness of substitution as discussed at Section 4 above.

Better conditions of employment

5.34 Respondents were asked to consider whether the supply scheme had been successful in providing supply teachers with improved conditions of employment. The majority of supply teachers (64 per cent) suggested that the scheme had been

completely successful in this regard (14 per cent said the scheme had been partially successful). A significant majority of respondents in all constituency groups (between 79 and 100 per cent) indicated that the scheme had been at least partially successful in achieving this objective. Host principals, inspectors and supply teachers expressed the greatest reservations with between 12.5 and 21 per cent of respondents in these categories suggesting that this particular scheme objective had not been met.

Q1e. Are the objectives of the supply scheme being met as they relate to the provision of better conditions of employment for teaching personnel involved in providing substitution for teachers absent on short-term sick leave?				
	Met Fully	Partially	Not Met	No Response
	%	%	%	%
Board Members (n = 31)	39	48	6.5	6.5
Host Principals (n = 6)	12.5	75	12.5	0
Receiving Principals (n = 88)	32	45	8	15
Supply Teachers (n = 14)	64	14	21	0
Mainstream – Host (n = 30)	93	3.5	3.5	0
Mainstream – Receiving (n = 45)	49	39	2	9
Parent Representative (n = 26)	23	69	4	4
INTO Representatives (n = 5)	60	40	0	0
Inspectors (n = 15)	75	12.5	12.5	0
Unidentified (n = 9)	44.5	55.5	0	0

- 5.35 A number of respondents across different constituency groups did suggest that employment conditions and incentives would have to be improved further in order to attract and retain supply teachers into a role which was largely seen as ‘a stepping stone into mainstream employment’. It was generally recognised however, that terms and conditions of employment compared favourably with those enjoyed by mainstream teachers.
- 5.36 Supply teachers indicated that they were dissatisfied with the fact that they were precluded from applying for posts of responsibility or promotional opportunities. This was seen as a deterrent to some teachers who might otherwise wish to remain in supply teacher positions. A number of respondents across all constituencies indicated that supply teachers should be eligible to receive long service allowances or other incentives to encourage them to remain in the role. Job sharing was also seen as a benefit which should be available to supply teachers.

KEY FINDINGS

- 5.37 In general, the results of the consultation and interview processes suggested that stakeholders held a positive view of the Supply Scheme and felt that it should be extended. This was notwithstanding the differing views expressed, which largely reflected the success or otherwise of the Scheme’s operation in different schools and/or areas.
- 5.38 In terms of the overall objectives of the Supply Scheme, stakeholders felt that it was:
- Partially effective as an arrangement designed to provide substitute cover for sick leave
 - Reasonably effective as a means of providing teaching principals with administrative release time
 - Reasonably effective as a means of providing host schools with an additional teaching resource
 - Partially successful as an avenue through which qualified teachers can be sourced for the purpose of providing substitute cover

- Largely successful in providing Supply teachers with improvements in their conditions of employment.

5.39 The major issues that were raised in the consultation process, and also the interview process, were:

- The perceived narrow scope of the Scheme which addresses only part of a school's substitution requirements
- The low level of availability of supply teachers, particularly in some areas
- An emerging concern that the use of non-qualified teachers will reduce the effectiveness of the Scheme.

6 QUALITATIVE IMPACTS OF THE SCHEME

KEY ISSUES

- 6.1 One of the key issues identified early in the review process was the need to address the qualitative aspects of the Scheme, i.e. those aspects that were not directly identifiable by reference to measures such as time or cost. Key aspects are the:
- Educational impact of the Scheme, and
 - The impact on people, i.e. the human resource impact
 - The employment profile within the Scheme.
- 6.2 These issues were addressed by the consultation and interview processes and by the detailed survey documents.

EDUCATIONAL IMPACT

- 6.3 Respondents to the stakeholder Consultation Document were asked to consider whether the supply scheme had any impact, either positive or negative, on educational standards within schools. There was an overwhelming view that the educational impact of the supply scheme was positive; between 80 and 100 per cent of respondents in all categories indicated that this was the case (see table below). Only one respondent (a parent representative) suggested that the scheme had a negative impact while between just 4 and 20 per cent of respondents from among the different constituency groups indicated that the scheme did not have either a positive or negative educational impact.

Q2. Has the supply teacher scheme had a positive or negative impact on education in schools with which you are familiar?				
	Positive	None	Negative	No Response
	%	%	%	%
Board Members (n = 31)	84	13	0	3
Host Principals (n = 6)	83	17	0	0
Receiving Principals (n = 88)	80	17	0	3
Supply Teachers (n = 14)	100	0	0	0
Mainstream – Host (n = 30)	96.5	0	0	3.5
Mainstream – Receiving (n = 45)	87	13	0	0
Parent Representative (n = 26)	88	4	4	4
INTO Representatives (n = 5)	80	20	0	0
Inspectors (n = 15)	100	0	0	0
Unidentified (n = 9)	89	11	0	0

- 6.4 A number of themes were repeated in comments by respondents. Firstly, the educational impact associated with the operation of the supply scheme was seen to be enhanced where qualified and experienced supply teachers were available to teach classes. The fact that pupils benefited by receiving instruction from ‘trained and effective teachers’ was seen as a significant advantage. The extent of this advantage was highlighted when the alternative, often referred to as ‘crowd control’ was considered.
- 6.5 Respondents also suggested that the quality of teaching/ education offered by supply teachers was enhanced by their broad experience and variety of ideas. Again, this was a theme which was emphasised by respondents in all constituency groups.

- 6.6 Another positive impact was seen to be associated with supply teachers' knowledge of, and familiarity with, pupils, teachers, cultures and values in receiving schools. Supply teachers' effectiveness was considered against that of casual substitutes who were generally seen to be unfamiliar with the schools in which they happened to be working and hence tended to be significantly less effective.
- 6.7 The other consistent theme which arose related to the availability of supply teachers. It should be emphasised that the experiences of different schools varied significantly. In the case of receiving principals for example, equal numbers of those who commented on the availability of supply teachers suggested that they were 'difficult to get' and 'relatively easy to get' in the event of absenteeism. The experiences of different schools vary significantly in this regard and are largely determined by factors relating to geographical positioning and disadvantaged status.
- 6.8 Where supply teachers were available and effective, respondents pointed to reduced levels of 'disruption' in the event of teacher absences; this was seen as a significant benefit associated with the scheme's operation.
- 6.9 Another factor which was highlighted and seen as a contributory factor in promoting a positive educational impact related to the availability of supply teachers to act as an additional teaching resource within host schools. This benefit was highlighted by mainstream teachers and principals in host schools as well as by supply teachers. Their availability to act as an additional resource was determined, however, by the number of supply teachers who could be retained by the host school and the demands which were placed on them by receiving schools. Accordingly, this benefit was not available to all host schools and only available to some on a limited basis. This is reflected in the perceived importance of this particular objective as discussed at Section 5 above.

HUMAN RESOURCE IMPACT

Impact on teachers

- 6.10 Respondents to the stakeholder Consultation Document were asked to consider, (from a human resources perspective), whether and how they thought the supply teacher scheme affected participating supply teachers. It was generally suggested that the scheme had a positive impact with 64 per cent of supply teachers believing that this was the case (and only 7 per cent suggesting that it had a negative impact). Interestingly, host principals were the least positive with just 33 per cent suggesting that it had a positive impact and 16 per cent suggesting that it had a negative impact, (again, this finding should be seen in the context of the sample size; n = 6). Mainstream teachers in host and receiving schools also felt that the scheme had a positive impact on supply teachers with (76.5 and 55 per cent respectively).

Q4a. How has the supply teacher scheme affected the participating supply teachers?*				
	Positive	None	Negative	No Response
	%	%	%	%
Board Members (n = 31)	39	19.5	6.5	35
Host Principals (n = 6)	33	16	16	33
Receiving Principals (n = 88)	39	9	5	47
Supply Teachers (n = 14)	64	0	7	28
Mainstream – Host (n = 30)	76.5	0	3.5	20
Mainstream – Receiving (n = 45)	55	0	18	27
Parent Representative (n = 26)	50	19	4	27
INTO Representatives (n = 5)	100	0	0	0
Inspectors (n = 15) *	60	14	0	26
Unidentified (n = 9)	33	11	0	56

- The question posed to inspectors differed slightly and asked: 'How has the supply teacher scheme affected the career and personal development of participating supply teachers?'

- 6.11 Some interesting commentaries were received in respect of the HR impact associated with the Supply Teacher Scheme. The differences in the commentary reflect the broad and varied experiences of respondents and the extent of the scheme's successful operation (or otherwise) within schools.
- 6.12 From a negative perspective, a small minority of respondents suggested that the Scheme could attract supply teacher candidates who are 'less than satisfactory', 'looking for a hiding place', 'not interested' or 'less committed' to their work. As already indicated, such comments are at odds with the general findings but do reflect some of the problems which are seen to exist within a small number of schools.
- 6.13 Other HR related comments pointed to the levels of disruption which can be experienced by some supply teachers, largely determined by the effectiveness of the Scheme's management within certain areas/host schools. Disruption was seen to arise in situations where supply teachers were not aware of which receiving school they would be assigned to until the time at which they were due to commence work. The rule which precludes the sourcing of supply teachers in advance of the day on which they are required was also seen as particularly problematic, especially for receiving schools.
- 6.14 On a positive note, some respondents suggested that teachers 'could get sick in peace' as the supply scheme meant that they were less likely to inconvenience or burden their colleagues in the event of illnesses arising. Where the scheme worked effectively, it had the advantage of allowing continuity of teaching with minimal disruption.
- 6.15 Respondents were also asked to consider how or whether the supply scheme had affected non-supply teachers in participating schools. Some 45 per cent of receiving principals suggested that non-supply teachers had been adversely affected by the operation of the supply scheme but this view was at odds with that held by other constituency group members. In general, it was felt that non-supply teachers were either positively affected or not affected by the operation of the supply scheme and when receiving principals are excluded, only between 4 and 17 per cent of respondents indicated that non-supply teachers were adversely affected.

Q4b. How has the supply teacher scheme affected non-supply teachers in participating schools? **				
	Positive	None	Negative	No Response
	%	%	%	%
Board Members (n = 31)	26	29	16	29
Host Principals (n = 6)	50	16.6	16.6	16.6
Receiving Principals (n = 88)	25	44	11	19
Supply Teachers (n = 14)	100	0	0	0
Mainstream – Host (n = 30)	80	0	7	13
Mainstream – Receiving (n = 45)	31	40	7	22
Parent Representative (n = 26)	38.5	19	4	38.5
INTO Representatives (n = 5)	20	80	0	0
Inspectors (n = 15) **	60	40	0	0
Unidentified (n = 9)	55	33	0	12

** This was question 4c in the inspectors' consultation document.

- 6.16 Commentaries relating to this question suggested that non-supply substitute teachers now found it more difficult to find work since the establishment of the supply scheme. On the contrary, other respondents suggested that there 'was more than enough work to go around'. The varying views reflect the different experiences of teachers in different areas.

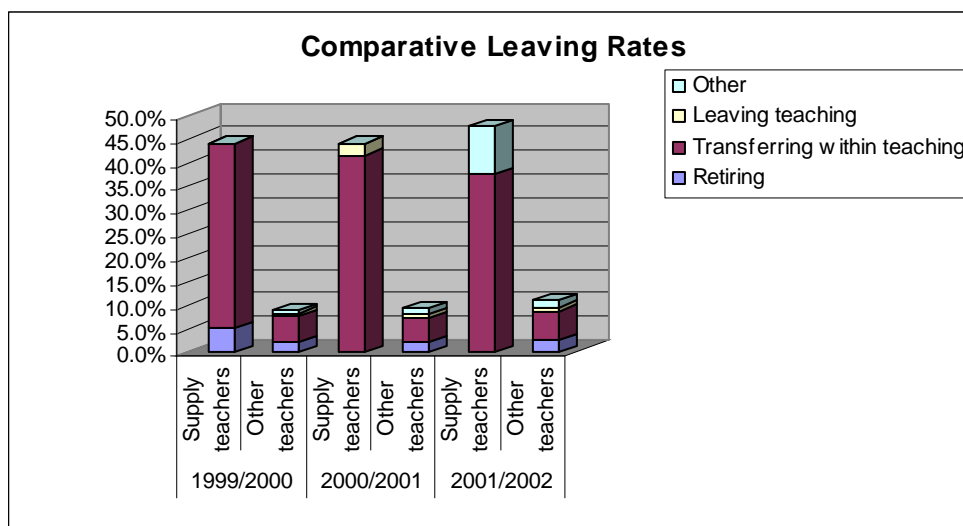
Absenteeism

- 6.17 One of the questions the Review was asked to address was the potential impact of the Scheme on absenteeism and part of the school interviews was focused on this question.
- 6.18 Respondents were asked to consider whether the operation of the supply scheme and the availability of supply teachers were likely to have any impact, either positive or negative, on absenteeism rates within scheme schools. This question was asked as the availability of supply teachers could, in theory, make it easier for teachers in scheme schools to miss days.
- 6.19 We found that there was a widely held view which suggested that, in general, teachers tended to be conscientious and hence did not avail of sick leave unless it was absolutely necessary. Furthermore, as supply teachers were required to service a significant number of scheme schools, it was felt that there was no guarantee that receiving schools would manage to secure the services of a supply teacher. As absenteeism tends to have a very significant disruptive effect on the school and a teacher's colleagues, it was felt that peer pressure generally served to limit absenteeism to cases in which it is absolutely necessary.
- 6.20 A number of respondents suggested that teachers generally have a propensity to report to work when they are sick rather than to take sick leave. It was suggested that this arose out of a desire on the part of teachers to limit the disruption and inconvenience which would otherwise arise for their colleagues.
- 6.21 Some respondents held the view that rather than returning to work prematurely, scheme teachers can take sufficient time to recover from illnesses where they are satisfied that a supply teacher is available to cover their absence. In this sense, the operation of the Scheme could be said to contribute to greater levels of legitimate absenteeism but there was no suggestion that teachers were malingering as a result of the operation of the scheme.
- 6.22 It should be noted, however, that the data discussed in Section 4 of this report show that Scheme schools have higher levels of absences than non-participating schools. Average school size and location factors may be factors in explaining these differences.

EMPLOYMENT PROFILE

Turnover of supply teachers

- 6.23 Amongst the reasons for establishing the Supply Teacher Scheme was that the Irish National Teachers Organisation (INTO) had sought to provide better conditions of employment for their members. The Terms of Reference therefore required the Review Consultants to evaluate the impact on teachers opting out of the scheme after short periods and the level of turnover compared with other shared teaching posts.
- 6.24 The Survey of Principals sought to identify the comparative levels of turnover in different groups of teachers and also the reasons for the turnover. The results of the survey are shown in the chart below.



6.25 It can be clearly seen that supply teachers have been leaving the supply panels in large numbers over the last three years, at rates far in excess of their classroom colleagues. Percentage turnover rates for the sample schools over the last three years are as follows:

	Supply	Mainstream/Other
1999/2000:	43.9%	8.8%
2000/2001:	43.9%	9.3%
2001/2002:	47.5%	10.9%

6.26 It is equally evident that the vast majority of these supply teachers are transferring within the teaching profession, the percentages that transfer each year being as follows:

% of all supply teachers leaving	
1999/2000:	88.8%
2000/2001:	94.5%
2001/2002:	78.9%

6.27 While we do not have a detailed analysis of the destination schools of these teachers, evidence from the interview programme is that most move to schools within their own Scheme area.

