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# LA GESTIÓN DEL CUMPLIMIENTO DE LA JORNADA DOCENTE: PROCEDIMIENTOS Y SUPERVISIÓN DESDE LA INSPECCIÓN EDUCATIVA Y DIRECCIÓN DE LOS CENTROS EDUCATIVOS

# THE MANAGEMENT OF COMPLIANCE WITH TEACHERS´WORKING HOURS: PROCEDURES AND OVERSIGHT BY EDUCATIONAL INSPECTION AND SCHOOL LEADERSHIP

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**Resumen**

El artículo analiza el Manual para la gestión del cumplimiento de la jornada y horarios del profesorado en Andalucía, valorando sus implicaciones para las


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direcciones de los centros y la Inspección Educativa. Se emplea una metodología de análisis documental y jurídico-normativo, complementada con un examen crítico de los procedimientos administrativos, un análisis DAFO y la formulación de propuestas de mejora basadas en la evidencia y en la experiencia inspectora. El estudio evidencia que el Manual fortalece la seguridad jurídica, la homogeneización de procedimientos, la digitalización y la trazabilidad administrativa, al tiempo que refuerza el papel de las direcciones y de la Inspección Educativa. Sin embargo, también identifica riesgos relacionados con la burocratización, la sobrecarga administrativa, la rigidez procedimental y el predominio de una lógica de control sobre la confianza profesional. Se concluye que la eficacia del Manual dependerá de su aplicación equilibrada, incorporando medidas de simplificación administrativa, formación de los equipos directivos, reconocimiento del trabajo docente no presencial y una actuación inspectora orientada al asesoramiento, la mejora organizativa y el fortalecimiento del liderazgo pedagógico.

**Palabras clave:** *Inspección educativa; Dirección escolar; Organización escolar; Gestión del tiempo docente; Cumplimiento de la jornada laboral; Liderazgo pedagógico.*

## Abstract

This paper analyses the Manual for Managing Compliance with Teachers' Working Hours in Andalusia, examining its implications for school leadership and Educational Inspection. A documentary and legal analysis was conducted, complemented by a critical review of administrative procedures, a SWOT analysis, and evidence-based proposals for improvement grounded in inspection practice. The findings show that the Manual enhances legal certainty, procedural


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consistency, digitalisation, and administrative traceability while strengthening the roles of school leaders and Educational Inspection. However, it also reveals challenges related to increased bureaucracy, administrative workload, procedural rigidity, and an excessive emphasis on control rather than professional trust. The study concludes that the Manual's effectiveness will depend on its balanced implementation through administrative simplification, enhanced training for school leaders, recognition of teachers' non-contact work, and an inspection model focused on guidance, organisational improvement, and the promotion of pedagogical leadership.

**Keywords**: *Educational inspection; School leadership; School organization; Teachers' time management; Compliance with working hours; Pedagogical leadership*


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ISSN 1886-5895

## THE PROCEDURAL FRAMEWORK FOR MANAGING TEACHERS' COMPLIANCE WITH WORKING HOURS AND TIMETABLES.

The Manual on the Management of Teachers' Compliance with Working Hours and Timetables is a key instrument for the administrative organisation of teaching work within the Andalusian education system, promoted by the Regional Ministry of Educational Development and Vocational Training of the Regional Government of Andalusia. Its main contribution lies in the systematisation of regulations and procedures relating to aspects that were traditionally scattered, which helps to strengthen legal certainty, ensure consistency in schools' practices and improve the administrative traceability of teaching staff management.

From an organisational perspective, the document consolidates the role of school management teams as those directly responsible for monitoring compliance with working hours, thereby reinforcing their role as administrative authorities and institutional leaders. At the same time, it clarifies the supervisory function of the education inspectorate, which takes on a significant role in verifying procedures, ensuring regulatory compliance and providing technical advice to management teams, thereby contributing to a more structured system of educational governance.

However, the analysis also highlights tensions inherent in the proposed model. The predominance of an administrative approach based on monitoring working hours and checking attendance may give rise to perceptions of a lack of professional trust and risks of bureaucratisation, particularly if it is not accompanied by measures to simplify procedures and recognise the complex and not always face-to-face nature of teaching work. Furthermore, the increase in administrative responsibilities for management teams highlights the need for specific training, institutional support and adequate resources to prevent situations of organisational


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overload. For this reason, the education inspectorate could design a series of models setting out the procedures to be followed by headteachers, with the aim of minimising the bureaucratic burden they already bear, alongside a clear and concise model for communication from education inspectors to the Provincial Commission on Teacher Absenteeism.

The manual represents a significant step forward in the administrative modernisation of the education system, but its effectiveness will depend largely on the organisational culture that accompanies its implementation. The transition from a model focused primarily on control to one based on professional trust – which, of course, does not call into question the functions of school management, shared responsibility and continuous improvement – constitutes the main challenge for its future development.

The introduction of the Manual on the Management of Teachers' Working Hours and Timetables, promoted by the Regional Ministry of Educational Development and Vocational Training of the Regional Government of Andalusia, has a number of significant implications for the exercise of the inspectorate's role, both in its supervisory capacity and in its advisory, evaluative and regulatory compliance functions.

Firstly, the manual reinforces the role of the education inspectorate as the guarantor of legality in the management of teaching staff, by assigning it the functions of verifying working-time records, reviewing administrative procedures relating to absences and leave, and supervising the actions of management teams in the exercise of their powers. This increase in responsibilities implies a greater presence of the inspectorate in schools' organisational processes, moving beyond traditional pedagogical supervision to incorporate the legal and administrative aspects of school organisation more fully.

Secondly, the new regulatory framework requires a strengthening of the inspectorate's technical expertise in areas such as administrative law, staff


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ISSN 1886-5895

management and disciplinary procedures. The correct interpretation of complex situations — such as justified absences, breaches of timetables, issues with the digital register or labour disputes — requires specialist knowledge to ensure that decisions are proportionate, well-reasoned and legally sound, thereby reducing the risk of administrative litigation.

Furthermore, the education inspectorate plays a strategic role in standardising the criteria for applying the handbook across schools and regions. The existence of detailed procedures does not eliminate the need for professional interpretation; therefore, the inspectorate's role is key to preventing organisational inequalities, discrepancies in management practices or situations of legal uncertainty. In this regard, the development of technical guidelines, supervisory reports and support measures for school management is an essential function for ensuring the coherence of the system. (*See templates).

Another significant implication relates to the balance between control and professional culture. Inspection must help ensure that the application of the handbook does not result in a purely audit-based approach, but is instead integrated into management models based on professional trust, shared responsibility and organisational improvement. This involves promoting pedagogically sensitive interpretations of timetable compliance, particularly in relation to remote working, teaching coordination and the new operational dynamics of schools.

Furthermore, the increase in administrative procedures linked to the monitoring of working hours may lead to a greater demand for inspectorate intervention in situations of conflict, complaints or disagreements between teaching staff and management teams. This scenario reinforces the mediating role of the education inspectorate, which must act as a technical body for resolving organisational problems before they are potentially referred to disciplinary or legal proceedings.