6.28 The relatively high percentage of supply teachers (10%) leaving for other reasons in 2001/2002 reflects, we also understand from the interviews, the use of temporary, unqualified teachers on the panel.

Factors Influencing Staff Turnover

6.29 In order to explore the reasons for the high levels of turnover among supply teachers, the detailed interview process included a set of questions aimed at understanding the perceptions of the role amongst supply teachers and other interviewees. It also sought to assess the impact of terms and conditions of employment for supply teachers.

Perception of role

- 6.30 Respondents were asked to consider whether the supply contract was seen as desirable or whether it was perhaps seen as a 'stepping stone' into mainstream teaching. It was generally felt that supply teachers applied for supply contracts as an avenue through which they could eventually secure a permanent mainstream contract. Notwithstanding, some variation did exist and this depended on the experiences and observations of respondents in different schools and locations. Some suggested that it depended on the motivations of the individual supply teacher and though it was generally seen as a route into mainstream, there was evidence of some, albeit limited, exceptions to this rule.
- 6.31 Supply teachers themselves felt that it depended on the motivation of the individual but suggested that it was a contract arrangement which they were very happy to engage in on a short to medium term basis. A number of advantages were seen to be associated with this arrangement, specifically, there were references to:
- The ability to gain valuable experiences and insights
 - The ability to identify schools in which the supply teacher might prefer to work should a mainstream position arise
 - Increased social interaction and the benefits associated with getting to know people in a new locality
 - An ability to avoid some of the 'politics' associated with different schools
 - The absence of a requirement to deal with parents
 - Teachers' own weakness in a particular subject posing less of a problem, e.g. Irish
 - Reduced stress and accountability.
- 6.32 Notwithstanding, a number of disadvantages were also cited as follows:
- Ineligibility for posts of responsibility
 - Supply teachers do not get to see pupil progression as they do not work with one class for the entire school year
 - Supply teachers are generally not equipped to teach special needs children
 - Frustrations arise due to a lack of funding for resources
 - There is an absence of sufficient feedback

Terms and conditions of employment

- 6.33 Respondents were asked to consider whether there were certain elements of supply teachers' contracts which were either more or less favourable than those which applied to mainstream teachers.
- 6.34 It was generally felt that supply teachers' were disadvantaged when it came to promotion as they are precluded from applying for positions of responsibility. While they could benefit from travel expenses, this was not seen as a significant benefit and only really served to cover costs incurred. It was generally felt that the status which they enjoyed within schools was broadly equivalent to that enjoyed by their mainstream colleagues, likewise, it was felt that they also enjoyed similar or higher levels of autonomy. While there was a general perception that supply teachers had the same levels of job security as their mainstream colleagues, some respondents did suggest that they benefited from higher levels of job security as they were not forced to go onto a panel when pupil-teacher ratios decreased.

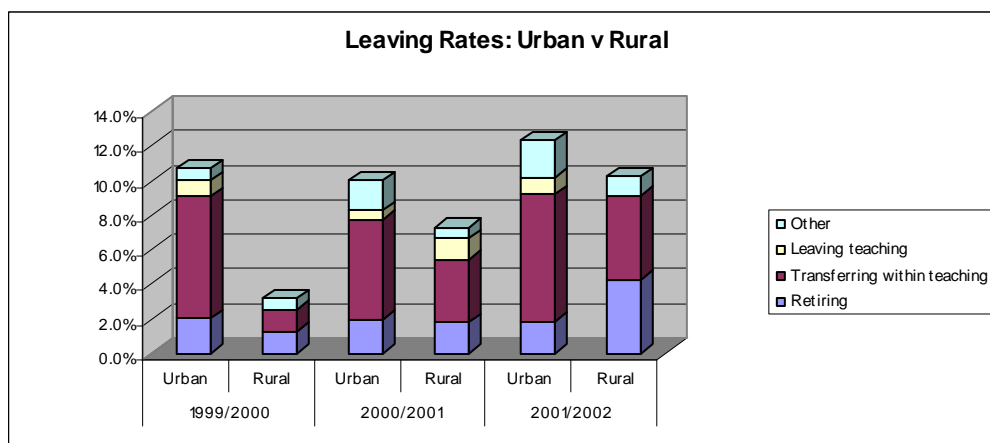
- 6.35 Despite the fact that supply teachers are precluded from applying for post of responsibility, a significant number of respondents indicated that career progression was not adversely affected as a result of supply teachers' employment status. Some respondents did suggest, however, that supply teachers could not progress into 'managerial' positions (i.e. principal, deputy or assistant principal) but this point was not raised by the majority of respondents. The reason for this may relate to the fact that the majority of supply teachers (i) tended to be younger than their mainstream colleagues and (ii) felt that their time as supply teachers would be temporary. As such, this did not become an issue unless they were interested in retaining their positions as supply teachers on a medium to long term basis.
- 6.36 Supply teachers themselves noted that they received the same training and in-service benefits as their mainstream counterparts and further noted that they were entitled to their service increments. Accordingly, there was a general perception that career and salary progression was not adversely affected by their status.

Remaining in the Scheme

- 6.37 When asked whether they were happy to remain in the scheme as supply teachers, the majority of respondents indicated that they did not see themselves continuing to work under this arrangement indefinitely. There was a generally held view which suggested that the supply contract was ideal under certain circumstances, but that it was something which incumbents were pleased to undertake in the short to medium term only. Thereafter, there was a feeling that greater levels of stability, predictability and continuity were required.
- 6.38 Supply teachers did offer some suggestions to improve the scheme and make it more attractive to potential applicants. These, however, largely related to the promotion of greater awareness in respect of the scheme, greater clarity in respect of the rules of operation and the provision of incentives to make it more beneficial to remain in the scheme. As such, these suggestions did not highlight any additional structural or fundamental reasons which explained staff turnover or how it might be reduced.
- 6.39 There was some suggestion, however, that incentives in the form of service increments could be granted to supply teachers who wished to remain in the scheme on a longer term basis. Specifically, it was suggested that a length of service allowance could be offered after four years for those who remained in the scheme. Such suggestions did not, however, serve to address the underlying issues relating to incumbents' desire for stability, predictability and continuity. Rather, they pointed to a form of compensation to incentivise incumbents to remain in the scheme.

Rural and Urban Comparisons

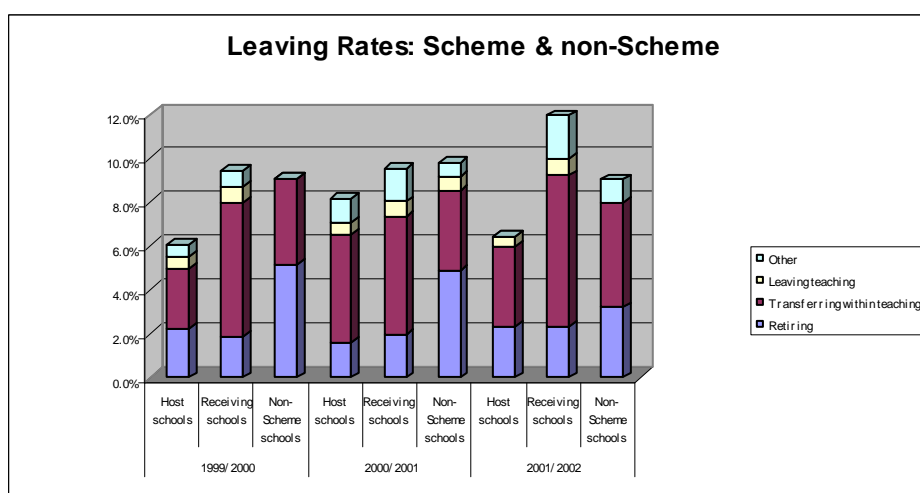
- 6.40 For comparative purposes, the review assessed the levels of turnover in rural and urban schools. The findings are summarised in the chart below.



6.41 As might be expected, leaving rates are higher for urban schools than for rural schools. The gap between the two, however, has been reduced considerably over the last three years. It is noticeable that a considerable proportion of the increase in rural turnover has been due to teacher retirements. This increased from 1.3% of all teachers in rural schools in 1999/2001 to 4.3% in 2001/2002. If this is an emerging trend it could have significant implications for the Scheme in the future.

Scheme / non-Scheme comparisons

6.42 We also considered the less direct impact of the Scheme on other teachers and sought to evaluate comparative leaving rates between Scheme and non-Scheme schools. The chart below summarises the results of the Survey in this respect.



6.43 No clear pattern emerges, except that in general terms the host schools have lower turnover rates than either the receiving schools or non-participating schools. There may, however, be many reasons unconnected with the Scheme for this apparent difference.

Key findings

6.44 The key findings from our examination of the qualitative aspects of the Scheme area as follows:

- There is an overwhelming view that the educational impact of the supply scheme is positive; between 80 and 100 per cent of respondents in all categories indicated that this was the case:

- The fact that pupils benefited by receiving instruction from ‘trained and effective teachers’ was seen as a significant advantage
- The quality of teaching offered by supply teachers was enhanced by their broad experience and variety of ideas
- Supply teachers’ knowledge of, and familiarity with, pupils, teachers, cultures and values in receiving schools was important
- Another factor which was highlighted and seen as a contributory factor in promoting a positive educational impact related to the availability of supply teachers to act as an additional teaching resource within host schools. This benefit was highlighted by mainstream teachers and principals in host schools as well as by supply teachers.
- In general, it was felt that non-supply teachers were either positively affected or not affected by the operation of the supply scheme
- There is a widely held view that absenteeism is not affected by the Scheme. It is believed that, in general, teachers tended to be conscientious and, as absenteeism tends to have a very significant disruptive effect on a school and a teacher’s colleagues, peer pressure generally served to limit absenteeism to cases in which it is absolutely necessary
- Turnover of supply teachers has been at rates far in excess of their classroom colleagues. Percentage turnover rates for the sample schools over the last three years are as follows:

	Supply	Mainstream/Other
1999/2000:	43.9%	8.8%
2000/2001:	43.9%	9.3%
2001/2002:	47.5%	10.9%

The vast majority of these supply teachers are transferring within the teaching profession

- The reasons for the high levels of turnover are partly practical and partly professional need. At a pragmatic level, ineligibility for posts of responsibility is seen as a considerable barrier. At a professional level, a key issue is the lack of “ownership”, in that supply teachers do not get to see pupil progression through the entire school year, together with an absence of sufficient feedback
- Suggestions from stakeholders in relation to providing incentives to retain supply teachers tend not to address the underlying issues relating to incumbents’ desire for stability, predictability and continuity. Rather, they tend to point to a form of compensation to incentivise incumbents to remain in the scheme.
- There is no obvious reason why the operation of the scheme should affect employment in rural schools differently than urban schools. Our survey confirmed expectations that leaving rates are higher for urban schools than for rural schools. The gap between the two, however, has been reduced considerably over the last three years
- The Review also considered the less direct impact of the Scheme on other teachers and evaluated comparative leaving rates between Scheme and non-Scheme schools. No clear pattern emerges, except that in general terms the host schools have lower turnover rates than either the receiving schools or non-participating schools. There may, however, be many reasons unconnected with the Scheme for this apparent difference.

7 VALUE FOR MONEY

THE CURRENT SCHEME

- 7.1 Value for money is a composite measure reflecting both the inputs (costs) of the Scheme and the benefits delivered by the Scheme.

Inputs to the Scheme

- 7.2 Section 4 of this Report deals in detail with the costs of substitution under the Scheme and outside of the Scheme. In summary, these show that the Scheme is a more expensive system of providing substitution than the alternative, casual, system. Key comparisons for 2001/2002 are as follows:

SUMMARY OF COMPARATIVE SUBSTITUTION COSTS 2001/2002						
	SCHEME SCHOOLS (NO. 220)			NON-SCHEME SCHOOLS (No. 3,081)		
	Days	Total Cost	Cost per Day	Days	Total Cost	Cost per Day
Supply substitution	4894	€1,929,511	€394.28			
Non-supply substitution	17303	€1,601,308	€92.55	207813	€19,841,760	€95.48
All substitution	22197	€3,530,819	€159.07	207813	€19,841,760	€95.48
Substitution days and cost per school	101	€16,049		67	€6,440	

- 7.3 In addition to the direct inputs by the Department, we must also recognise other inputs to the Scheme, including the additional administrative time at host and receiving schools. These inputs, however, are not considered to be material.
- 7.4 On the basis, the Scheme is seen to be a relatively expensive way of delivering substitution, and cannot be justified in terms of costs alone.

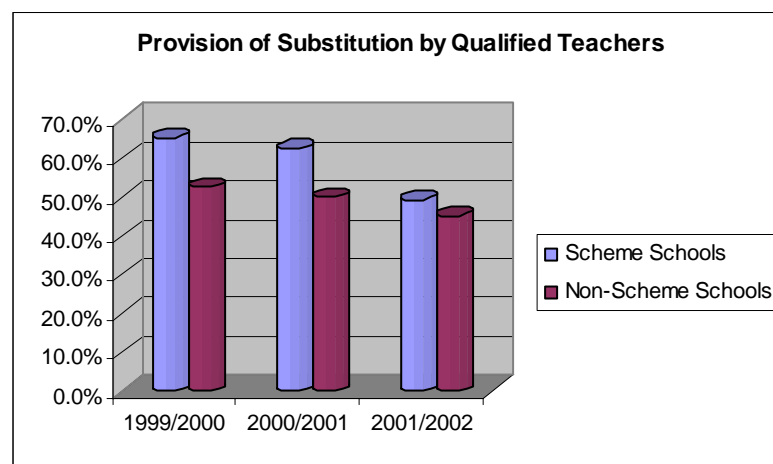
Benefits of the Scheme

- 7.5 The benefits delivered by the Scheme are both tangible and intangible and one of the issues of the review has been to identify indicators or measures that reflect the delivery of benefits. In the context, the measures must be both quantitative and qualitative.

Quantitative

- 7.6 One of the key objectives of the Scheme is to facilitate the provision of short-term substitution by trained teachers. There are three key measures for this objective: (a) the extent to which substitution requirements in Scheme areas were met, (b) the extent to which substitution was provided through the Supply Scheme in those areas where it operates, and (c) the extent to which substitution delivered in both Scheme and non-Scheme areas was by trained teachers. These aspects of the Scheme were addressed in Section 4 above.
- 7.7 We do not have the data to measure accurately the extent to which substitution requirements were met. The survey returns discussed in Section 4 of this report do, however, suggest that Receiving Schools within the Scheme have a lower overall rate of fulfilment (77.9%) than non-participating schools (89.9%). It needs to be emphasised, however, that there may be very specific reasons for this apparent disparity. The outcomes of the interview and consultation processes suggest that location factors may be very significant in this respect.

- 7.8 The outcomes from the interview process suggest that the extent to which substitution was provided through the Supply Scheme varies considerably from area to area. Overall, however, the data suggests that less than 30% of substitution is provided through the Supply Scheme in those areas where it operates. This is undoubtedly affected by the difficulties in maintaining supply panel numbers in recent years although it also implies that, even if the panels were full, they would still meet less than half the substitution requirements.
- 7.9 A key question is the extent to which substitution delivered in both Scheme and non-Scheme areas was by trained teachers. In this respect, the Scheme has been consistently more successful than casual substitution over recent years, although all sectors have been experiencing difficulty in sourcing trained substitute teachers. This trend is reflected in the data for the last three years, as summarised in the following chart:



- 7.10 The above findings suggest that the Scheme is relatively successful, within its available capacity, in providing trained teachers for substitution. Its capacity, however, has been considerably reduced by the difficulties in staffing supply panels and, as a result, the overall level of fulfilment through the Scheme has been low in some areas. In addition, the lack of sufficient numbers of qualified teachers has reduced both the overall levels of substitution by qualified teachers and, particularly, the levels of supply substitution provided by qualified teachers through the Scheme.

Qualitative

- 7.11 There is an almost unanimous view that the Scheme is significantly better than casual substitution from an educational point of view.
- 7.12 This view was apparent throughout the detailed interview process. The overall effectiveness of the supply scheme was rated highly by respondents: principals in host schools gave the scheme a mean effectiveness score of 8.0 (on a scale of 1 to 10 (1 = 'poor' and 10 = 'excellent')) while principals in receiving schools gave the scheme a mean score of 7.4. Supply teachers gave the scheme a slightly higher mean score of 8.25.
- 7.13 An overwhelming majority of respondents to the stakeholder Consultation Document, when asked whether the supply scheme should be extended, continued or discontinued, suggested that it should be extended (between 71 and 100 per cent of the identified constituency groups). Of those respondents who did not suggest that it should be extended, most indicated that it should be 'continued' with just a small minority suggesting that it should be 'discontinued'.

7.14 Most respondents, however, qualified their responses by suggesting that there was scope for an improvement in the Scheme.

IMPACT OF EXTENSION NATIONALLY

7.15 The Terms of Reference required the Review Consultants to:

- Evaluate how much substitute teaching outside of that provided by supply teachers was required in an area indicating possible savings if the supply teacher scheme was available
- If Scheme was extended nationwide show number of teaching posts required to facilitate such an extension
- Show comparative cost effective reduction in level of substitute teaching required if Scheme was extended nationwide

7.16 To address these questions, it is necessary to consider, inter alia, the following factors:

- The total demand for substitute teaching in both Scheme and non-Scheme schools
- The average substitution days delivered by supply teachers
- The adequacy of the current ratio, and the optimum ratio, of supply to mainstream teachers
- The impact of possible extension of the scope of the Scheme, in terms of absences covered
- The potential number of additional supply teachers required
- The potential cost of those additional supply teachers, both direct and indirect
- Cost comparisons with existing situation of “casual” substitution

Total substitution demand

7.17 The total demand for substitution can be estimated as the sum of:

- The number of “casual” substitute days paid for by the Department on an annual basis
- The estimated number of substitute days provided by supply teachers
- The estimated number of required substitution days not met from any source.

7.18 These together totalled approximately 250,000 days in 2001/2002 (see table below):

ESTIMATED DEMAND FOR SUBSTITUTION 2001/2002	
Substitution days paid for by Department	225116
Estimated substitution days provided through Scheme	4894
Total substitution days delivered	230010
Provision for non-fulfillment (10%)	23001
Total requirement	253011

Scheme supply

7.19 The average substitution days delivered by a supply teacher is estimated as approximately 129 per annum. This is based on a school year of 183 days and the level of utilisation (74%) for purely substitution purposes indicated by the survey returns for 2001/2002.

- 7.20 The current Scheme, with sixty approved posts, would have an estimated annual capacity of approximately 7740 days, if fully staffed.

Ratio of supply to mainstream teachers

- 7.21 The current model for the Supply Scheme envisages a ratio of one supply teacher to every 35 (1:35) mainstream teachers in the Scheme schools. The ratio for the last three school years, based on approved posts and actual appointments as at 30 September each year, have been as follows:

ACTUAL RATIOS OF SUPPLY TEACHERS TO MAINSTREAM TEACHERS			
	1999/2000	2000/2001	2001/2002
Mainstream teachers - host schools	267	268	282
Mainstream teachers - receiving schools	2043	2079	2211
Mainstream teachers - all Scheme schools	2310	2347	2493
Supply teachers	41	44	38
Ratio of supply/mainstream teachers	1/56	1/53	1/66

- 7.22 We are aware that the number of supply teachers tends to increase, as it did in 2002/2003, as appointments are made subsequent to the commencement of the school year. The ratios are, nevertheless, considerably different than planned and are in line with the findings of our interview and consultation processes. To bring the ratio back to a level of 1:35 would, on the basis of 2001/2002 teacher numbers, require the existing Scheme to increase supply teacher numbers to seventy one.

Extension of scope

- 7.23 Over the last three complete school years, supply substitution is estimated to have met between 22% and 30% of substitution days delivered to Scheme schools. This relatively low figure is partly due to the understaffing of some panels and also to the increased number of mainstream teachers. Even if fully staffed and returned to the original ratio, with (say) 71 supply teachers in 2001/2002, we estimate that supply panels could have met approximately 41% of total substitution requirements in Scheme schools. To extend the Scheme to cover all approved absences, and to provide 100% cover, would require some 100 additional supply teachers to meet demands.

Additional teachers required

- 7.24 The total number of additional supply teachers required is dependent upon the ratio of supply teachers to mainstream teachers that is adopted as optimum and upon the target level for substitution coverage. The potential requirement is summarised below:

POTENTIAL NUMBER OF SUPPLY TEACHERS REQUIRED*		
	Mainstream Teachers Numbers	Supply Teachers Required
Current Scheme	2493	60
Re-establishment of target ratio of 1:35		11
Full establishment for present Scheme	2493	71
Extension nationally	21364	610
Complete National Scheme	23857	682

* Based on 2001/2002 teacher numbers

- 7.25 To extend the Scheme to all schools would require, assuming the original ratio, a total of 682 supply teachers.

Costs

- 7.26 These teacher numbers would give an estimated cost of €33 million for a national scheme, assuming current scope. This would meet an estimated 43% of substitution needs. Extension of scope, and hence coverage, would involve proportionate increases in costs. The potential requirement is shown in the following table:

POTENTIAL COSTS OF SUPPLY TEACHERS REQUIRED*		
	Supply Teachers Numbers	Supply Teachers Costs €000
Current Scheme	60	2932
Re-establishment of target ratio of 1:35	11	549
Full establishment for present Scheme	71	3481
Extension nationally	610	29830
Complete National Scheme	682	33311
Extension of scope (60% coverage)	318	15541
Extended National Scheme	1000	48852

* Based on 2001/2002 teacher numbers

ALTERNATIVE APPROACHES

- 7.27 The Terms of Reference required the Review Consultants to evaluate the degree to which the objectives of the Supply Scheme warrant the allocation of public funding on a current and ongoing basis and examine the scope for alternative policy or organisational approaches to achieving the objectives of the Scheme on a more efficient or effective basis

- 7.28 In evaluating alternative approaches, the consultants considered three broad options:

1. Discontinuance of the Scheme
2. Adoption of a fundamentally different model for supply teaching
3. Adaptation of the existing model to make it more efficient or effective.

Discontinuance of the Scheme

- 7.29 The consultants considered very carefully whether the current Scheme should be discontinued. There are a number of arguments for such a discontinuance:

- On pure economic grounds, it is difficult to argue for the retention of the current Scheme. It is considerably more expensive than the alternative 'casual' system of substitution. Apart from the direct costs of the supply teachers, considerable costs arise in relation to the additional allowances payable to Principals and other teachers within the host schools. In addition, there are the notional costs of the pension liabilities arising on not only the supply teachers' salaries but on the additional allowances payable to other teachers. These hidden costs, together with the unavoidable 'downtime', make a substitute day provided through the Scheme considerably more expensive than the alternative 'casual' source.
- The Scheme has not, in recent years, been satisfying many of the substitution needs in receiving schools and, indeed, in host schools. This problem, however, is not universal and is concentrated in a limited number of areas, particularly

where lack of availability of both supply teachers and other substitute teachers exacerbates the situation

- One of the principal objectives of the Scheme was to improve the availability of qualified substitute teachers for Boards of Management and Principals. The Scheme has, in prior years, succeeded in doing this but this capacity has, to some extent, been eroded by the recruitment of non-qualified teachers to fill supply panels that would otherwise be considerably depleted or non-existent.

7.30 There are, however, arguments for the retention of the Scheme. These relate to both educational and policy issues:

- The vast majority of stakeholders, whether members of Boards of Management, Principals, mainstream teachers, supply teachers or others, are very positive about the educational impact of supply teaching. All outcomes from our review, whether through the extensive consultation process which elicited some 269 returns, the detailed survey questionnaires from more than 140 schools, and the detailed interviews with more than 90 Principals and teachers, were overwhelmingly in favour of the Scheme. Despite the difficulties seen in its operation in some areas in recent years, it is seen as considerably better than the alternative. The key points made are that it provides substitute teachers who are generally effective teachers, who are fully up-to-date with the curriculum, who know, and are known by, the Principals, teachers, pupils and parents in the schools which they serve, who are familiar with the ethos of each school and who can provide continuity in teaching
- Many Principals, including some currently outside the Scheme, voiced concern about the quality of casual substitute teachers. While many schools are fortunate in having a pool of retired teachers to draw on for substitution, other areas are not so fortunate. There is a real issue of availability of qualified substitute teachers in the more disadvantaged areas and, also, in the rapidly-growing urban areas. In these cases, they are having to rely more on individuals who may not be trained teachers and who may not be familiar with the curriculum
- Apart for the educational aspects of casual substitution, many Principals also voiced concern about the potential dangers of allowing into their schools substitutes who are not known to them or do not come from an 'approved' source, such as the Scheme. They perceived a level of exposure for themselves, for their Boards of Management and for the Department in this regard. Both teachers and parents are more aware, and apprehensive, about the potential issues involved
- A longer-term issue relating to the right of children to receive education from qualified teachers was also raised by a number of Principals and other stakeholders. Many made the point that they expected that, sooner or later, a parent would challenge the use of non-qualified substitute teachers in primary schools. Given the increased propensity for litigation in relation to all matters of equality, this is something that the Department needs to consider.

7.31 The advantages and disadvantages outlined above represent important issues in balancing economic measures with educational policy.

Adoption of a different model

7.32 Supply teaching is an established process in many other jurisdictions. For the purposes of the review, and in order to assess the potential for adopting a different model for the provision of substitution, we sought information on models currently operating elsewhere, e.g. in the United Kingdom and in Australia, and considered their potential application in the Irish situation.

United Kingdom

- 7.33 The model currently operating in the United Kingdom is based on an 'open market' approach. Each school decides how to recruit the supply teachers it needs, e.g. through its own network, from a 'pool' run by a Local Education Authority, or through a teacher employment agency.
- 7.34 Teacher employment agencies are regulated by the U.K. Department of Trade and Industry. There are statutory minimum standards which all agencies must meet, including:
- Obtaining adequate information from an employer about the job requirements in order to be able to select a suitable candidate
 - Obtaining information about a worker's qualifications and experience in order to determine job suitability
 - Ensuring that workers possess the necessary qualifications required by law.
- 7.35 The U.K. Government has developed a quality mark scheme for agencies and local education authorities that provide supply teachers to schools. In order to achieve the quality mark, agencies and LEAs are expected to operate sound recruitment, management and support practices. Nevertheless, there appears to be some dissatisfaction with the system because of the cost and the perceived quality of teaching.
- 7.36 During 2002, debate in the U.K. educational press focused on the perceived cost and quality of supply teachers provided by teacher agencies. According to press reports¹, a poll by the National Association of Head Teachers (NAHT) found that many schools were dissatisfied with the quality of service offered by supply agencies. The NAHT survey, completed by 369 schools, found as follows:
- Only 100 (27%) were confident the teachers provided by the agencies would have qualified teacher status.
 - Only one third (33%) were confident that the staff provided would be competent in the subject or age range required.
 - Just 84 (23%) were confident that the teachers provided would be familiar with National Curriculum requirements.
 - Just over half (54%) were confident checks would have been carried out effectively.
- 7.37 At that time of the poll (March 2002), indicative rates given by major agencies were in the range £137 (€207) to £176 (€ 267) per day. Current rates for supply teachers supplied by local authorities in London are £121 (€183) to £147 (€222).
- 7.38 There was also doubt about the abilities of supply teachers, specifically that too many supply staff:
- Do not have qualified status
 - Are not competent in the subjects or the age ranges required, or
 - Are not familiar with the national curriculum
- 7.39 These concerns were echoed² by the annual report of the Office for Standards in Education, published in February 2002, which said that supply teachers perform less well than any other category of teacher, with less than half of their lessons being good

¹ BBC News and Guardian Education

² Source: EducationGuardian.co.uk

or better, compared with two-thirds of the lessons of qualified and permanent members of staff.

- 7.40 In this type of climate, other approaches have been tried, including the concept of a floating teacher within a school. The potential benefits of the 'floating' teacher were identified as follows³:

Benefits of a floating teacher

- When a supply teacher is regularly in school it gives them more opportunity to liaise with teachers whose classes they will be taking in the future. This helps to provide better curriculum continuity.
- The children in a school will know a floating teacher. They are treated in the same way as a regular class teacher and understand the discipline procedures of the school.
- If a floating teacher is employed on a contractual basis to cover all supply teaching it helps the school to manage its finances as spending on supply is fixed.

- 7.41 Although somewhat different in scope, the 'floating' teacher approach is similar in concept to the Supply Scheme in Ireland.

Australia

- 7.42 Every State and Territory in Australia has a system of relief and casual teachers. Results from a 2000 survey of State education authorities suggest that close to 10 per cent of the Government schools' core workforce in most State/Territories in 1999 was contracted. The experience with contract teachers in the 1990s varied across the States. In Western Australia, for example, the proportion of teachers on contract decreased, while it increased in Victoria. These trends appear to have reflected State Government policy and objectives at the time and may accordingly change in the current decade. The education authorities in Victoria, for instance, have indicated that a greater proportion of vacancies are now being offered on a permanent rather than contract basis⁴.

- 7.43 The public authorities in Australia also appear to play an active part in the recruitment of supply teachers, similar to the U.K. Many States maintain a Temporary Teacher Register for those interested in undertaking temporary (for replacement or short term contracts) or relief work.

- 7.44 The data available on the Australian system does not, unfortunately, provide any insight into the effectiveness of contract teachers.

Application to the Irish situation

- 7.45 Taking cognisance of experiences in other jurisdictions, the review considered whether there would be advantages in developing, or supporting the development of, agency-based supply of substitute teachers in Ireland, perhaps on a regional basis.

- 7.46 This model works well in other professions, e.g. nursing, accountancy, etc. This approach has a number of advantages:

- It is likely to be more efficient than the casual system, in that the agency brings together the available resources in an area or region and can act as a 'one-stop-shop' for Principals requiring substitution
- In this way it can maximise both the availability of substitute teachers and the opportunities for teachers who wish to provide substitution to do so on a more

³ Using supply teachers to cover short-term absences (Value for Money Unit, Department for Education and Skills)

⁴ Demand and supply of primary and secondary school teachers in Australia (CESCEO 2001)

consistent basis across an area. Both Principals and substitutes would benefit from the increased scope of their catchment areas, beyond their personal networks

- It is likely to be more economic in that it is based on a 'pay as you go' cost structure and does not incur the substantial overhead costs associated with an established teacher. There would, of course, be agency costs involved but these are likely to be considerably less than the normal overhead burden
- It can, through the market mechanism of daily pay rates, address the issue of bringing substitute teachers to areas where they are particularly needed, e.g. disadvantaged or rapidly growing urban areas.