Recepción: 07/07/2026 Aceptación: 16/09/2026

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ISSN 1886-5895

The handbook opens up opportunities for the evolution of the inspector's role itself towards more comprehensive models of supervision, in which the management of teaching time is linked to educational quality, pedagogical organisation and institutional performance. The inspectorate can play a key role in identifying good organisational practices, assessing the actual impact of time-monitoring measures and formulating evidence-based proposals for regulatory improvements. This statement is intrinsically linked to one of the actions set out in the General Action Plan for the Education Inspectorate, issued by Order of 26 July 2023, for the period 2023–2027, as well as the Resolution of 25 July 2025 of the Deputy Ministry, approving the Instructions for the implementation, management and coordination of the General Action Plan for Educational Inspection and the Training Plan for Professional Development and Updating, for the 2025–2026 academic year. Priority Action 1 includes a strategic element in this regard directly related to the implementation of the Manual: the spot-checking of a series of breaches committed by teaching staff. This involves not only monitoring such breaches but also providing advice and support to school management teams. Consequently, within the educational inspection service of the province of Huelva itself, and on an internal basis, a model for monitoring these breaches has been designed to comply with this measure set out in the 25/26 Action Plan. This approach will assist in the preparation of the final report for the service as a whole, to be submitted to the General Inspectorate of Education. We will devote a section later on to this specific measure of the Education Inspection Plan.

In short, the handbook not only introduces changes to the management of teachers' working hours, but also partially redefines the scope of the education inspectorate's, broadening its legal and organisational scope and consolidating its role as a guarantor of the education system's cohesion and improvement.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

## Prerequisite for notification or communication

Currently, Séneca has set out the following for school heads regarding the management of staff absences due to strikes (deduction of pay):


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
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NOTIFICACIONES CON DETRACCIÓN DE HABERES (HUELGA - AUSENCIAS NO JUSTIFICADAS)

Pasos que sigue una notificacion

| Paso | Estado |
|---|---|
| 1 | Borrador |
| 2 | Pendiente de firma por el director/a |
| 3 | Pendiente de firmar por el empleado/a |
| 4* | Firmado por el empleado/a |
| 5 | Desestimada |
| 6 | Sin firmar con plazo vencido |
| 7 | Notifica: Puesta a disposición |
| 8 | Notifica: Pendiente de poner a disposición |
| 9* | Notifica: Puesta a disposición y leida (notificación comparecida) |
| 10* | Notifica: Puesta a disposición y rechazada (notificación rechazada expresamente) |
| 11* | Notifica: Puesta a disposición y rechazada por transcurso de plazo (aplica sólo a los destinatarios obligados) |

*Estado final tras el cual se puede enviar a detracción de haberes

**TO BE ABLE TO COMMUNICATE OR NOTIFY, YOU MUST FIRST SELECT**

**THE TYPE OF ABSENCE**

Once school management has recorded an unauthorised absence by teaching staff in the Séneca system, the Education Inspectorate will request a report from the school management so that they may submit, together with said report, any representations that may have been made, where applicable. Finally, the Provincial Teaching Staff Absence Committee will examine all the documentation submitted by the headteachers to the relevant Education Inspectorate.

1.2. IMPLICATIONS FOR SCHOOL MANAGEMENT.


Recepción: 07/07/2026 Aceptación: 16/09/2026

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ISSN 1886-5895

The application of this Manual must be interpreted within the framework of the powers and functions that the legal system attributes to school management. In this regard, both national and regional regulations define the headteacher as a single-person governing body responsible not only for pedagogical leadership and the coordination of educational activities, but also for the administrative management and human resources of the school. Thus, Article 132 of Organic Law 2/2006 of 3 May on Education establishes that the headteacher's powers include the management and coordination of all the school's activities, the exercise of authority over all staff assigned to the school, and ensuring compliance with the laws and other provisions in force. Within the Autonomous Community of Andalusia, Law 17/2007 of 10 December on Education in Andalusia, as well as the Organic Regulations for educational establishments approved by Decrees 327/2010 and 328/2010 (among others, taking into account the different stages of education and courses of study), reinforce this position by assigning to the management the role of representing the education authorities within the school and the responsibility for ensuring compliance with applicable regulations and the proper functioning of the school organisation. From this perspective, the obligations arising from the Manual on the Management of Teachers' Working Hours and Timetables do not constitute a function outside the scope of the school management, but rather a specific manifestation of the powers of leadership, supervision and management of teaching staff that national and regional legislators have progressively established.

Firstly, the manual establishes the school management as the immediate authority responsible for supervising compliance with working hours, granting it explicit powers to monitor attendance, approve timetables, manage absences and leave, and handle administrative incidents. This strengthening of powers increases the organisational leadership capacity of management teams, but also broadens their level of legal responsibility, by positioning them as key actors in procedures


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ISSN 1886-5895

that may have disciplinary or remuneration-related consequences for teaching staff.

Secondly, the introduction of digital time-recording systems brings with it new technological and administrative management requirements. School management must ensure the correct configuration of timetables, the monitoring of attendance records and the resolution of issues arising from the use of the platforms, which implies the need for advanced digital skills and an efficient internal organisation. This process can contribute to the modernisation of school management, although it also represents an additional burden that requires institutional support and adequate resources.

Another significant implication is the increased procedural complexity involved in managing absences and breaches of timetables. The headteacher assumes responsibility for initiating administrative procedures, requesting supporting documentation, reporting incidents and, where necessary, passing on information to higher authorities. This framework reinforces the administrative nature of the headteacher's role and requires specific training in civil service regulations, administrative procedure and staff management – areas that have not traditionally been central to the training of school leadership teams.

Furthermore, the manual presents challenges in terms of the organisational culture within schools. The introduction of systematic timekeeping mechanisms may create tensions in the working environment if not accompanied by strategies for communication, transparency and participation. School management teams must strike a balance between regulatory compliance and maintaining professional relationships based on trust, ensuring that the application of procedures is not perceived as a purely punitive measure.

On the other hand, the new regulatory framework offers opportunities to strengthen organisational planning and efficiency in human resources management. The availability of systematised information on teaching timetables


Recepción: 07/07/2026 Aceptación: 16/09/2026

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ISSN 1886-5895

and attendance can facilitate decision-making, the planning of cover arrangements and the optimisation of the school's operations. In this regard, the handbook can help to consolidate more professionalised models of leadership based on strategic management.

It is necessary to consider the risk of work overload for management teams, particularly in large schools or those with high organisational complexity. The increase in administrative tasks linked to monitoring working hours may affect the time available for pedagogical leadership, which is one of the essential functions of school management.

Consequently, the effectiveness of the handbook will depend largely on the existence of institutional support measures, the simplification of procedures and guidance from the education inspectorate. It is for this reason that the education inspectorate has sought to strike a balance regarding the administrative duties of headteachers, providing them with a clear, concise and transparent model which they must submit—in the event of unjustified absences by teaching staff—to their school's designated inspector.

In summary, the handbook reinforces the role of headteachers as human resources managers and guarantors of regulatory compliance, but it also highlights the need to balance these functions with pedagogical leadership and the development of an organisational culture based on professional trust and shared responsibility.

The disciplinary authority vested in the management of public schools constitutes a distinctive manifestation of the organisational and managerial autonomy recognised by the Andalusian education system. In this area, the headteacher not only carries out functions relating to pedagogical coordination and the organisation of the school, but also exercises powers to supervise staff and ensure the proper functioning of the public education service. This aspect takes on particular significance in relation to monitoring attendance and absenteeism,


Recepción: 07/07/2026 Aceptación: 16/09/2026

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ISSN 1886-5895

where powers of supervision, administrative control and, where necessary, disciplinary action converge.

The current Manual for the Management of Compliance with Working Hours and Timetables in Public Schools and Educational Support Services under the jurisdiction of the Regional Ministry responsible for education of the Regional Government of Andalusia, approved by Resolution of 30 September 2024, expressly places this function within the framework of the power of administrative self-organisation and the managerial autonomy of educational establishments. The Manual itself emphasises that the education authorities *"delegate various tasks and responsibilities to them so that the measures adopted by the collegiate bodies and management may be as efficient as possible".* From this perspective, section 8.1 of the Manual assigns to the school management the responsibility for monitoring the attendance of assigned staff, stating that, in accordance with Article 132 of Organic Law 2/2006 on Education, it is the responsibility of the management "to exercise authority over all staff assigned to the school", a power which includes "the establishment of the mechanisms necessary for monitoring absences". The Manual adds to this an explicit reference to Article 132.5 of Law 17/2007 of 10 December on Education in Andalusia (LEA), which recognises the management's powers "in disciplinary matters with regard to all staff serving at the educational establishment". The LEA (Law 17/2007 of 10 December on Education in Andalusia) thus establishes the headteacher as the immediate authority in the sphere of the school's internal organisation, reinforcing their hierarchical position in relation to staff and empowering them to exercise disciplinary functions in accordance with the terms laid down in the regulations. This legal provision is specifically implemented in the Order of 2 August 2011, which regulates the procedure for the exercise of disciplinary powers by headteachers of public non-university educational establishments.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

This Order specifies the scope of the disciplinary powers conferred on headteachers, particularly with regard to minor offences committed by civil servant teaching staff posted to state schools.

The Manual on School Days and Timetables expressly incorporates this disciplinary authority in relation to unauthorised absences. Thus, section 9.2.4 stipulates that, once an absence has been definitively declared as unjustified, the headteacher "may initiate […] disciplinary proceedings in accordance with the provisions of the Order of 2 August 2011" where the unjustified absence is "of one day or up to a maximum of nine hours per month". Conversely, where the absence exceeds these limits, the management must immediately bring the matter to the attention of the Education Inspectorate for the purposes of initiating the corresponding disciplinary proceedings.

We can therefore see a model of decentralised and limited disciplinary authority, in which the school management acts as the investigating and sanctioning body in respect of certain minor offences relating to non-compliance with working hours and timetables, whilst more serious offences remain the responsibility of higher bodies within the education administration. This approach is based on the principles of organisational proximity and efficiency in the management of public services, enabling an immediate response to breaches that directly affect the day-to-day running of the school.

Furthermore, the Manual reinforces this disciplinary aspect by expressly stating that failure to comply with procedural rules relating to leave and time off "may give rise to disciplinary liability", and even provides for the possible sanctioning of a failure to give prior notice of an absence, unless there is a proven impossibility to do so, in accordance with Article 170(d) of Law 5/2023 on the Civil Service of Andalusia. The regulations thus demonstrate that time monitoring is not limited to a mere administrative recording function, but constitutes a genuine mechanism for ensuring compliance with civil servants' duties.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
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Consequently, the Andalusian regulations position the management of educational establishments as essential components in the system for monitoring compliance with working hours and the disciplinary regime for staff. The combination of the provisions of the LEA, the Order of 2 August 2011 and the new Manual on Working Hours and Timetables consolidates a model in which the management exercises functions of supervision, assessment of absences, procedural control and the initiation of disciplinary proceedings, all within the framework of the schools' organisational autonomy and the guarantee of the proper provision of the public education service. (**the paragraph that was at the end of this section has been moved).

The consequences arising from this new scenario extend beyond the strictly organisational sphere of schools and have significant implications for the exercise of the inspection function. Indeed, the growing regulatory complexity and the increase in administrative responsibilities assigned to school management require the Education Inspectorate to go beyond the mere formal verification of compliance with current provisions. In this context, the functions of supervision, evaluation, advice and information assigned to the Inspectorate by Article 151 of Organic Law 2/2006 of 3 May on Education, and by Andalusian regional legislation, take on particular importance, as it is responsible for ensuring compliance with the rules, supervising the organisation and operation of schools, and providing guidance to the various sectors of the educational community.

From this perspective, the relationship between the Education Inspectorate and school management takes on a dimension of professional guidance and institutional support, particularly in matters relating to staff management and compliance with obligations arising from teachers' working hours and timetables. Inspectional supervision must be combined with preventive advisory work that helps to provide management teams with consistent guidelines for action, legal certainty and tools to facilitate decision-making in accordance with the law.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

Furthermore, the Education Inspectorate is in a privileged position to drive processes of administrative simplification and the streamlining of procedures, identifyingunnecessary bureaucratic burdens and promoting instruments, protocols and guidelines that foster more efficient management of schools. The inspection function, understood from a modern, value-added perspective, must contribute not only to ensuring regulatory compliance, but also to strengthening the leadership capacity of school management teams and freeing up time and resources for the development of pedagogical functions and the improvement of learning, which constitute the ultimate purpose of the education system. Consequently, administrative simplification and support for school leadership teams are strategic areas of action for the Education Inspectorate, reinforcing its role as a driver of quality, innovation and continuous improvement in the public education service. In short, an Education Inspectorate focused on support, administrative simplification and the creation of value for school leadership teams is a necessary condition for moving towards more effective, sustainable models of school governance that are centred on improving educational processes.

### 1.2. ACADEMIC DEBATE.

The implementation of the Manual on the Management of Teachers' Working Hours and Timetables, promoted by the Regional Ministry of Educational Development and Vocational Training of the Regional Government of Andalusia, forms part of a broader context of transformation within public administrations towards models characterised by greater accountability, the digitalisation of processes and the monitoring of professional performance. From this perspective, the document can be interpreted as a manifestation of contemporary trends in educational governance geared towards organisational efficiency and transparency in human resources management.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

However, analysis of the manual raises a significant debate within the academic sphere regarding the balance between administrative control and teaching professionalism. The introduction of time-recording systems and detailed supervision procedures reflects a public administration approach aimed at ensuring compliance with work obligations, but this comes into conflict with conceptions of the teaching profession as a qualified profession based on responsible autonomy, institutional trust and ethical commitment. This tension is not unique to the Andalusian context, but forms part of an international debateon the nature of teaching work and the most appropriate mechanisms for ensuring its quality and effectiveness.