7.47 There are likely, however, to be disadvantages to this type of approach in Ireland:

- While contributing to efficiency in the operation of the substitute 'market', it may do little to contribute to the overall supply of substitute teachers. The agency approach works best where there are a large number of available and relatively mobile professionals, e.g. the Information Technology market at the height of the Celtic Tiger boom
- Agencies, per se, may be able to do little about underlying mobility issues. Experience in other countries suggests that, while teachers may be available for relief teaching, the locations and type of teaching they are willing to undertake are often heavily restricted. In Ireland, anecdotal evidence suggests that relationships with schools, e.g. being a past teacher, may be a significant factor in effective network substitution. Agencies would do nothing to address this issue
- Costs, although likely to be lower than established teachers, are likely to be higher than current substitution rates. Much substitution is, we believe, provided on a marginal basis by the individuals involved, so that a relatively low income is not an important issue. Although we have no way of assessing the possible levels involved, we believe that an agency approach, which would involve a higher requirement for availability and mobility from substitute teachers, would require higher daily rates than those currently offered
- This pressure on daily rates could potentially have a number of implications:
 - It could have spill-over effects on the daily rates applicable to locally-sourced casual substitution, potentially impacting the current cost of substitution (€21.4 million for 225,000 substitution days in 2001/2002)
 - It could result in different rates being paid for substitution, depending upon the source of that substitution, i.e. agency versus local. This could cause difficulties that would have to be handled by school Principals at local level
- It would be critical to put in place an effective quality assurance scheme in order to assure the teaching qualifications of agency teachers and, most importantly, to carry out appropriate vetting. This would be a fundamental requirement for any satisfactory agency system to reduce the current exposure from bringing unknown or unqualified substitutes into the classroom.

7.48 While the market approach to supply teaching has considerable benefits, in terms of access to the market and a 'pay as you go' cost structure, it would not necessarily overcome some of the fundamental issues currently affecting the system, many of which derive from the basic shortage of qualified teachers. It could also contribute to increasing substantially the cost of the current 'casual' system of substitution.

Adaptation of existing model

- 7.49 The review also considered the potential for making the current Supply Scheme more cost effective.
- 7.50 The cost of the Supply Scheme is a fixed cost so that utilisation of resources is a key factor. As a broad benchmark, based on the data for 2001/2002, every 1% increase in utilisation for substitution (including relief of teaching principals) would reduce the cost of a day's substitution by between €4 and €6 per day. For example, an increase in utilisation from 74% to 90% would reduce the 2001/2002 daily rate from €394 to €324. Most importantly, this would mean that the average number of substitution days provided by each supply teacher would increase from 129 to 156.
- 7.51 Our review, particularly through the interview and consultation processes, clearly identified that there was significant scope for improving both the efficiency and effectiveness of the current Scheme. This is not to imply any lack of commitment on the part of supply teachers. On the contrary, we found that the great majority of supply teachers interviewed were highly motivated, committed to their schools and happiest when fully deployed in meaningful work. The system, however, requires changes in organisation, management and processes and these are dealt with in detail in Section 8 of this Report.

8. CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

Educational impact

8.1 The Scheme is generally contributing positively to primary education in the areas in which it operates but levels of success vary considerably throughout the country. Important factors affecting degree of success are:

- The social environment
- Management of the Scheme at local level
- Management of the Scheme at national level.

Social environment

8.2 There are broadly three types of environment:

1. Disadvantaged urban areas
2. Growing urban areas, particularly in the east of Ireland
3. Stable, often rural, areas.

8.3 Disadvantaged urban areas unfortunately suffer most from difficulties in meeting substitution requirements. They can find it more difficult to recruit teachers to the supply panel. Also, in general, they have not used the approach, used by some areas, of recruiting non-qualified teachers on a temporary basis. Finally, if supply substitution fails, they are less likely to have a local source of teachers to provide casual substitution.

8.4 Growing urban areas suffer some of the same disadvantages. There are some differences. The difficulties in recruiting supply teachers arise primarily from the general shortage of teachers and competing demands in growing communities rather than from a disadvantaged status. They can, also, generally source some casual substitution from, e.g. retired teachers, living in their areas.

8.5 Stable communities, generally based around smaller urban centres, appear to be able to operate in a positive environment. It appears reasonably easy to recruit teachers, generally qualified, to these centres. They generally can also fall back on a pool of retired teachers or other suitable candidates to provide casual substitution if necessary. It was noted by a number of schools, however, that the pool of retired teachers is ageing and that this is becoming a less certain source of such substitution.

Management of the Scheme at local level

8.6 Our review noted that there were substantial, and important, differences in how the Scheme is managed in different areas. In general terms, the specific rules of the Scheme are operated similarly, albeit with local variations across all areas. The differences emerge in the leadership approach in the different schools

8.7 There is also a reasonably wide spread of management practice. The implications of these are discussed in detail under recommendations below.

Management of the Scheme at national level

- 8.8 Many of the schools attributed at least some of the shortfalls in practice and performance, of which they were aware, to the lack of clear direction and leadership at national level. Some of the main points related to:
- The need for effective support from the Department and from Departmental Inspectors in structuring and positioning the Scheme and the role of the supply teacher.
 - The need for the provision of specific training, of perhaps one or two days per year, for supply teachers
 - The establishment of fora to support and enable exchange of experience and ideas amongst supply teachers.
 - Improved clarity from the Department in relation to the operation of Scheme.
- 8.9 These issues are also dealt with in our recommendation below.

Economic issues

- 8.10 The Scheme is generally considered by stakeholders to be successful from an educational point of view, particularly where availability issues have not affected levels of service delivery. The Scheme, however, is relatively expensive in terms of the cost per day of substitution, particularly when compared with the daily rates being paid to casual substitutes. Overhead costs and average rates of utilisation of supply teachers on substitution are significant factors in this regard.
- 8.11 Our recommendations seek to balance these economic issues with the educational and policy issues involved in substitution.

OPTIONS FOR THE FUTURE

- 8.12 We have considered three broad options – simple discontinuance of the Scheme, an agency approach to supply, and extension of the current Scheme.
- 8.13 Simple discontinuance is not, we believe, a satisfactory option. It does have the apparent benefit of lowering substitution costs in the short term. It does nothing, however, to address the current issues around the general quality of casual substitute teaching and the difficulties of providing substitution in areas that are most in need. Neither does it address concerns about the potential risks in casual substitution.
- 8.14 An agency approach has certain attractions in the longer term. It would balance greater efficiency in the supply process with costs probably below those of the Supply Scheme. In the short term, however, it can do little to increase availability of qualified teachers or mobility in the market in the current environment. It also has the potential to impact daily rates paid for casual substitution.
- 8.15 Extension of the current Scheme on a general basis could not be justified on an economic basis. Any proposed extension would have to be dependent upon achieving higher levels of effectiveness in terms of qualified cover and utilisation. It should also be considered on the basis of social need.

RECOMMENDATIONS

8.16 Based on the above analysis, and on the issues discussed in Section 7 of this Report, we believe that, in the current environment of teacher shortages, none of the options will provide a fully satisfactory solution. If, however, the current shortage of qualified teachers is addressed, as expected, over the next three years or so, it will result in an essentially changed environment in which longer-term decisions can be taken on a more certain basis. We believe that, looking forward to that changed environment, effective provision of quality substitution is likely to require a mixed market approach, comprising the Supply Scheme, agency supply and casual substitution.

8.17 Our recommendations are therefore as follows:

1. Continue and reform the Scheme in the short term

- Continue the Scheme in its current general form, in the locations currently served and with its current scope. We believe that there are always likely to be schools or areas that will find it difficult to meet substitution needs from the market. The Scheme provides a model that is perceived to, or can, work well from an educational perspective in meeting those needs
- Implement the recommendations for reform and improvement set out below in relation to Scheme management at national and local levels, in relation to improved processes and, also, in relation to the Human Resources facets of the Scheme
- Establish base targets for the operation of the Scheme in the existing areas, particularly around the key indicators of utilisation of supply teachers, levels of absences in host and receiving schools and coverage of host and receiving schools' substitution requirements. Monitor performance against these targets and review on a regular basis to ensure that the potential improvements are achieved.

2. Investigate the potential for agency supply

- Evaluate the potential for establishing, or supporting the establishment of, an agency structure to provide assured teacher substitution. The agency/agencies would be responsible for maintaining registers of qualified teachers seeking substitution work, for the appropriate vetting of those registering for work and for the provision of suitable candidates to school Principals
- Assess the potential role of the State in such a structure. An agency framework might be based on a variety of arrangements, from a fully commercial model, comprised of independent businesses, to others with different degrees of public sector involvement. These latter could range from active participation (such as local councils in Britain, or State education authorities in Australia) to a purely oversight role (such as that of the Department for Education and Skills in the U.K.). INTO would, with its experience of its own Substitute Placement Service, be an important partner in any such development. The structure would also have to deal with geographical coverage and mobility of supply. Most importantly, the Department would have to consider the operation of a scheme of quality assurance to establish and monitor standards in all commercial agencies.

3. Review

- Subject the Scheme to a further formal review in three to five year's time, when the issue of teacher shortages is expected to have been resolved
- Extend the Scheme only where it is shown that the market, either of its volition or organised through an agency structure, is not meeting the needs of a particular area. We anticipate that, for geographical or social reasons,

the Scheme may be the only means of providing effective and quality substitution in some schools and/or areas.

- 8.18 We do not for the moment recommend the formal extension of the scope of the Scheme in terms of the approved absences covered. It is possible that extending the Scheme to cover other absences could increase the efficiency of the Scheme and utilisation of teachers at times when demand does not exceed availability. However, current levels of downtime may be due to a combination of timing issues and the administrative arrangements of the Scheme rather than lack of opportunity for providing substitution. This would mean that to extend the scope under the current regime could require additional resources. We therefore recommend that only when the current scheme is up to strength and running more effectively should the Scheme be formally extended to take up any available time there may be. It would be possible, in the interim, to allow host Principals some discretion in meeting these needs on an 'as available' basis, after current priorities are met.

REFORM AND IMPROVEMENT

- 8.19 As outlined earlier, the review identified a number of areas in the operation of the Scheme that require significant improvement. They relate to management at both local and management at national levels, operational processes and management of the human resources aspects of the Scheme.

Management at local level

- 8.20 Our review found amongst host principals a considerable level of commitment to the Scheme and a concern with its effective, and fair, operation. There was, however, significant variation in the management of the Scheme. While all Principals adhered generally to the requirements of the Circular, some Principals were involved on a more 'hand-on' basis, had adopted more effective practices, and devoted more effort to the human resources aspects of the Scheme's operation.
- 8.21 If we characterise different ends of the management spectrum (and these characterisations do not represent individual schools) we can identify, inter alia, the following differences:

Factor	Effective	Less effective
Host Principal	<ul style="list-style-type: none"> Personal involvement in the planning and operation of the Scheme and relations with receiving school principals Active monitoring and management of the operation of the Scheme from the perspectives of the Host School, the receiving schools and the supply teachers Active role in positively positioning the supply teacher with own staff, receiving principals and schools, pupils and teachers Clear, positive and agreed role for supply teachers during "down time". 	<ul style="list-style-type: none"> Somewhat arms length, with little action in actively positioning the supply teacher with receiving principals and schools, pupils, parents and own staff.
Receiving Principals	<ul style="list-style-type: none"> Regular (at least annual) involvement in planning Briefing note / manual on school policies and practices provided to substitute teachers 	<ul style="list-style-type: none"> No follow up to first-year briefing No/partial/fragmentary information on school practices

	<ul style="list-style-type: none"> • Good communications with other teachers, pupils and parents on the (role of) the supply teachers • Ongoing communication with supply teachers, e.g. inclusion in schools circulation lists 	<ul style="list-style-type: none"> • Little communication
Supply teachers	<ul style="list-style-type: none"> • Pre-prepared packs, for all the different levels, for immediate deployment in classes, particularly where there is insufficient material or guidance on class requirements • Significant levels of consultation between supply teachers and much sharing of materials and ideas 	<ul style="list-style-type: none"> • Little prepared material
Receiving teachers	<ul style="list-style-type: none"> • Documented teaching plan • Written briefing on class status 	<ul style="list-style-type: none"> • Inadequately documented plan • No status briefing
Processes	<ul style="list-style-type: none"> • Recruitment: Clear definition of skills and competencies and of recruitment goals • Induction: Structured, formal approach to induction • Training: Full involvement in all training • Deployment: Greatest possible notice and sensible matching of teachers with schools • Feedback loop, e.g. <ul style="list-style-type: none"> ○ Supply teacher to receiving teacher ○ Receiving Principal to supply teacher 	<ul style="list-style-type: none"> • Recruitment process not effective: <ul style="list-style-type: none"> ○ Lack of clear goals ○ advertising not proactive in terms of 'selling' the role ○ not imaginative in terms of sourcing potential candidates, e.g. developing pipeline • Induction: Informal/partial induction process • Deployment: Poor matching, inadequate notice
Resources	<ul style="list-style-type: none"> • Development of specific resources, tools and techniques • Sharing of host schools resources 	<ul style="list-style-type: none"> • Little provision of resources

8.22 We recommend that the more effective, 'best practice' approaches, as summarised in the table above, should be documented, agreed and adopted throughout the system.

Management at national level

8.23 The review found amongst host and receiving principals a perception that the Scheme was lacking in overall leadership and guidance at national level. This has contributed to some of the variation in performance at local level and needs to be addressed not only as a prerequisite to any extension of the Scheme but also to achieve the levels of effectiveness required from the current Scheme.

8.24 Addressing these issues required that responsibility for the successful operation of the Scheme be clearly assigned to specific individuals, including Departmental Inspectors. Within that general framework, there are a number of specific recommendations, many of which reflect and support the recommendation in relation to local management. These include the following:

- Develop a structured approach to communicating with receiving Principals at the beginning of each school year to ensure a common understanding of their role in the Scheme, of their responsibilities in terms of the operation of the Scheme (e.g. timing of requests for substitution, advising of duration and termination of supply

requirement, planning principal's relief days, etc.) and also in terms of their responsibilities to supply teachers. A number of host schools suggested that these needed to be reinforced each year in order to maintain standards of operation. Departmental inspectors could play an important role in this regard

- Lead the introduction of a common induction and training programme for use throughout the Scheme
- Lead the documentation, dissemination and implementation of best practice in the operation of the Scheme, drawing on best practices developed by individual schools
- Provide formal in-service days specifically for supply teachers at the beginning of each school year to address their particular needs
- Provide a supply teacher forum, (say) one day per year, to allow a national exchange of views amongst supply teachers
- Support the organisation of a regional supply teacher forum to meet (say) quarterly, to enable an exchange of views, information, techniques and resources between supply teachers in a region.