In this regard, the handbook can be interpreted through two complementary theoretical frameworks. On the one hand, from the perspective of New Public Management, which promotes instruments of control, evaluation and performance measurement to improve the efficiency of public organisations. On the other hand, from approaches centred on pedagogical leadership and teaching professionalism, which emphasise trust, collaboration and shared responsibility as key factors for educational improvement. The coexistence of these two paradigms generates a structural tension that manifests itself in the organisational practices of schools.

Another point of discussion relates to the redefinition of the role of management teams and the education inspectorate. The handbook reinforces the legal and administrative dimension of both functions, consolidating a more hierarchical and procedural model of governance. This process may contribute to organisational uniformity and the legal certainty of the system, but it also raises questions about the risk of pedagogical leadership being sidelined in favour of administrative tasks, as well as the possible bureaucratisation of the inspection function.

Furthermore, the digitisation of attendance monitoring raises a debate regarding the measurement of teachers' work. Unlike other professions, teaching is


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

a highly complex activity, with a significant proportion of tasks that are neither visible nor easily quantifiable, such as lesson preparation, pupil assessment, pedagogical coordination and educational innovation. Prioritising indicators of physical presence may prove insufficient to reflect the reality of teaching work, which highlights the need to move towards more comprehensive and qualitative evaluation models.

From an organisational perspective, it is also important to analyse the manual's impact on the professional culture of schools. The literature on school organisations highlights the importance of relational trust and professional commitment as key determinants of institutional performance. The introduction of formal monitoring mechanisms may have positive effects in terms of organisational clarity and accountability, but it also carries potential risks if perceived as a sign of institutional mistrust.Finally, the handbook opens up a field for future research into its actual impact on variables such as organisational climate, teachers' job satisfaction, the effectiveness of school leadership, and educational quality. Empirical evidence on the relationship between timetable monitoring and improved educational outcomes is limited, suggesting the need for longitudinal studies to assess the effects of these policies in the medium and long term.

In summary, the Manual on the Management of the Teaching Day constitutes a significant tool for administrative modernisation, but its implementation highlights structural debates concerning teaching professionalism, educational governance, school leadership and organisational culture. The key to its effectiveness will lie not solely in its regulatory design, but in the way in which the various stakeholders within the education system interpret and apply its provisions in institutional practice.EVIDENCE-BASED PROPOSALS FOR IMPROVEMENT.

An analysis of the Manual on the Management of Teachers' Working Hours and Timetables, approved by the Regional Ministry of Educational Development


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

and Vocational Training of the Regional Government of Andalusia, identifies various areas for improvement, based on the provisions and procedures themselves, as well as potential difficulties arising from their practical application. These proposals do not call into question the document's objective — to ensure compliance with working hours and legal certainty — but rather aim to optimise its organisational effectiveness and professional acceptance.

1.Simplification and streamlining of administrative procedures:

The handbook sets out detailed procedures for managing absences, incidents and administrative communications, involving multiple stages of notification, requests and documentary evidence. Whilst this thoroughness reinforces legal certainty, it can also place a significant bureaucratic burden on management teams.

It is proposed to move towards models of administrative simplification through:

- Automation of processes on digital platforms.
- Reducing duplication of documentation.
- Protocols tailored to the severity of the incident.
- More intuitive standardised forms.

Evidence from the manual shows that procedural complexity can become a factor leading to organisational overload if it is not accompanied by measures to improve administrative efficiency.

1. Greater recognition of remote teaching work:


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

Although the handbook provides for remote working during certain time slots, the monitoring system focuses primarily on physical presence and time recording. This approach may prove insufficient to reflect the true nature of teaching work, which includes a significant proportion of tasks carried out outside the school.

It is proposed that:

- Incorporate guidance on qualitative evidence of off-site work.
- Establish clear criteria for the flexible organisation of non-teaching hours.
- Explicitly recognise activities such as pedagogical coordination, innovation and continuing professional development.

The very regulation of non-classroom time contained in the handbook highlights the need to develop a more comprehensive approach to teachers' working time.

2. Strengthening training and support for management teams:

The handbook assigns relevant powers to school management in relation to monitoring working hours, managing absences and administrative procedures, which entails highly complex legal and organisational responsibilities.

The following is proposed:

- Specific training programmes in staff management and administrative procedures.
- Practical guides to complement the handbook.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- Technical and legal support services accessible to schools.
- Forums for the exchange of best practice amongst management teams.

The regulatory framework of the handbook shows that the success of its implementation depends to a large extent on the training of management teams.

3. Clarification of interpretative criteria and reduction of ambiguities:

Despite its detailed nature, the handbook contains situations that require professional interpretation (justified absences, technical issues, exceptional circumstances). The lack of standardised criteria may lead to inconsistencies in its application across schools.

It is proposed that:

- The drafting of supplementary technical guidelines.
- Frequently asked questions (FAQ) documents.
- Interpretative criteria agreed upon by the education inspectorate.
- Regular updates based on implementation experience.

The very fact that supervisory intervention is envisaged highlights the need to standardise interpretations.

4. Balance between administrative control and professional trust:


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

The manual's approach prioritises adherence to timetables and attendance monitoring, which may give rise to perceptions of mistrust if it is not embedded within an organisational culture based on professional responsibility.

It is proposed that:

- To introduce explicit references to teaching professionalism.
- Link the management of the working day to educational quality and pedagogical organisation.
- Promote leadership models based on trust and shared responsibility.

The procedural evidence in the handbook suggests that it would be advisable to strengthen the balance between monitoring and professional autonomy in order to encourage its acceptance.

5.Optimisation of the digital time-recording system:

Reliance on technology is one of the central elements of the handbook. The effectiveness of the system depends directly on the functionality of the digital tools.

The following is proposed:

- Improved interoperability between systems.
- Clear protocols for dealing with technical incidents.
- More intuitive user interfaces.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- Automatic preventive alert systems.

The mandatory nature of digital registration highlights the importance of ensuring its reliability and usability.

7. Assessment of the manual's impact on school organisation:

The manual sets out procedures, but does not provide for systematic mechanisms to assess its impact on the organisation of schools or on teaching practice.

The following is proposed:

- Institutional follow-up studies.
- Organisational impact indicators.
- Assessment of the working environment and professional perceptions.
- A review of regulations based on empirical evidence.

The absence of formal evaluation presents a significant opportunity for improvement in education policy.

From a perspective of improvement, the future development of the handbook should be geared towards more flexible models of teaching time management, integrating distance work, pedagogical coordination processes and the new organisational dynamics arising from the digitalisation of education more explicitly. Similarly, it is essential to consolidate the role of the education inspectorate not only as a supervisory body, but also as an agent of support, mediation and


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

institutional improvement, promoting consistent interpretations and avoiding inequalities in the application of regulations between schools.