Operational processes

- 8.25 The day-to-day operation of the Scheme appeared to be generally satisfactory and the workload involved did not appear to be a significant issue for either host or receiving schools. In general, receiving principals believed that the System was being operated fairly, within the limits of available resources.
- 8.26 There is, however, a significant issue in relation to the rule restricting requests for supply teachers to a defined time period on the first morning of a mainstream teacher's absence. The consultants recognise the difficulties that 'pre-booking' might cause, and there is the practical issue of host Principals being contacted out of hours. Some host Principals believe strongly that the existing arrangement is the only fair system. Our view, however, is that though the decision must lie with the Host Principal and the final decision may only be made on the morning of deployment, a process that enables receiving Principals to advise of their requirements as soon as they become known to them and receive an indicative response from the host school, should improve the operation of the Scheme overall.
- 8.27 The process of booking needs, however, to be updated. As with any booking system, real time availability of information is critical. Automated 'self-service' search and data entry is also a feature of these systems. We recommend the examination of the potential for using technology to facilitate the booking processes. One school, at least, is using a voice mail system effectively. There are many possibilities for the use of text messaging. Another possibility of that of establishing a central web site, accessible to host principals, receiving principals and supply teachers. This would provide up-to-date information on supply teacher commitments and allow requests to be logged at any time.

Human resources management

- 8.28 The Scheme is currently a small one with just sixty approved posts. This small pilot programme has, however, identified many of the key human resources issues that must be addressed if the Scheme is to be a success, particularly in the context of a national scheme that would employ more than 600 supply teachers. The key human resources issues are outlined below, with recommendations in relation to each of the main ones.

Availability of supply teachers

- 8.29 Poor supply teacher availability was found to undermine the effectiveness of the scheme in certain locations. Where scheme schools experienced difficulties in attracting supply teachers, there has been a tendency to recruit 'compromise candidates' who would not otherwise have been retained.
- 8.30 In view of these problems, we recommend that a number of modifications should be made to the organisation and operation of the scheme as follows:
1. Greater efforts should be made to promote awareness of the scheme among primary teachers
 2. An information and advertising programme should be developed and launched in conjunction with the INTO
 3. The key benefits of supply teaching should be highlighted and promoted, i.e.
 - An opportunity to gain broader experience of different classes and curricula
 - Exposure to different teaching methods, practices and ideas
 - Enhanced social interaction
 - An ability to assess the benefits associated with working in different schools
 4. Mainstream teachers should be allowed and encouraged to apply for supply teaching positions while maintaining their existing grades/seniority
 5. The acquisition of broader skills and experience should be highlighted and taken into consideration when applicants apply for promotional vacancies
 6. The supply teachers' job specification should be redrafted to promote the desirability and attractiveness associated with the position
 7. The job title should be reconsidered to promote the attractiveness and benefits associated with this unique role
 8. Host schools should be identified and selected from among both 'disadvantaged' and regular schools.

Effectiveness of supply teachers

- 8.31 We recommend that induction, orientation and integration arrangements should be developed as outlined in relation to local management above. In addition, from a specifically human resources perspective, we recommend that:
1. As part of a structured and organised induction programme, all new supply teachers should be accompanied on visits to receiving schools by the host principal and should meet with the receiving school principal
 2. A 'buddy system' or arrangement should be established in which a nominated teacher in the receiving school should be identified to facilitate the supply teacher's integration and be available to answer any questions
 3. Receiving principals should be responsible for collating and relaying feedback in respect of the supply teacher's performance to his/her host school principal. In turn, the host school principal should be responsible for relaying this feedback to the supply teacher
 4. Arrangements should be established which ensure that supply and receiving schools are provided with the resources necessary to provide for effective learning.

Staff Turnover

- 8.32 There is a high level of staff turnover in the Scheme. The review considered whether long service or other incentives should be given to supply teachers to improve retention rates. We do not recommend any additional incentives since these do not address the underlying structural factors that contribute to turnover.

Terms & Conditions of Employment

- 8.33 There is a generally held view that the supply teacher contract is less favourable in the area of access to promotional opportunities. As the majority of supply teachers do not expect to remain in supply roles in the medium to long term, their ineligibility to apply for 'posts of responsibility' was not perceived to be a significant disadvantage. Nevertheless, if the Scheme is to be repositioned to promote its attractiveness as a career path in its own right and while there are practical issues associated with supply teaching holding 'posts of responsibility', we recommend that an alternative (promotional) grade should be developed for supply teachers who wish to remain as such.
- 8.34 While such a role would have to be developed on the basis of need, we anticipate a requirement for a regional coordinator role that would have responsibility for Departmental and host school liaison, the development of the scheme within the relevant area, the implementation of localised operating arrangements and other responsibilities as appropriate. Such a role will be necessary to ensure the effective operation of the scheme in all areas and should attract a premium in terms of grade and salary. We anticipate that such a premium should be broadly equivalent to that enjoyed by teachers who hold 'posts of responsibility'.

APPENDICES

APPENDIX A: TERMS OF REFERENCE ADDRESSED

TERMS OF REFERENCE	REPORT SECTION/PARAGRAPHS
1. To identify the programme objectives of the Supply Teacher Scheme and examine the current validity of those objectives and their compatibility with the overall strategy on teacher substitution	Section 5, paragraphs 5.3 to 5.19
2. To compare substitution levels in areas covered by the Supply panel to the level of substitution in areas outside the Scheme	Section 4, paragraphs 4.38 to 4.57
3. To evaluate the cost of provision of the Supply Teacher Scheme against the cost of substitution in other areas	Section 4, paragraphs 4.2 to 4.37
4. To evaluate the extent to which the programme's objectives have been achieved, commenting on the effectiveness with which they have been achieved	Section 5, paragraphs 5.20 to 5.36
5. To evaluate the degree to which the objectives of the Supply Scheme warrant the allocation of public funding on a current and ongoing basis and examine the scope for alternative policy or organisational approaches to achieving the objectives of the Scheme on a more efficient or effective basis	Section 7
6. Based on the review and evaluation of the Scheme, make recommendations having regard to 1 to 5 above	Section 8
REPORTING	REPORT SECTION/PARAGRAPHS
<ul style="list-style-type: none"> Compare the operation of the supply panel scheme in rural and urban areas 	Section 4.76 to 4.79 (Substitution) Section 6, paragraphs 6.39 to 6.64 (staff turnover)
<ul style="list-style-type: none"> Analyse administration requirements and costs associated with the Scheme 	Section 4, paragraphs 4.7 to 4.15
<ul style="list-style-type: none"> Analyse costs of supply teachers 	Section 4, paragraphs 4.3 to 4.6
<ul style="list-style-type: none"> Analyse travel costs associated with the Scheme 	Section 4, paragraph 4.3
<ul style="list-style-type: none"> Provide analysis of time-table of supply teacher over the last school year – with particular regard to amount of time available for duties other than supply teaching 	Section 4, paragraphs 4.16 to 4.24
<ul style="list-style-type: none"> Evaluate how much substitute teaching outside of that provided by supply teachers was required in an area indicating possible savings if the supply teacher scheme was available 	Section 4, paragraphs 4.31 to 4.37
<ul style="list-style-type: none"> If Scheme was extended nationwide show number of teaching posts required to facilitate such an extension 	Section 7, paragraphs 7.24 to 7.25
<ul style="list-style-type: none"> Show comparative cost effective reduction in level of substitute teaching required if Scheme was extended nationwide 	Section 7, paragraphs 7.26
<ul style="list-style-type: none"> Evaluate level of supervision undertaken by teachers compared with mainstream class teachers 	Section 4, paragraph 4.17 to 4.20
<ul style="list-style-type: none"> Evaluate impact on teachers opting out of the Scheme after short periods and level of turnover compared with other shared teaching posts 	Section 6, paragraphs 6.23 to 6.39

APPENDIX B: CONSULTATION DOCUMENT

Department of Education and Science
Review and Evaluation of the
Supply Teacher Scheme for Primary Schools

CONSULTATION DOCUMENT

INTRODUCTION

Talbot Associates, Management Consultants, are undertaking a Review and Evaluation of the Supply Teacher Scheme for Primary Schools on behalf of the Department of Education and Science. This review will be wide-ranging and will cover all aspects of the scheme.

CONFIDENTIALITY

The questionnaires are completely confidential and will be used only for the purposes of this review. Although asking for specific information from each school, the results from the questionnaires will be aggregated and only those aggregated results will be included in our report.

AREAS ON WHICH WE ARE SEEKING YOUR VIEWS

1. Objectives of Supply Teacher Scheme

In the schools with which you are familiar, are the objectives of the Supply Teacher Scheme being met?

	Fully	Partially	Not at all
• To provide for substitute cover for permanent and temporary teachers who are absent on short-term sick leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Provide relief for teaching Principals from teaching duties in order to allow them concentrate on administrative duties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Providing an additional teaching resource in the Host school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Facilitating Boards of Management in obtaining trained replacement teachers for short-term substitution.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Providing better conditions of employment for teaching personnel involved in providing substitution for teachers absent on short-term sick leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Are there other objectives, which the scheme should address?

.....

.....

.....

.....

.....

2. Educational Impact Positive None Negative

Has the Supply Teacher scheme had a positive or negative impact on education in the schools with which you are familiar?

- Please set out the educational advantages or disadvantages, which you believe arise from the supply-teacher scheme.

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

3. Administrative Impact Positive None Negative

- Has the Supply Teacher scheme had an impact on administration in the schools with which you are familiar. Please explain:

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

4. Human resource impact Positive None Negative

- How has the Supply Teacher scheme affected the participating supply teachers:

Please explain:
.....
.....
.....
.....
.....

- How has the Supply Teacher scheme affected non-supply teachers in participating schools?

Positive None Negative

Please explain

.....
.....
.....
.....
.....
.....

5. Future of Supply Teacher scheme

Extended Continued Discontinued

- Do you think that the supply teacher scheme should be:

Please give reasons:

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

- If the supply teacher scheme is continued or extended how do you think the operation of the scheme could be improved. Please give specific proposals and outline the benefits which you would expect, from the implementation of these proposals:

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

6. Other Views

- Please provide any other views or information which you consider relevant to this review of the Supply Teacher scheme:

.....

Date		
Role	Board of Management	
	Principal (Host School)	
	Principal (Receiving School)	
	Teacher (Host School)	
	Teacher (Receiving School)	
	Parents Representative	
	INTO Representative	
Signed (Optional)		

Please return to:

Talbot Associates
 33Fitzwilliam Square
 Dublin 2

If you have any queries please contact
 Pat Talbot or Tom Grimes
 Telephone Number 01 6694704
 Fax Number 01 6694794

APPENDIX C: CONSULTATION DOCUMENT – INSPECTORS

Department of Education and Science
Review and Evaluation of the
Supply Teacher Scheme for Primary Schools

CONSULTATION DOCUMENT - INSPECTORS

INTRODUCTION

Talbot Associates, Management Consultants, are undertaking a Review and Evaluation of the Supply Teacher Scheme for Primary Schools on behalf of the Department of Education and Science. The review is wide-ranging and will cover all aspects of the scheme. We would welcome your views on the scheme. This consultation document is provided as a guideline. However we would be very pleased to receive views on any aspect of the scheme, which you may consider relevant to the Review.

CONFIDENTIALITY

The questionnaires are completely confidential and will be used only for the purposes of this review. The results from the questionnaires will be aggregated and only those aggregated results will be included in our report.

AREAS ON WHICH WE ARE SEEKING YOUR VIEWS

1. Objectives of Supply Teacher Scheme

In the schools with which you are familiar, are the objectives of the Supply Teacher Scheme being met?

	Fully	Partially	Not at all
• To provide for substitute cover for permanent and temporary teachers who are absent on short-term sick leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Provide relief for teaching Principals from teaching duties in order to allow them concentrate on administrative duties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Providing an additional teaching resource in the Host school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Facilitating Boards of Management in obtaining trained replacement teachers for short-term substitution.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
• Providing better conditions of employment for teaching personnel involved in providing substitution for teachers absent on short-term sick leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- Are there other objectives, which the scheme should address?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

How does the Supply Teacher Schem compare with alternative approaches used by schools outside the scheme, to provide for substitute cover for teachers absent on short term sick leave?	Better than alternatives	As good as alternatives	Less satisfactory than alternatives
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please explain.

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

2. Educational Impact	Positive	None	Negative
Has the Supply Teacher scheme had a positive or negative impact on education in the schools with which you are familiar?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- Please set out the educational advantages or disadvantages, which you believe arise from the supply-teacher scheme.

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

3. **Administrative Impact**

Positive

None

Negative

- Has the Supply Teacher scheme had an impact on administration in the schools with which you are familiar. Please explain:

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

- Do you think that the current organisation and administration of the supply teacher scheme is satisfactory?

Satisfactory

Unsatisfactory

Please outline the ways in which you believe the administration and organisation could be improved and the benefits which you would expect from these changes

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

- **Human resource impact** Positive None Negative
- How has the Supply Teacher scheme affected the Career and personal development of participating supply teachers:

Please explain:

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

- Are there difficulties in recruiting to the Supply Teacher panel in the Schools with which you are Familiar? Yes No
-

If there are difficulties, can you please outline what you consider to be the reasons for these difficulties and provide any suggestions which you may have on how these difficulties could be overcome.

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

- How has the Supply Teacher scheme affected non-supply teachers in participating schools?
- Positive None Negative
-

Please explain

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

5. Financial Impact

- Are you aware of the cost of the Supply Teacher Scheme for the schools for which you have responsibility?
- Yes No Don't know
-

- Does this expense represent good value for money?
- Yes No Don't know
-

Please outline any suggestions which you may have on how the value for money of the expenditure involved could be improved.

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

6. Other Views

- Please provide any other views or information which you consider relevant to this review of the Supply Teacher scheme:

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

Date	
Signed	

Please return to:

Talbot Associates
33Fitzwilliam Square
Dublin 2

If you have any queries please contact
Pat Talbot or Tom Grimes
Telephone Number 01 6694704
Fax Number 01 6694794

APPENDIX D: SURVEY OF CURRENT OPERATION - PRINCIPAL TEACHERS HOST SCHOOLS

Department of Education and Science
Review and Evaluation of the
Supply Teacher Scheme for Primary Schools

SURVEY OF CURRENT OPERATION
PRINCIPAL TEACHER HOST SCHOOLS

SCHOOL:
 Please enter
 the school
 name, address
 and roll
 number.

NAME:		
ADDRESS:		
ROLL NO.		
IS YOUR SCHOOL IN THE:	YES	NO
Disadvantaged Areas Scheme	<input type="checkbox"/>	<input type="checkbox"/>
Breaking the Cycle Scheme	<input type="checkbox"/>	<input type="checkbox"/>
Giving Children an Even Break Scheme	<input type="checkbox"/>	<input type="checkbox"/>

INTRODUCTION

Talbot Associates, Management Consultants, are undertaking a Review and Evaluation of the Supply Teacher Scheme for Primary Schools on behalf of the Department of Education and Science. This review will be wide-ranging and will cover all aspects of the scheme and will assist policy making decisions regarding future development of the scheme or changes to the current operation of the scheme.

As a basis for the review, we need to establish the basic facts of how the scheme is currently operating. While a great deal of information is available from within the Department we are anxious to establish how the scheme is operating *within* schools. We are therefore asking the Principals of all host schools to provide us with some basic statistics. It will be crucial to the quality of the review that we have as wide a base of information as possible and we would be very grateful if you could take the time to have the questions set out on the following two pages completed.

CONFIDENTIALITY

The questionnaires are completely confidential and will be used only for the purposes of this review. Although asking for specific information from each school, the results from the questionnaires will be aggregated and only those aggregated results will be included in our report.

TEACHERS

One of the objectives of the review is to assess the impact of the scheme on both supply teachers and mainstream teachers within the participating schools. We would like to identify the level of turnover within the schools and, within certain categories, the reasons for leaving.

	2001/2002	2000/2001	1999/2000
Number of teachers in the school over the last three school years:			
Mainstream teachers (excluding Principal)			
Supply teachers			
Other teachers, e.g. learning-support, resource. etc.			

Number of supply teachers leaving school staff each year:			
Retiring			
Transferring within teaching			
Leaving teaching			
Other reason (please specify)			

Number of mainstream and other teachers leaving school staff each year, i.e. <u>excluding</u> supply teachers:			
Retiring			
Transferring within teaching			
Leaving teaching			
Other reason (please specify)			

ALLOCATION OF SUPPLY TEACHERS' HOURS DURING 2001/ 2002 SCHOOL YEAR

Please give details of the allocation of the school's supply teacher days to the following activities.

Allocation of Time (total days)									
Location	TOTAL	Substitution for Certified Sick Leave	Substitution for Uncertified Sick Leave	Relief of Teaching Principal	Supervision	Learning-Support	Preparation / Organisation	Special interest Area e.g. Art work	Other
Host School									
Receiving Schools									
TOTAL									

Please give details of the total number of days of supply teacher absences due to sick leave.

SCHEME PROCEDURES

Are the procedures for requesting and allocating supply teachers: (a) Very good
(b) Satisfactory
(c) Unssatisfactory

What opportunities are there for improving the process and procedures?

.....

ADMINISTRATION AND OTHER COSTS

Management / Administration time:

Please estimate the total administrative time spent each year in managing the work of the supply teachers for your area, e.g. recruiting, interviewing, vetting, scheduling, etc.

	Hours
Principal / Deputy Principal Time	<input type="text"/>
Administrative Staff time	<input type="text"/>
TOTAL	<input type="text"/>

Other Costs:

Please estimate the level of any other costs associated with the management of supply teachers by your school,

Cost type:	Estimated cost (€)
1.	<input type="text"/>
2.	<input type="text"/>
3.	<input type="text"/>

Accommodation/Facilities Requirements:

Please also indicate what, if any, additional accommodation or other facilities will be required as a result of hosting the supply teachers. Please indicate whether that accommodation already exists, is planned or is required but not yet planned.

Accommodation / Facilities	Estimated cost (€)
..... (Existing)	<input type="text"/>
..... (Planned)	<input type="text"/>
..... (Required but not yet planned)	<input type="text"/>

NON-SUPPLY TEACHER SUBSTITUTION

We would like to quantify the level of recourse that is made to non-supply teacher substitution in your school and the impact on school management. Please estimate the level of usage and the administrative burden involved.

Non-supply teacher substitution in 2001/2002.

Please give details of the number of days of non-supply teacher substitution required by your school during 2001/2002

	Days
For sick leave up to 4 weeks	<input type="text"/>
Other reasons	<input type="text"/>
TOTAL	<input type="text"/>

Please give the level (%) of such substitution provided by qualified teachers.

%

Management / Administration time:

Please estimate the total administrative time spent each year in sourcing additional (i.e. non-supply) substitute teachers for your school, e.g. recruiting, interviewing, vetting, scheduling, etc.

	Hours
Principal / Deputy Principal Time	<input type="text"/>
Administrative Staff time	<input type="text"/>
TOTAL	<input type="text"/>

Other Costs:

Please estimate the level of any other costs associated with the sourcing and management of additional (i.e. non-supply) substitute teachers by your school.

Cost type:	Estimated cost (€)
1.	<input type="text"/>
2.	<input type="text"/>
3.	<input type="text"/>

Signed: (Principal) **Date:**//

APPENDIX E: SURVEY OF CURRENT OPERATION - PRINCIPAL TEACHERS RECEIVING SCHOOLS

Department of Education and Science
Review and Evaluation of the
Supply Teacher Scheme for Primary Schools

SURVEY OF CURRENT OPERATION
PRINCIPAL TEACHER RECEIVING SCHOOLS

SCHOOL: Please enter the school name, address and roll number. Please also indicate whether the school is in a rural or urban area.	NAME:		
	ADDRESS:		
	ROLL NO.		
	URBAN/ RURAL (<i>please delete as appropriate</i>)		
	IS YOUR SCHOOL IN THE:	YES	NO
	Disadvantaged Areas Scheme	<input type="checkbox"/>	<input type="checkbox"/>
Breaking the Cycle Scheme	<input type="checkbox"/>	<input type="checkbox"/>	
Giving Children an Even Break Scheme	<input type="checkbox"/>	<input type="checkbox"/>	

INTRODUCTION

Talbot Associates, Management Consultants, are undertaking a Review and Evaluation of the Supply Teacher Scheme for Primary Schools on behalf of the Department of Education and Science. This review will be wide-ranging and will cover all aspects of the scheme and will assist policy making decisions regarding future development of the scheme or changes to the current operation of the scheme.

As a basis for the review, we need to establish the basic facts of how the scheme is currently operating. While a great deal of information is available from within the Department we are anxious to establish how the scheme is operating *within* schools. We are therefore asking the Principals of all receiving schools to provide us with some basic statistics. It will be crucial to the quality of the review that we have as wide a base of information as possible and we would be very grateful if you could take the time to have the questions set out below completed.

CONFIDENTIALITY

The questionnaires are completely confidential and will be used only for the purposes of this review. Although asking for specific information from each school, the results from the questionnaires will be aggregated and only those aggregated results will be included in our report.

CURRENT OPERATION OF SUBSTITUTION

SUBSTITUTE TEACHERS

Please give details of the overall level of substitution required by your school during the year 2001/2002	For sick leave up to four weeks Other reasons TOTAL	Days <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/>
Please give details of the level of substitution provided by supply and non-supply teachers for your school during the year 2001/2002	Supply Teachers Non-supply Teachers TOTAL	<input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/>
Please indicate the number of days when it was not possible to obtain substitution from any source.		<input style="width: 100%; height: 15px;" type="text"/> %
Please give the level (%) of substitution provided by qualified teachers during 2001/2002		<input style="width: 100%; height: 15px;" type="text"/>

SCHEME OPERATION

Please indicate the distance from your host school (miles)

Are the procedures for requesting and allocating supply teachers: (a) Very good
(b) Satisfactory
(c) Unsatisfactory

What opportunities are there for improving the process and procedures?

Management / Administration time:

Please estimate the total administrative time (hours) spent each year in managing the provision of substitute teachers for your school, e.g. recruiting, interviewing, vetting, scheduling, etc.	Supply Teachers (hours)	Non-supply Teachers (hours)
Principal / Deputy Principal Time	<input style="width: 100%; height: 15px;" type="text"/>	<input style="width: 100%; height: 15px;" type="text"/>
Administrative Staff time	<input style="width: 100%; height: 15px;" type="text"/>	<input style="width: 100%; height: 15px;" type="text"/>
TOTAL	<input style="width: 100%; height: 15px;" type="text"/>	<input style="width: 100%; height: 15px;" type="text"/>

Other Costs:

	Estimated cost (€)	
	Supply Teachers	Non-Supply
Please estimate the level of any other costs associated with the management of substitute teachers for your school: Cost type:		
1.	<input style="width: 100%; height: 15px;" type="text"/>	<input style="width: 100%; height: 15px;" type="text"/>
2.	<input style="width: 100%; height: 15px;" type="text"/>	<input style="width: 100%; height: 15px;" type="text"/>

Teachers

Part of the objectives of the review is to assess the impact of the scheme on both supply teachers and main-stream teachers within the participating schools. We would like to identify the level of turnover within the schools and, more importantly, the category of leaving. The following data will be of help in assessing this aspect of the scheme.

	2001/2002	2000/2001	1999/2000
Number of teachers in the school over the last three years:			
Mainstream teachers (excluding Principal)			
Other teachers, e.g. learning support, resource, etc.			

Number of teachers leaving school staff each year:			
Retiring			
Transferring within teaching			
Leaving teaching			
Other reason, please specify			

Signed: (Principal) Date://

APPENDIX F: SURVEY OF CURRENT OPERATION - PRINCIPAL TEACHERS NON-SCHEME SCHOOLS

Department of Education and Science
Review and Evaluation of the
Supply Teacher Scheme for Primary Schools

SURVEY OF CURRENT OPERATION
PRINCIPAL TEACHER NON-SCHEME SCHOOLS

<p>SCHOOL: Please enter the school name, address and roll number. Please also indicate whether the school is in a rural or urban area.</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td colspan="3">NAME:</td> </tr> <tr> <td colspan="3">ADDRESS:</td> </tr> <tr> <td colspan="3">ROLL NO.</td> </tr> <tr> <td colspan="3">URBAN/ RURAL <i>(please delete as appropriate)</i></td> </tr> <tr> <td style="text-align: left;">IS YOUR SCHOOL IN THE:</td> <td style="text-align: center;">YES</td> <td style="text-align: center;">NO</td> </tr> <tr> <td>Disadvantaged Areas Scheme</td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> <tr> <td>Breaking the Cycle Scheme</td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> <tr> <td>Giving Children an Even Break Scheme</td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> </table>	NAME:			ADDRESS:			ROLL NO.			URBAN/ RURAL <i>(please delete as appropriate)</i>			IS YOUR SCHOOL IN THE:	YES	NO	Disadvantaged Areas Scheme	<input type="checkbox"/>	<input type="checkbox"/>	Breaking the Cycle Scheme	<input type="checkbox"/>	<input type="checkbox"/>	Giving Children an Even Break Scheme	<input type="checkbox"/>	<input type="checkbox"/>
NAME:																									
ADDRESS:																									
ROLL NO.																									
URBAN/ RURAL <i>(please delete as appropriate)</i>																									
IS YOUR SCHOOL IN THE:	YES	NO																							
Disadvantaged Areas Scheme	<input type="checkbox"/>	<input type="checkbox"/>																							
Breaking the Cycle Scheme	<input type="checkbox"/>	<input type="checkbox"/>																							
Giving Children an Even Break Scheme	<input type="checkbox"/>	<input type="checkbox"/>																							

INTRODUCTION

Talbot Associates, Management Consultants, are undertaking a Review and Evaluation of the Supply Teacher Scheme for Primary Schools on behalf of the Department of Education and Science. This review will be wide-ranging and will cover all aspects of the scheme and will assist policy making decisions regarding future development of the scheme or changes to the current operation of the scheme.

As an input to the review, and particularly as a basis for comparison, we would like to establish how schools not at present included in the scheme are currently operating. Although much information is available from within the Department we are anxious to establish how the process of substitution is operating *within* schools. We are therefore asking the Principals of a number of representative schools to provide us with some basic statistics. It will be crucial to the quality of the review that we have as wide a base of information as possible and we would be very grateful if you could take the time to have the questions set out below completed.

CONFIDENTIALITY

The questionnaires are completely confidential and will be used only for the purposes of this review. Although asking for specific information from each school, the results from the questionnaires will be aggregated and only those aggregated results will be included in our report.

CURRENT OPERATION OF SUBSTITUTION

SUBSTITUTION PROCESS

Please give details of the overall level of substitution required by your school during the 2001/2002 school year	For sick leave up to four weeks	<input style="width: 100%;" type="text"/>
	Other reasons	<input style="width: 100%;" type="text"/>
	TOTAL	<input style="width: 100%;" type="text"/>
Please indicate the number of days when it was not possible to obtain substitution from any source.		<input style="width: 100%;" type="text"/>
Please give the level (%) of substitution provided by qualified teachers during 2001/2002		% <input style="width: 100%;" type="text"/>

Management / Administration time:

Please estimate the total administrative time (hours) spent each year in managing the provision of substitute teachers for your school, e.g. recruitment, interviewing, vetting, scheduling, etc.

	Hours
Principal / Deputy Principal Time	<input style="width: 100%;" type="text"/>
Administrative Staff time	<input style="width: 100%;" type="text"/>
TOTAL	<input style="width: 100%;" type="text"/>

Other Costs:

Please estimate the level of any other costs associated with the management of substitute teachers for your school

	Estimated cost (€)
1.	<input style="width: 100%;" type="text"/>
2.	<input style="width: 100%;" type="text"/>

TEACHERS

Part of the objectives of the review is to assess the impact of the scheme on both supply teachers and mainstream teachers within the participating schools. As a basis for comparison, we are seeking to identify the level of turnover within schools generally and, more importantly, the category of leaving. The following data will be of help in assessing this aspect of the scheme.

	2001/2002	2000/2001	1999/2000
Number of teachers in the school over the last three years:			
Mainstream teachers (excluding Principal)	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>
Other teachers, e.g. learning support, resource. etc.	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>
Number of teachers leaving school staff each year:			
Retiring	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>
Transferring within teaching	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>
Leaving teaching	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>
Other reason (please specify)	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>

Signed: (Principal) Date:/...../.....

APPENDIX G: INTERVIEW QUESTIONNAIRE

Interview Questionnaire

1. School/Interviewee Details

Name: _____ School: _____

Roll Number _____

Address: _____

Interviewer: _____ Date: _____

School type:	Supply/Base School	<input type="checkbox"/>	In scheme since:	1993	<input type="checkbox"/>
	Receiving School	<input type="checkbox"/>		1998	<input type="checkbox"/>
	Non-Supply School	<input type="checkbox"/>		N/A	<input type="checkbox"/>

Position:	Principal	<input type="checkbox"/>
	Board of Management	<input type="checkbox"/>
	Teacher	<input type="checkbox"/>
	Other _____	<input type="checkbox"/> (specify)

Interviewee's approximate number of years' involvement with the scheme: _____

1. Educational Effectiveness/Impact of Supply Scheme

1.1 Please indicate your view of the effectiveness of supply teachers versus (i) permanent teachers (ii) substitute teachers and (iii) teaching principals. Consider factors such as e.g. continuity of learning, impact on pupils, quality of teaching provided and/or other issues as appropriate.

1.1.1 (i) Educational effectiveness of supply teachers -v- permanent teachers

1	2	3	4	5	6	7	8	9	10
-----					-----				
Poor					Excellent				

1.1.2 (ii) Educational effectiveness of supply teachers -v- casual/other temporary teachers

1	2	3	4	5	6	7	8	9	10
-----			-----				-----		
Poor			Equally Effective				Superior		

1.1.3 (iii) Educational effectiveness of supply teachers -v- teaching principals where supply teachers are providing support for teaching principals

1	2	3	4	5	6	7	8	9	10
-----					-----				
Poor					Excellent				

1.2 Please identify the effectiveness of supply teachers in the following or other areas as appropriate:

	Poor	Very Effective	Effective	Somewhat Effective	
- Substitution for sick leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Additional teaching resource	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Support for teaching principals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Special Interest area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Remedial work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.3 To what extent are supply teachers involved in curriculum development?

1.4 Are supply teachers fully utilised in pursuing their main objective as it relates to the provision of substitute teaching?

1.5 When not utilised in their main role are they fully utilised in their alternative roles

1.6 Where supply teachers are not being fully utilised, what other activities could they be engaged in to put the resource to good use and best effect for the host or receiving school?