8. School management and its disciplinary powers: how to streamline the sanctioning of minor offences.

One of the areas open to improvement in the field of human resources management in schools concerns the exercise of disciplinary authority in relation to minor offences committed by teaching staff. Accumulated experience and evidence from various studies on school leadership and the administrative burden on headteachers highlight the need to move towards more streamlined and proportionate procedures that allow for an early and effective response to minor breaches, whilst reinforcing managerial authority and professional accountability.

Current regulations assign to school management the authority over staff and the responsibility for ensuring compliance with applicable provisions, although the power to impose disciplinary sanctions generally lies with higher bodies within the education administration. This situation sometimes leads to a certain disconnect between the immediate detection of breaches and the effective capacity to respond, with the consequent risk of creating a perception of inefficiency and undermining the exercise of the management function.

From the perspective of improving school governance, various comparative models and international trends regarding the autonomy of educational institutions point to the desirability of granting school management certain powers to address conduct constituting minor offences, through procedures that safeguard due process, are simplified and subject to the principles of proportionality, the right to be heard and legal certainty. Measures such as written reprimands, the issuing of formal warnings or the adoption of restorative actions could help to swiftly resolve situations which, whilst not particularly serious, affect the day-to-day running of schools.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

In this context, the Education Inspectorate plays an essential role as a guardian of legality and as a body providing specialist advice, offering school management teams consistent guidelines for action, intervention protocols and technical support to ensure these powers are exercised appropriately. Furthermore, the development of standardised instructions and tools would promote greater legal certainty and reduce the administrative burdens associated with handling minor incidents. All of this would enable progress towards a stronger and more co-responsible management model, capable of effectively exercising the leadership and management functions assigned to it by law, without undermining the safeguards inherent in the disciplinary regime for public servants.

It is proposed that:

One of the improvements that could be incorporated into future updates of the Manual on the Management of Teachers' Working Hours and Timetables is to strengthen the capacity of school management to take immediate action in the event of minor breaches


Recepción: 07/07/2026 Aceptación: 16/09/2026

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ISSN 1886-5895

organisation, preventing one-off incidents from giving rise to excessively complex procedures or the unnecessary judicialisation of the school's day-to-day management.

In this regard, the Manual could incorporate a catalogue of graduated measures for minor incidents relating to teaching staff's working hours and timetables, establishing a sequence of action based on proportionality and documentary traceability. Thus, mechanisms such as a verbal warning with internal record-keeping, written notification of incidents, a non-disciplinary preliminary warning and the drawing up of improvement commitments could be expressly provided for, whilst referral to the Regional Office and the initiation of disciplinary proceedings would be reserved for cases of repeated offences or serious breaches.

It would also be advisable for the Manual to incorporate standardised templates for communications, minutes, reports and formal notices, thereby reducing the administrative burden associated with these procedures and ensuring consistency of criteria across schools. Similarly, the creation of a specific protocol for minor offences relating to punctuality, remaining on school premises or occasional breaches of timetable obligations would provide greater legal certainty for school management and facilitate faster and more effective responses.

Similarly, the Manual could clearly define which incidents can be resolved within the school itself and which must be referred to the education authorities, thereby avoiding differing interpretations and reinforcing the principle of schools' organisational autonomy. Within this framework, the Education Inspectorate would play an essential role by drawing up common interpretative criteria, issuing technical guidance and supporting school management teams in the application of these procedures, thereby acting as a tool to facilitate administrative simplification and improve management.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

Finally, from the perspective of administrative modernisation, the Manual should provide for digital tools that enable incidents to be recorded, automatically generate the associated documents and facilitate the monitoring of actions taken, thereby avoiding duplication and reducing processing times. In this way, progress would be made towards a more efficient, preventive management model focused on the early resolution of conflicts, reinforcing the authority of school management teams and allowing themto devote greater attention to pedagogical leadership and the improvement of educational processes.

### 1.1. FUTURE DIRECTIONS FOR SCHOOL RESEARCH.

The implementation of the Manual on the Management of Teachers' Working Hours and Timetables, promoted by the Regional Ministry of Educational Development and Vocational Training of the Regional Government of Andalusia, opens up a significant field of analysis and research in the areas of educational organisation, the management of teaching staff, and school governance. The novelty of some of its approaches, particularly regarding the digitisation of time recording and the standardisation of administrative procedures, justifies the need for systematic studies to assess its actual impact on the functioning of schools.

A first line of research concerns the analysis of the manual's organisational impact on schools. It is pertinent to examine how the implementation of time-recording systems and associated administrative procedures influences variables such as school planning, the management of supply teaching, organisational efficiency and the allocation of management time. Comparative empirical studies between schools could provide evidence on best practice and implementation challenges.

Secondly, the study of teachers' and management teams' professional perceptions of the handbook takes on particular relevance. The literature on organisational change in education indicates that the acceptance of educational


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

policies depends to a large extent on professionals' perceptions of their legitimacy and usefulness. Research based on qualitative and quantitative methodologies would enable an analysis of the manual's impact on teacher motivation, the working environment and the organisational culture of schools.

Another area of interest centres on analysing the role of educational inspection in the implementation of the handbook. The expansion of supervisory and advisory functions raises questions about the evolution of the inspector's professional profile, the necessary competencies and the most effective intervention strategies to ensure a consistent and balanced application of the regulations. Studies on inspection practices could contribute to the improvement of the educational supervision system.It is also important to investigate the relationship between monitoring compliance with timetables and educational quality. Although the handbook is primarily geared towards administrative management, it is necessary to explore whether improved traceability of teachers' time has indirect effects on pedagogical variables such as continuity of teaching, attention to pupils or academic outcomes. This area requires longitudinal research to establish robust causal or correlational relationships.

A fifth area for future research relates to the evolution of teaching models, particularly in relation to remote working and hybrid arrangements. Experience gained from the digitalisation of education and recent organisational changes suggests a need to rethink traditional systems for monitoring teaching hours. Comparative research with other regional or international contexts could provide useful insights for future regulatory reviews.

Finally, it would be beneficial to conduct studies on the impact of the handbook on the workload and pedagogical leadership of school heads. The increase in administrative responsibilities could affect the time available for strategic pedagogical functions, raising questions about the balance between


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

administrative management and educational leadership. Analysing this relationship would help to design more effective support policies for management teams.

The handbook is not only a regulatory instrument but also an opportunity to generate knowledge on teachers' time management, school organisation and educational governance. The production of empirical evidence will help to guide future regulatory reviews towards models that are more effective, balanced and aligned with the real needs of the education system.

SWOT ANALYSIS OF THE MANUAL: STRENGTHS, WEAKNESSES, AREAS FOR IMPROVEMENT IN PRACTICE, OPPORTUNITIES AND THREATS.

1.2. STRENGTHS OF THE HANDBOOK.

With regard to the strengths arising from the application of the Manual, we can identify the following:

1. Clarification of regulations and legal certainty.

- The handbook brings together scattered regulations into a single document, which makes it easier to consult and reduces conflicting interpretations.
- It provides procedural clarity regarding leave, absences and timetables, particularly in sections 8, 9 and 11 of the Manual relating to attendance monitoring, justification of absences and administrative procedures.
- It is aligned with the public sector framework and current education regulations, particularly Article 132 of Organic Law 2/2006 on Education, Article 132.5 of Law 17/2007 on Education in Andalusia, and Law 5/2023 on the Civil Service in Andalusia. This enhances legal certainty for school management teams and teaching staff.

2. It reduces conflicting interpretations between schools by standardising procedures and through the supervisory role of the Education


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

Inspectorate, as set out in section 11.4 of the Manual.Digitalisation and administrative traceability.

- Mandatory use of the computerised system for timetables, notifications and attendance monitoring, in accordance with section 8.2 of the Manual.
- Daily record of arrival and departure times, ensuring traceability and monitoring. This promotes transparency and reduces administrative errors, whilst enabling monitoring by the Administration.
- Mandatory use of the computerised system for timekeeping and communications.
- Verifiable daily attendance record. The Manual stipulates that schools must have a digital system that guarantees the accuracy of attendance records and the permanence of the information, using 'exclusively the attendance monitoring module of the Séneca computer system'.
- Automation of administrative procedures, through the online management of permits, leave and notifications via Séneca.

3.Detailed procedures for absences and leave.

- The scenarios are clearly described: planned, unplanned and unauthorised absences, etc., as set out in sections 9.1 and 9.2 of the Manual.
- It sets out deadlines, responsibilities and standard operating procedures. It facilitates consistent management across all educational establishments.
- It clearly defines:


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- Planned and unplanned absences (sections 9.1.1 and 9.1.2).
- Disciplinary procedures (section 9.2.4 and the Order of 2 August 2011).
- Notifications and deadlines for submitting representations.
- The role of management teams.
- It reduces uncertainty and improves consistency in decision-making.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

4. Strengthening the organisational autonomy of schools and the leadership of headteachers.

- It recognises the role of the management team in managing timetables and monitoring attendance, in accordance with Article 132 of the LOE and Article 132.5 of the LEA.
- It allows procedures to be adapted within the framework of the general regulations. Consistent with the model of school autonomy.
- It recognises the management as responsible for monitoring attendance.
- It clarifies responsibilities regarding leave and the management of absences.
- It strengthens the organisational autonomy of schools.
- It consolidates the role of the management as the administrative authority.
- Furthermore, section 7.2 assigns to the school management the final approval of individual timetables for teaching and non-teaching staff, following proposals made by heads of studies and secretariats.

5. Inclusion of remote work outside teaching hours.

The Handbook maintains the provision that part of the teaching day is set aside for tasks inherent to the teaching role that are not necessarily linked to physical presence at the school. Section 10.3 reiterates that the standard working day for teaching staff includes time devoted to duties specific to the teaching profession outside the hours of direct presence at the school.

- It recognises the possibility of remote working for certain tasks.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- It promotes work-life balance and organisational modernisation. This represents a significant step forward compared with traditional models.

6. Integration of the supervisory role of the education inspectorate.

Section 11 expressly regulates the involvement of the Education Inspectorate and the Regional Offices in monitoring the system for recording attendance and managing absences. Of particular relevance is section 11.4, which assigns to the Inspectorate the supervision of monthly reports, documentation held in the Séneca system and the proper justification of decisions taken by school management:It establishes supervision of records and procedures.

- It provides for intervention in the event of non-compliance.
- It sets out the relationship with regional offices.
- It strengthens the system of administrative safeguards.

Similarly, section 11.2 regulates the functioning of the Provincial Commission for the Assessment of Absences, thereby strengthening the system of safeguards and administrative control.

### 1.3. WEAKNESSES OF THE MANUAL.

The weaknesses contained within the aforementioned Manual can be summarised as follows:

1. An excessively administrative and control-oriented approach.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

The regulations focus primarily on mechanisms for monitoring working hours, supervising absences, notifications and possible disciplinary consequences, particularly in sections 8, 9 and 12:

- The logic of time monitoring takes precedence over pedagogical or professional considerations.
- This may be perceived as a lack of trust in teaching staff.
- The logic of scrutiny takes precedence over the professional approach.

2. Increased bureaucratic burden on management teams.

The Manual assigns numerous functions to school management teams relating to attendance monitoring, document review, the issuing of reasoned reports, notifications and the handling of incidents. Sections 9.2.1 to 9.2.4 set out complex procedures subject to strict deadlines. This regulation significantly increases the bureaucratic burden and administrative responsibility of management teams:

- Highly detailed procedures (notifications, formal requests, representations).
- High level of responsibility for disciplinary and documentary management.
- Complex notification and documentation procedures.
- High level of disciplinary responsibility.
- Intensive administrative management.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

3. Rigidity in some procedures.

The Manual leaves little scope for flexible organisational solutions tailored to the reality of each centre:

- Strict deadlines and formalities that may not reflect the organisational reality of the centres.
- Limited flexibility in complex situations (travel, external coordination, etc.).
- Little scope for flexible solutions.

4. Technological dependence.

Section 8.2.1 stipulates that the use of Séneca's attendance monitoring module is mandatory, with paper-based records permitted only in exceptional and duly justified circumstances. This technological dependence can lead to operational difficulties in the event of technical issues:

- The digital system is mandatory even when technical issues arise.
- It may cause operational problems in centres with limited resources or technical faults.

5. Insufficient recognition of teachers' 'invisible' work.

Although the Manual partially acknowledges the existence of remote work, the regulations remain primarily focused on the physical monitoring of attendance and presence. No specific mechanisms are set out to recognise essential tasks such as lesson preparation, educational innovation, pedagogical coordination or continuing professional development:


Recepción: 07/07/2026 Aceptación: 16/09/2026

*Supervision21 nº 82*
https://doi.org/10.52149/Sp21
ISSN 1886-5895

- The handbook focuses on physical presence and monitoring of working hours.

- It does not adequately reflect:

Lesson preparation


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- Marking

- Informal coordination

- Educational innovation

6. Legal complexity for non-specialist staff.

The Handbook contains numerous regulatory references, disciplinary procedures and legal citations that require specialist knowledge for their correct application. The technical complexity of administrative language can cause interpretation difficulties for some members of the management and teaching staff:

- Dense regulatory language.
- Need for specific training to ensure correct application.

1.4. WHAT AREAS FOR IMPROVEMENT COULD BE INCLUDED IN THE IMPLEMENTATION OF THE MANUAL?

1. A more pedagogical and less bureaucratic approach:

- Incorporate explicit references to the impact on educational quality.
- Strike a balance between monitoring timetables and professional autonomy.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

2. Administrative simplification:

- Reducing duplication of documentation.
- Automate processes on the platform.
- More streamlined procedures for minor incidents.