1.7 Does the operation of the supply scheme preclude you from using non-supply temporary or casual teachers who you might otherwise choose to use?

1.8 Outline any systems or processes which are in place to support the integration of supply teachers into the school?

1.9 Please indicate the degree to which supply teachers can be said to have integrated into host or receiving schools?

	Fully Integrated	Reasonably Integrated	Neutral	Poorly Integrated	Not Integrated
Host School	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- 1.10 Does the school provide any induction or orientation to new supply teachers?
- 1.11 If an induction/orientation programme is offered, what are its key elements?
- 1.12 Is an induction/orientation programme seen as either necessary or important?
- 1.13 How could your induction/orientation programme be improved?
- 1.14 Are there any issues which would preclude you from operating an effective induction programme?

2. Administrative/Logistical/Funding Issues

- 2.1 Please identify any logistical or related issues which impact on the successful operation of the scheme.
- 2.2 Please identify any other administrative or logistical issues associated with sourcing either (i) supply or (ii) casual relief teachers.
- 2.3 Please indicate whether there are any seasonal or related factors which impact on the utilisation of, or demand for, supply teachers.
- 2.4 In your experience, has the operation of the supply scheme had any impact (either positive or negative) on absenteeism rates among teachers in participating schools?
- 2.5 What is the source of funding for the operation of the scheme?
- 2.6 Is this funding limited or is there a ceiling placed on the funds which can be spent on the scheme's operation?

2.7 What is the position of the school in situations where this budget is exhausted?

2.8 Has the school ever experienced such a situation?

3. Terms & Conditions of Employment

3.1 Is the supply contract seen as desirable by incumbents or is this employment relationship seen perhaps as a 'stepping stone' into more conventional employment?

3.2 Are there circumstances under which supply teachers may wish to remain as such rather than opting for a more conventional teaching contract?

3.3 Please indicate which elements of the supply teachers' role are seen as either favourable or unfavourable when compared to teachers employed in a more conventional capacity.

	Significantly More	More	Equal	Less	Significantly
Less	Favourable	Favourable		Favourable	Favourable
Promotional Opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Expenses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Status in School	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Autonomy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Job Security	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3.4 Is there a higher level of staff turnover among supply teachers? If 'yes', please estimate approximate levels.

Yes No Percentage _____%

3.5 If yes, does this manifest itself in moves (a) into more conventional teaching roles or (b) out of teaching and into other professions?

3.6 Does the operation of the scheme adversely affect the career development or salary progression of supply teachers?

- 3.7 Please indicate whether you believe that issues such as supply teachers' commitment, motivation, loyalty, etc. are affected by their employment status.

Questions specifically for supply teachers:

- 3.8 Why did you choose to join the supply teacher scheme?
- 3.9 Do you intend to remain in the scheme?
- 3.10 Please identify the general advantages and disadvantages associated with the scheme from a supply teacher's perspective.
- 3.11 How could the scheme be improved to make it more attractive to supply teachers?
- 3.12 How important or critical are such improvements for the future (successful) operation of the scheme?
- 3.13 What type of induction did you receive when you joined the scheme?
- 3.14 Do you receive any type of induction/orientation when you go to work in a new school?
- 3.15 What elements of an induction/orientation programme would be most beneficial for new supply teachers?
- 3.16 Please identify any systems or processes which have been put in place to support your integration into (a) the host school and (b) supply schools.

3.17 Please indicated the degree to which you feel you have integrated into (i) your host school and (ii) receiving schools?

	Fully Integrated	Reasonably Integrated	Neutral	Poorly Integrated	Not Integrated
Host School	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Receiving School	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. General

4.1 Please identify the attributes and characteristics which are generally found in good supply teachers. Examples may include:

	Not Important	Important	Critical
- Higher levels of flexibility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Adaptability to new environments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Higher levels of interpersonal skills	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Higher levels of communicative ability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

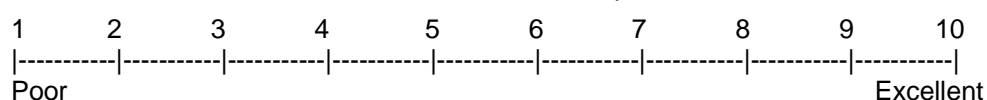
4.2 Consider the overall objectives of the scheme as they relate to (i) substitution to cover short term sick leave, (ii) teaching relief for teaching principals and (iii) the provision of an additional resource to the school. Do you believe that the supply scheme is meeting these objectives?

4.3 Please summarise the general advantages and disadvantages associated with the supply teacher scheme.

4.4 Does the operation of the scheme pose particular problems for either the host or receiving school?

4.5 Please outline the scope for further improvement/optimisation of the scheme.

4.6 On a scale of 1 to 10 (1 = poor and 10 = excellent), please provide your overall assessment of the scheme and its effectiveness at present.



4.7 How could this score be improved?

4.8 Do you believe that, in general, the scheme is working to the extent originally envisaged?

APPENDIX H: INTERVIEW QUESTIONNAIRE – NON-SCHEME SCHOOLS

Interview Questionnaire

Non-Scheme Schools

1. School/Interviewee Details

Name: _____ Status _____

School: _____ Roll Number _____

Address: _____

Interviewer: _____ Date: _____

School type:	Supply/Base School	<input type="checkbox"/>	In scheme since:	1993	<input type="checkbox"/>
	Receiving School	<input type="checkbox"/>		1998	<input type="checkbox"/>
	Non-Supply School	<input type="checkbox"/>		N/A	<input type="checkbox"/>

Position:	Principal	<input type="checkbox"/>
	Board of Management	<input type="checkbox"/>
	Teacher	<input type="checkbox"/>
	Other _____	<input type="checkbox"/> (specify)

Interviewee's approximate number of years' involvement with the scheme: _____

Interviewee's knowledge of the Scheme and its operation

Poor	<input type="checkbox"/>
Fair to Reasonable	<input type="checkbox"/>
Good	<input type="checkbox"/>
Very Good	<input type="checkbox"/>

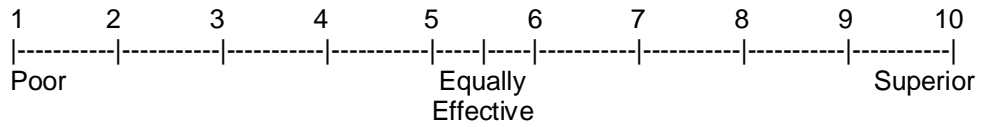
1. Educational Effectiveness/Impact of Supply Scheme

1.1 Please indicate your understanding of the effectiveness of the supply teacher scheme and your view of supply teacher effectiveness versus (i) permanent teachers (ii) substitute teachers and (iii) teaching principals. Consider factors such as e.g. continuity of learning, impact on pupils, quality of teaching provided and/or other issues as appropriate.

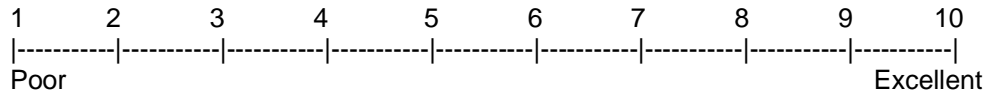
1.1.1 (i) Perceived educational effectiveness of supply teachers -v- permanent teachers

1	2	3	4	5	6	7	8	9	10
----- ----- ----- ----- ----- ----- ----- ----- -----									
Poor									Excellent

1.1.2 (ii) Perceived educational effectiveness of supply teachers -v- temporary substitute teachers



1.1.3 (iii) Perceived educational effectiveness of supply teachers -v- teaching principals where supply teachers are substituting for teaching principals



1.2 Please identify the perceived effectiveness of supply teachers in the following and other areas as appropriate:

	Very Effective	Effective	Somewhat Effective	Poor
- Substitution for sick leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Additional teaching resource	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Support for teaching principals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Special interest area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Remedial work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.3 Do you believe that supply teachers could be fully utilised in pursuing their main objective as it relates to the provision of substitute teaching within your (non-scheme) school?

1.4 If supply teachers were not being fully utilised, what other activities could they be engaged in to put the resource to good use and best effect for either the host or receiving school?

2. Administrative/Logistical Issues

2.1 Please identify any logistical or related issues which might impact on the successful operation of the supply scheme if it were extended to this school?

- 2.2 Please identify any other administrative, logistical issues which are associated with sourcing substitute teachers generally at present.
- 2.3 Please identify any other administrative or logistical issues which are associated with sourcing **fully trained** substitute teachers generally at present
- 2.4 Please indicate whether there are any seasonal or related factors which impact on the utilisation of, or demand for, relief teachers.
- 2.5 In your view, would the operation of the supply scheme be likely to have any impact (either positive or negative) on sick leave rates among teachers in participating schools?
- 2.6 Would you see any difficulty in your school acting as a host school?
- 2.7 Would you see any difficulty in your school acting as a receiving school?

3. Terms & Conditions of Employment

- 3.1 Would a supply contract of employment be seen as desirable by teachers or would such an employment relationship be seen perhaps as a 'stepping stone' into more conventional employment?
- 3.2 Are there circumstances under which supply teachers may wish to remain as such rather than opting for a more conventional teaching contract?
- 3.3 Would the operation of the scheme be likely to adversely affect the career development or salary progression of supply teachers?

3.4 Would the operation of the scheme be likely to adversely affect the career development or salary progression of other teachers?

3.5 Please indicate whether you believe that issues such as supply teachers' commitment, motivation, loyalty, etc. are likely to be affected by their employment status.

3.6 How could the scheme be improved to make it more attractive to supply teachers?

4. General

4.1 Please identify the attributes and characteristics which are likely to be desirable in good supply teachers. Examples may include:

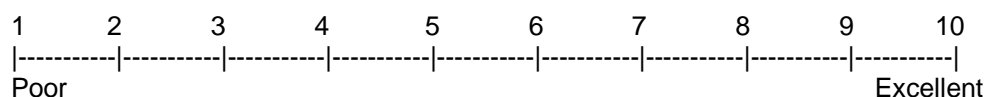
	Not Important	Important	Critical
- Higher levels of flexibility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Adaptability to new environments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Higher levels of interpersonal skills	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Higher levels of communicative ability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4.2 Considering your knowledge of the Scheme, what would you consider to be the general advantages and disadvantages?

4.3 Considering your knowledge of the scheme, where do you see scope for its improvement or further optimisation?

4.4 Considering your knowledge of the scheme, where do you see scope for its extension to your school?

4.5 On a scale of 1 to 10 (1 = poor and 10 = excellent), please provide your overall assessment of the scheme.



4.6 How could this score be improved?

4.7 Do you believe that, in general, the scheme is working to the extent originally envisaged?

APPENDIX I: SCHOOLS IN THE SUPPLY TEACHER SCHEME, AND APPROVED POSTS

Roll No	School Name	School Address	No. of Supply Posts	No. of Supply Teachers	Short-fall
19197D (Host)	St. Kevins BNS	Barry Avenue, Finglas North-West, Dublin 11	5	2	-3
19431I (Host)	St. Joseph's J.N.S.	Balcurris, Ballymun, Dublin 11	5	3	-2
18137D	S.N. Naomh Feargal	Finglas West, Dublin 11			
18205R	S.N. An Pharoiste	Finglas, Dublin 11			
18682F	St. Canices B.N.S.	Finglas, Dublin 11			
18683H	St. Canices G.N.S.	Finglas, Dublin 11			
18910P	Bantiarna Na mBuanna B	Baile Munna, Dublin 9			
18911R	Bantiarna Na mBuanna G	Baile Munna, Dublin 9			
19015R	St. Josephs G.N.S.	Barry Avenue, Finglas West, Dublin 11			
19208F	Holy Spirit B.N.S.	Silloge Rd., Baile Munna, Atha Cliath 11			
19209H	S.N. An Spioraid Naoimh C	Silloge Rd., Baile Munna, Atha Cliath 11			
19242F	Our Lady of Victories Inf. N.S.	Ballymun Road, Dublin 9			
19302U	S.N Na Maighdine Muire B	Ballymun, Dublin 9			
19303W	Virgin Mary Girls N.S.	Ballymun, Dublin 9			
19430G	Scoil an tSeachtar Laoich	Bothar Bhaile Munna, Baile Munna, BAC 9			
19489Q	S.N. Naomh Finnin	Glenties park, Rivermount, Finglas South, Dublin 11			
19546C	St. Oliver Plunkett N.S.	St. Helenas Drive, Finglas, Dublin 11			
19929S	St. Brigids Senior Girls	Finglas West, Dublin 11			
20029M	St. Brigids Inf. N.S.	Wellmount Avenue, Finglas West, Dublin 11			
19583I	St. Joseph's Senior N.S.	Balcurris, Ballymun, Dublin 11			
19619D	St. Malacy's N.S.	Rivermount, Finglas, Dublin 11			
20059G	Mother of Divine Grace N.S.	Ferndale Ave., Ballygall, Dublin 11			
19642V (Host)	St. Peter Apostle Sen. N.S.	Neillstown, Clondalkin, Dublin 22	6		Survey not returned
19647I	St. Mary's Sen. N.S.	Rowlagh, Clondalkin, Dublin 22			
19707A	St. Ronans N.S.	Deansrath, Clondalkin, Dublin 22			
19743E	St. Bernadettes J.N.S.	Quarryvale, Clondalkin, Dublin 22			
19785U	St. Bernadettes S.N.S.	Quarryvale, Clondalkin, Dublin 22			
19865S	Archbishop Ryan N.S.	Balgaddy, Lucan, Co. Dublin			
19509T	Scoil Nano Nagle	Bawnoge, Clondalkin, Dublin 22			
19510E	Talbot Senior NS	Bawnoge, Clondalkin, Dublin 22			
19566I	Our Lady Queen of Apostles N.S.	Clonburris, Clondalkin, Dublin 22			
19569O	Neillstown N.S.	St. Peter Apostle NS., Neillstown, Clondalkin, Dublin 22			
19575J	St. Mary's Junior N.S.	Rowlagh, Clondalkin, Dublin 22			
17314R (Host)	Scoil Naomh Eoin Dea	Kilkenny	3		Survey not returned
17108O	St. Johns Infants N.S.	Kilkenny			
17218V	Kilkenny Mxd N.S.	Comer Road, Kilkenny			
17854D	S.N. Pdraig Naofa	De La Salle, Kilkenny			
17867M	Scoil Iognaid De Ris	Stephen Street, Kilkenny			
19626A	St. Canices Central	Kilkenny			
19856R	Gaelscoil Osrai	Loch Bui, Cill Channaigh			
19905E	Kilkenny School Project	Springfields, Waterford Road, Kilkenny			
19925K	Scoil Mhuire	Presentation Convent, Parnell St., Kilkenny			
20011Q	St. Johns Senior N.S.	Ballybough Street, Kilkenny			
18217B (Host)	Scoil Padre Pio N.S.	Churchfield, Cork City	3	3	
13696O	St. Vincents Convent N.S.	St. Mary's Road, Cork			
19714U	Muire Ar Cnoc na hAoine	Knocknaheeny, Cork			
20140E	Scoil Mhuire Fatima	North Monastery, Cork			
20036J	North Presentation Primary School	Gerald Griffin St., Cork			