3. Greater organisational flexibility:

- The possibility of more flexible timetable adjustments during the academic year.
- Recognition of the specific circumstances of each school.

4. Training and support for management teams:

- Specific legal and administrative training.Support resources (practical guides, FAQs, technical support).

5. Recognition of remote teaching work:

- More qualitative assessment systems (not just attendance).
- Performance indicators linked to teachers' actual tasks.

6. Improving work-life balance:

- Expanding flexible working hours.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- Facilitating adjustments to accommodate family or personal circumstances.

We can see that the Manual represents a step forward in standardisation, digitisation and legal certainty, but it carries risks of: bureaucratisation, an excessively controlling approach and an excessive workload for management teams

The main area for improvement would be to move from a model of administrative control towards a model of professional management of teaching time.

1.5. WHAT OPPORTUNITIES (POSITIVE EXTERNAL FACTORS) WOULD THE IMPLEMENTATION OF THE MANUAL OFFER?

1. Modernisation of the education administration:

The mandatory implementation of the Séneca attendance monitoring module, as set out in section 8.2.1 of the Manual, represents a significant step forward in the consolidation of e-government within the Andalusian education sector. This measure is in line with the principles of e-government set out in Law 39/2015 of 1 October on the Common Administrative Procedure of Public Administrations, as well as with the principles of digital administration promoted by the Regional Government of Andalusia through Law 9/2007 of 22 October on the Administration of the Regional Government of Andalusia.

The integrated use of Séneca also enables:

- improved administrative traceability,
- automate procedures,


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- integrate organisational and personnel information,


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- and facilitate future functional improvements to the system.

Furthermore, the ability to link with other educational management modules opens up opportunities for more efficient and coordinated administration. We therefore highlight the following opportunities:

- Promotion of e-government.
- The potential for continuous improvement of the digital system.
- Integration with other educational management modules.

2. Professionalisation of management:

The Manual significantly strengthens the organisational and managerial role of school management teams. Section 8.1 expressly assigns to management teams responsibilities regarding attendance monitoring, leave management and supervision of timetable compliance.

This provision is based on:

- Article 132 of Organic Law 2/2006 on Education (LOE),
- and Article 132.5 of Law 17/2007 on Education in Andalusia (LEA),

which recognise the powers of school management in matters of organisation, staff management and the exercise of disciplinary authority.

This delegation of powers may contribute to:

- strengthen pedagogical and organisational leadership,
- consolidating an institutional culture based on accountability,


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- and progressively professionalise the role of headteachers.

3. Improved transparency and accountability:

The system governed by the Manual incorporates mechanisms for supervision, record-keeping and administrative control that promote transparency in the management of public resources.

Sections 11.1 and 11.2 regulate:

- the production of monthly absence reports,
- supervision by the Education Inspectorate,
- and the work of the Provincial Commissions for the Assessment of Absences.

All of this contributes to:

- improving the traceability of actions,
- ensuring the proper use of human resources,
- and strengthening institutional confidence in the management of public education.

These principles are consistent with:

- the principle of administrative efficiency set out in Article 103 of the Spanish Constitution,


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- and with the principles of transparency and accountability set out in Andalusian administrative regulations.

4. Development of flexible models of teaching practice:

Although the Manual maintains a predominantly face-to-face model, the implicit recognition of teaching tasks not exclusively linked to physical presence at the school opens up possibilities for future development towards more flexible organisational systems.

Section 10.3 notes that the teaching day includes activities inherent to the teaching role that go beyond the hours of direct presence at the school.

This provision may facilitate:

- future hybrid organisational models,
- recognition of remote work,
- and gradual adaptation to new professional models arising from the digital and methodological transformation of the education system.

5. Improvements to the substitution and planning system:

Section 9.4 sets out the procedure for requesting teaching substitutions via Séneca and links organisational decisions to criteria of objective planning and the availability of authorised working days.

Having centralised, up-to-date information on absences and staffing requirements can help to:

- a more agile response to incidents,
- and the optimisation of teacher cover arrangements,


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- more efficient human resources planning

All of this is linked to the principles of efficiency and public resource planning set out in Andalusian civil service regulations.

6. Strengthening the role of the education inspectorate:

The Manual assigns a particularly important role to the Education Inspectorate in the supervision of timetables, absences and administrative procedures.

Section 11.4 expressly states that the Inspectorate shall review:

- monthly reports,
- documentation held in Séneca,
- and the proper justification for decisions taken by headteachers.

This function is consistent with:

- the powers conferred on the Education Inspectorate under the LEA,
- and with the principle of supervision of the education system set out in the LOE. Furthermore, it may promote:
- a more consistent application of the regulations,
- greater regional consistency,
- and a reduction in differences in interpretation between schools.

1.6. WHAT THREATS (NEGATIVE EXTERNAL FACTORS) WOULD THE IMPLEMENTATION OF THE MANUAL PRESENT?


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

1. Resistance from teaching staff:

The strong emphasis on timekeeping and administrative supervision may lead some teachers to perceive this as excessive scrutiny of their teaching activities.

The monitoring mechanisms set out in sections 8, 9 and 12 of the Manual may be interpreted as an intensification of workplace monitoring measures.

This could lead to:

- trade union disputes,
- increased organisational tensions,
- or a loss of professional motivation.

Particularly sensitive are the provisions on unauthorised absences and disciplinary procedures set out in section 9.2.4

2. Overburdening of management teams:

The Manual significantly increases the administrative responsibilities of senior management and management teams.

The duties assigned include:

- daily monitoring of attendance,
- document review,
- issuing reasoned reports,
- handling of appeals,
- disciplinary proceedings,


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- and communication with the Inspectorate and Regional Offices.

This accumulation of duties can lead to:

- professional burnout,
- organisational overload,
- and a reduction in the time devoted to pedagogical leadership.

3. Litigation of administrative and labour disputes:

The procedural complexity of the system and the financial or disciplinary consequences arising from certain decisions may increase administrative conflict.

Procedures relating to:

- pay deductions,
- the classification of absences as unauthorised,
- or the initiation of disciplinary proceedings, may give rise to administrative complaints or contentious administrative appeals.

This possibility is particularly linked to:

- the application of paragraph 12 on proportional salary deductions,
- and the disciplinary procedures set out in paragraph 9.2.4.

4. Technical issues, system dependencies and operational risks:


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

Paragraph 8.2.1 stipulates that the use of Séneca's digital attendance monitoring module is mandatory.

Although paper-based documentation is permitted in exceptional circumstances, the system's heavy reliance on technology may give rise to:

- operational incidents,
- difficulties in the event of technical failures,
- connectivity issues,
- or delays in administrative processing.

This situation may particularly affect centres with

.

5. Risk of uneven implementation across schools:

Despite the Manual's aim to standardise practice, differences in interpretation may persist between schools and educational services.