Roll No	School Name	School Address	No. of Supply Posts	No. of Supply Teachers	Short-fall
18734V (Host)	Realt Na Maidine	Ballypnehane, Cork	2	2	
13980L	S.N.B. Togher Cork	Togher, Cork			
18237H	Maria Assumpta G.N.S.	Ballypnehane, Cork			
18238J	Maria Assumpta Jnr. Infants	Ballypnehane, Cork			
18292P	Gaelscoil An Teachlaigh Naofa	Baile Feithean, Co. Cork			
18566D	S.N. Athair Maitiu C	An Tochair, Corcaigh			
04515G (Host)	Scoil An Linbh Iosa	St. Francis St, Galway	3	3	
01023N	Scoil Croi Iosa	Presentation Road, Galway			
13856K	Bushy Park N.S.	Busy Park, Galway			
16750J	Parochial N.S.	Cearnog Ti Na Cuairte, Gaillimh			
16943U	Nicholas N.S.	An Cladach, An Gaillimh			
17782E	S.N. Bride Naofa	Sean Tallamh, Gaillimh			
17784I	S.N. Padraic Naofa	Sraid Lombard, Gaillimh			
18929N	Scoil Naomh Einde	Bothar Na Tra, Gaillimh			
19225F	Scoil Michil Naofa	Baile Ban, Gaillimh			
20000L	Galway Education Together N.S.	Corrib Village, Newcastle, Galway			
18042P (Host)	Presentation Convent	Tuam, Co. Galway	2	2	
12138V	S.N. Ceathru Na Laitheigh	Tuam, Co. Galway			
12250P	Scoil Mhuire Primary Sch	Dublin Road, Tuam, Co. Galway			
15475I	Kilconly N.S.	Kilconly, Tuam, Co. Galway			
17197Q	S.N. Leath Bhaile	Tuaim, Co. Na Gaillimhe			
17282h	Scoil na mBraithre	Tuam, Co. Galway			
17631G	Ceathru Na nGarrdhanta	Tuam, Co. Galway			
17807R	S.N. Cathair Geal	Cathair Geal, Tuam. Co. Galway			
18636V	S.N. Bheanain	Tuam, Co. Galway			
20061I	Gaelscoil Iarfhiltha	Community Centre, Sr. An Easbaig, Tuaim, Co. na Gaillimhe			
19275U	Barnaderg Central School	Barnaderg, Tuam, Co. Galway			
16639R (Host)	SN Deaghan O Ceallaigh	Athlone, Co. Westmeath	3	1	-2
07722D	St. Peters N.S. Snr	Athlone, Co. Westmeath			
16092U	Athlone N.S.	Garden Vale, Athlone, Co. Westmeath			
17102C	Cluain Buinne N.S.	Cluain Buinne, Athlone, Co. Westmeath			
17903H	Corr Na Madadh N.S.	Corr Na Madadh, Athlone, Co. Westmeath			
18405C	S.N. Phoil Naofa	Athlone, Co. Westmeath			
18864L	S.N. An Cusan	Athlone, Co. Westmeath			
19948W	SC Na cGeithre Maistri	Diseart Mhuire, Bothar Na Dithreibhe, Ath Luain, Co. Na Iarlaimh			
20073P	St. Mary's N.S.	Gracepark road, Athlone, Co. Westmeath			
19534S	Ballybay Central N.S.	Kiltoom, Athlone, Co. Roscommon			
18395C	S.N. Cluain na Cille	Bealnamulla, Co. Westmeath			
16427C	Clonown N.S.	Clonown, Athlone, Co. Westmeath			
01607T	S.N. Cor na Fola (B)	Cor na Fola, Athlone, Co. Westmeath			
12003V	St. Ronans N.S.	Castlesampson, Bealnamulla, Athlone, Co. Roscommon			
12754U	Summerhill N.S.	Athlone, Co. Westmeath			
17054R	Ardkeen N.S.	Drum, Co. Westmeath			

Roll No	School Name	School Address	No. of Supply Posts	No. of Supply Teachers	Short- Supply fall
19739N (Host)	Scoil Mhuire Coolcotts	Coolcotts, Co. Wexford	3	3	
11361T	Faythe Convent	St. John of Gods Convent, Wexford			
11986N	Convent of Mercy	Pairc An Chinneideach, Loch Garman			
17217T	Scoil na mBraithre	Christian Brothers School, Wexford			
17373K	S.N. Clochar Mhuire	St. Johns Road, Wexford			
17913Q	S.N.Mhuire	Baile Bearna, Co. Loch Gorman			
18558E	S.N. Baile An Phiarsaigh	Drinagh, Co. Wexford			
18707S	Castlebridge N.S.	Castlebridge, Co. Wexford			
18824W	St. Ibertus N.S.	Davitt Road, Wexford			
13480O	St. Mary's Boys Convent	Mercy Convent, Limerick			
17671S (Host)	Maria Auxiliatrix N.S.	Fernbank, Limerick	5	5	
17445J	Scoil Lile Naofa	Kileely, Limerick			
17941V	St. Munchins G.N.S.	Ballynanty, Limerick			
17942A	Scoil Mhainchin Buach	Bothar Stolbroin, Limerick			
18677M	Scoil Mathair De	Cuar Bothar Theas, Luimneach			
18991S	JFK Memorial School	Ennis Road, Limerick			
19204U	Croi Rd Naofa Iosa	Fernbank, Limerick			
19332G	S.N. Muire na hEireann	Caherdavin, Limerick			
12834S	St. Michaels N.S.	11 Barrington St., Limerick			
19830W	Corpus Christi N.S.	Moyross, Limerick			
19934L	Limerick School Project	O'Connell Avenue, Limerick			
19956V	Gaelscoil Sairseal	Sraid An Droichid, Luimneach			
20018H	Maria King Presentation Primary	Sexton Street, Limerick			
19331E	Christ the King Boys	Caherdavin, Limerick			
19372S (Host)	South Hill N.S.	South Hill, Limerick	5	5	
19417O	Scoil na mBraithre	An Ghallmhoin, Limerick			
19475F	St. Brigids NS	Singland, Limerick			
19667O	Our Lady of Lourdes NS	Rosbrien, Limerick			
19670D	Scoil Na toirbhirte	Roxboro Road, Limerick			
19931F	Gaelscoil Sheoirse clancy	An Cnoc Theas, Luimneach			
17737W	Our Lady Queen of Peach School	Janesboro, Limerick			
00570R	Mhuire Naofa Cailini	Limerick			
06936R	St. John's Convent	Cathedral Place, Limerick			
15320C	St. Michaels N.S.	C.B.S. Grounds, Sexton Street, Limerick			
16443A	Scoil Padraig Naofa B	Dublin Road, Limerick			
16444C	Scoil Padraig Naofa C	Dublin Road, Limerick			
16714F	Scoil Naomh Seanan	Bothar An Oileain, Limerick			
16715H	St. John The Baptist B.N.S.	Downey St., Pennywell, Limerick			
16910F	Scoil Iosagain	Sraid Seasnain, Limerick			

Roll No	School Name	School Address	No. of Supply Posts	No. of Supply Teachers	Short- fall
19246N (Host)	S.N. An tSlanaitheora B	Ard Easmuinn, Dundalk, Co. Louth		4	Survey not returned
14651U	Castletown Rd. Convent	Castletown Rd., Dundalk, Co. Louth			
15259C	S.N.N. Maolmhadhagh C	Dundalk, Co. Louth			
15260K	S.N.N. Maolmhadhagh N	Dundalk, Co. Louth			
16469S	St. Nicholas Monastery N.S.	Philip St., Dundalk, Co. Louth			
17195M	C.B.S. Primary	Chapel Street, Dundalk, Co. Louth			
17862C	Realt na Mara Sois	Mill Street, Dundalk, Co. Louth			
18107R	Our Lady of Mercy S NS	Dundalk, Co. Louth			
18347O	S.N. San Nioclas	Nicholas Street, Dundalk, Co. Louth			
18504E	S.N. N Maolmhadhagh B	Dundalk, Co. Louth			
14069P	Dun Dealgan N.S.	Jocelyn Street, Dundalk, Co. Louth			
19247P	S.N. An tSlanaitheora C	Ard Easmuinn, Dundalk, Co. Louth			
19598V	Muire Na nGael NS	Bay Estate, Dundalk, Co. Louth			
19673J	St. Josephs NS.	Avenue Road, Dundalk, Co. Louth			
19892V	Gaelscoil Dhun Dealgan	Muirtheimhne Mor, Dun Dealgan, Co. Lu			
20163Q	S.N. Eoin Baiste	Fatima, Castletown, Dundalk, Co. Louth			
05215W (Host)	S.N. Croi Iosa	Ballina, Co. Mayo	3	3	
06852L	Garracloon N.S.	Ballina, Co. Mayo			
09040K	Newtownwhite N.S.	Ballysokerry, Ballina, Co. Mayo			
11725I	Beheymore N.S.	Ballina, Co. Mayo			
12206M	S.N. Naomh padraig	Corrabheagain, Knockmore, Ballina, Co. Mayo			
12792F	St. Michaels N.S.	Church Road, Ardnaree, Ballina, Co. Mayo			
13667H	SN Muine Chonnallain	Beal An Atha, Co. Mayo			
14418O	Bofield Mxd. N.S.	Attymass, Ballina, Co. mayo			
15257V	Quignamanger N.S.	Ballina, Co. Mayo			
15555G	Breafy N.S.	Ballina, Co. Mayo			
16201U	Lisaniska N.S.	Beal Easa, Co. Mhaigh Eo			
16562I	Knockanillo N.S.	Ballina, Co. Mayo			
16630W	Ceara N.S.	Bonniconlon, Ballina, Co. Mayo			
16811O	Killala N.S.	Killala, Co. Mayo.			
17098O	S.N. Tighearnain Naofa	Via Crosmolina P.O., Ballina, Co. Mayo			
17129W	S.N. Naomh Padraig	Rath Na mBeach, Crossmoline, Co. Mayo			
17201E	Iosagain Buachailli Nai	Clochar Na Trocaire, Beal an Atha, Co. Mhuigheo			
17209U	Cooneal N.S.	Cooneal, Ballina, Co. Mayo			
19387I	St. Dympnas Special School	Ballina, Co. Mayo			
19488O	Scoil Naomh Feichin	SN Ath Ti Mheasaigh Beal Atha An Fheadha, Co. Mhaigheo			
19773N	S. Nicholas Spec. School	Ballina, Co. Mayo			
18506I	S.N. Naomh Padraig B	Ballina, Co. Mayo			
18561Q	S.N. Naomh Ioseph	Raithini, Ballina, Co. Mayo			
07054L	Cullens N.S.	Knockduff, Beal Atha An Fheadha, Co. Mayo			
16170O	Cloghans N.S.	Ballina, Co. Mayo			

Roll No	School Name	School Address	No. of Supply Posts	No. of Supply Teachers	Short- fall
18694M (Host)	Convent of Mercy NS	Castlebar, Co. Mayo	4	4	
05756K	Burriscarra N.S.	Carnacon, Ballyglass, Claremorris, Co. Mayo			
07374G	Ballintubber N.S.	Claremorris, Co. Mayo			
09658H	Glenisland N.S.	Castlebar, Co. Mayo			
13152U	St. Joseph's N.S.	Derrywash, Castlebar, Co. Mayo			
13444K	S.N. Beal Atha Na Hein	Castlebar, Co. Mayo			
13500R	Mount Pleasant N.S.	Ballyglass, Claremorris, Co. Mayo			
13781F	Breaffy N.S.	Castlebar, Co. Mayo			
14064F	S.N. Coill An Bhaile	Westport, Co. Mayo			
14497N	S.N.B. Curnanool	Castlebar, Co. Mayo			
15967G	Crimlin N.S.	Castlebar, Co. Mayo			
17119T	S.N. B Ball Aluinn	Ball Aluinn, Co. mayo			
18542M	S.N. Naomh Padraig	Castlebar, Co. Mayo			
18818E	S.N. Naomh Iosaf	Leitir, Castlebar, Co. Mayo			
18848N	S.N. Peadair Agus Pol	Straide, Foxford, Co. Mayo			
17321O	S.N. An Coill Mhor	Newport, Co. Mayo			
17482P	Clogher N.S.	Clogher PO, Claremorris, Co. Mayo			
17562N	S.N Oilean Eadaigh	Caislean a Bharraigh, Co. Mayo			
17585C	S.n. Beal Caradh	Belcarra, Castlebar, Co. Mayo			
17678J	S.N. Fiondhalbha	Castlebar, Co. Mayo			
17682A	S.N. Col Naofa	Coggale, Westport, Co. Mayo			
18503C	S.N. Naomh Brid C	Oirreamh, Castlebar, Co. Mayo			
18562S	S.N. An Teaghlaigh	An Phairc, Turloch, Caislean An Bharraigh, Co. Mayo			
19402B	Ballyvary Central N.S.	Ballyvary, Castlebar, Co. Mayo			
19451O	Newport Central	Baile Ui BhFiachain, Co. Mhaigh Eo			
19914F	Scoil Naisiunta Thola	Both Thola, Clar Chlainne Mhuiris, Mhaigh Eo			
19916J	St. Peters N.S.	Snugboro, Castlebar, Co. Mayo			
19832O	Scoil Raifteiri	Faiche An Aoinaigh, Gort Na Furain, Caislean An Bharraigh, Co. Mhaigh Eo			
19248R	St. Anthony's Special School	The Lawn, Castlebar, Co. Mayo			
19375B	St. Brid's Temp Special School	The Mall, Castlebar, Co. Mayo			
00359V (Host)	St. Louis G.N.S.	Park Road, Monaghan	2	2	
07751K	Monaghan Model School	Monaghan			
10282S	Drumcruttin N.S.	Drumacrutin, Co. Monaghan			
10718G	Billis N.S.	Billis, Glaslough, Co. Monaghan			
13339N	Tyholland N.S.	Tyholland, Monaghan			
16129R	Corcaghan N.S.	Corcaghan, Stranooden, Co. Monaghan			
16954C	Scoil Mhichil	Rockwallace, Co. Monaghan			
17150N	Scoil Mhuire	Monaghan			
18256L	Scoil Bhrighde	Silverstream, Monaghan			
18494E	St. Louis Infant School	Park Road, Monaghan			
19036C	Scoil Phadraig	Garran, Tyholland, Co. Monaghan			
19162H	Threemilehouse N.S.	Threemilehouse, Co. Monaghan			
19936P	Gaelscoil Ultain	An Cnoc, Muineachan			

Roll No	School Name	School Address	No. of Supply Posts	No. of Supply Teachers	Short- fall
18052S (Host)	S.N. Muire Gan Smal	Clochar Loreto, Leitir Ceanainn, Co. Dhun Na nGall	2	2	
12077E	Scoil Naomh Fiachra	Letterkenny, Co. Donegal			
16672P	St. Patricks N.s.	Lurgybrack, Letterkenny, Co. Donegal			
17728V	S.N. Talamh na Coille	Tallamh Na Coille, Letterkenny, Co. Donegal			
18625Q	Scoil Choilmcille	Convent Road, Letterkenny, Co. Donegal			
19411C	S.N. Baile Raighin	Letterkenny, Co. Donegal			
19971R	Gaelscoil Adhamhnain	Gleann Cearra, Leitir Ceanainn, Co. Dhun na nGall			
Total in Scheme is 221 schools			60	40	-7
			<p>Note: No returns received from three Schools, which had a supply teacher complement of 13.</p>		