Aspects such as:

- assessment of supporting documents,
- interpretation of incidents,
- or the application of disciplinary procedures,
- differences in the interpretation of regulations,
- Regional inequality if there is no effective supervision.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

These may give rise to organisational inequalities if there is insufficiently coordinated supervision.

It is precisely for this reason that the Manual reinforces the role of the Education Inspectorate and the Provincial Commissions for the Assessment of Absences.

6. Risk of bureaucratisation of the education system:

The Manual's high procedural density may contribute to reinforcing bureaucratic dynamics within the organisation of schools. The need to:

- record incidents,
- process notifications,
- prepare reports,
- monitor deadlines,
- and documenting actions, can shift part of the management workload from teaching duties towards predominantly administrative tasks.

This could reduce the time available for:

- educational coordination,
- pedagogical innovation,
- support for teaching staff,
- or educational leadership.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

In conclusion, the SWOT analysis of the Manual leads us to the conclusion that it represents a step forward in legal certainty, oversight and administrative modernisation. However, there are risks of increased bureaucracy and organisational overload. The key to success will depend on:

- Adequate training for management teams.
- Technical support from the education inspectorate.
- The simplification of procedures.
- A shift towards more flexible and professional models.

However, it also entails significant risks relating to:

- the bureaucratisation of the system,
- the overburdening of management teams,
- labour disputes,
- and an excessive focus on administrative control.

## 2. MONITORING OF TEACHERS' ABSENCES BY THE EDUCATION INSPECTORATE.

### PRIORITY ACTION ESTABLISHMENTS, EDUCATIONAL

### 1. MONITORING AND ADVICE FOR SERVICES, PROGRAMMES AND


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

**ACTIVITIES WITHIN THE EDUCATION SYSTEM IN ACCORDANCE WITH THE SCHOOL CALENDAR.**

## 2.1. NATURE OF THE INITIATIVE.

The guide sets out a sample-based, targeted approach founded on objective data (Séneca), focusing on short-term leave authorised by the school management. It forms part of the three traditional pillars of the inspectorate's role:

- Supervision
- Monitoring
- Advice

As regulated by Decree 115/2002 and set out in the Order of 26 July 2023.

Among the notable technical elements of this measure within Priority 1, we can highlight: objective sample selection (teachers with a high number of absences), a clear time frame, specific coding of leave, approved instruments, an official reporting channel, and the possibility of an official record and technical report in the event of irregularities being detected by the education inspectorate.

The strategic approach adopted is that this is not, in principle, a punitive measure, but rather a preventive, diagnostic and systemic one. It seeks to detect potential organisational distortions, not merely individual breaches.

It introduces an interesting perspective: the organisational impact of the accumulation of short-term leave.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

This shifts the focus away from isolated legal compliance towards: the quality of the educational service, pedagogical continuity and academic outcomes.

For the Education Inspectorate, this initiative brings with it a number of strengths in the fulfilment of its functions and remit:

- Evidence-based (quantitative data).
- Standardisation of tools (provincial uniformity).
- Administrative traceability.
- Coordination vertical (centres– provincial - Inspectorate General –Deputy Directorate).

From the perspective of school management teams, this initiative has a twofold impact:

a) Strengthening of pedagogical leadership:

The management team is no longer merely an authorising body for leave requests but becomes:

- A manager of organisational impact.
- Responsible for the continuity of the teaching and learning process.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- Supervisors of the balanced allocation of on-call duties and support staff.

The principle of managerial responsibility set out in Law 17/2007 is strengthened.

b) Practical implications:

- Improve record-keeping in Séneca.
- Review internal authorisation criteria.
- Assess the cumulative impact.
- Document decisions.

May initially result in:

- An increased administrative burden.
- A need for an internal review of protocols.

However, in the medium term, it leads to: greater professionalisation of management, clarity of criteria and legal protection against potential claims.

c) Organisational benefits for the centre: improved planning of on-call duties, reduced disruption to teaching, better forecasting of replacement needs and a review of the allocation of support staff. Furthermore, it introduces a culture of data analysis into management.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

This measure is fully integrated into the strategic framework approved by the Regional Ministry of Educational Development and Vocational Training via the Order of 26 July 2023.

Alignment with strategic objectives:

- Improvement of organisational functioning.
- Ensuring effective school time.
- Indicator-based evaluation.
- Accountability.

It is also linked to Approved Action 4 (annual reports).

b) Systemic impact. The measure results in:

- A regional database on short-term absences.
- The ability to identify provincial patterns.
- Information for future policy decisions.
- Evidence to inform human resources policies.

In other words, an everyday phenomenon is transformed into strategic information, the overall assessment of which is: a modern, data-driven inspection


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

model, a preventative rather than reactive approach, a balance between monitoring and guidance, and an initiative consistent with the 2023–2027 multi-annual plan. It is not merely a matter of monitoring absences, but of analysing their organisational and pedagogical impact on the performance of the Andalusian education system.

### 2.2. PROPOSED MODEL FOR THE MONITORING OF ABSENCES FOR PRIORITY ACTION 1 (AUTONOMOUS COMMUNITY OF ANDALUSIA).

Justification for the proposal:

This format ensures that the inspectorate has an evidence-based database for accountability and for potential future policy-making.

The nature of the initiative to monitor teacher absences, as revealed by the sources, marks a turning point between traditional inspection and a modern, evidence-based management model. The key aspects defining this nature are discussed below:

A. The Dilemma between Punitive and Preventive Measures.

Although the initiative may result in the issuance of a report or technical document if irregularities are detected, the sources emphasise that its strategic approach is not punitive in nature:

- Preventative Approach: It is defined as a preventative, diagnostic and systemic initiative. Its ultimate aim is not to 'catch' individual breaches, but to detect organisational distortions that affect the centre's operations.
- Legal Safeguard: Paradoxically, what might appear to be greater administrative control translates, according to the sources, into legal protection for


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

management, by professionalising management and clarifying authorisation criteria.

B. From Legality Checks to Pedagogical Impact.

One of the most interesting points for debate is the shift in focus. Sources suggest that it is no longer sufficient for a leave of absence to be 'legal' in an isolated sense:

- Focus on Quality: Supervision now centres on the organisational impact of the accumulation of leave. It analyses how these absences affect pedagogical continuity, to the planning of duty rosters and, ultimately, to academic outcomes.

- Leadership vs. Bureaucracy: For school leaders, the nature of this approach means they must move beyond being mere 'authorisers' to become impact managers. This strengthens their pedagogical leadership, even if it initially entails a greater administrative burden.

C. Objectivity versus Discretion.

The nature of this initiative is firmly rooted in the objectivity of the data.

- Use of Séneca: The sample is not arbitrary; it is based on quantitative data from the Séneca platform, focusing on teachers with a high number of short-term absences.

- Standardisation: To avoid discrepancies in criteria between inspectors or provinces, standardised tools are introduced to ensure administrative traceability and provincial uniformity.

D. Balance of the Three Classical Pillars.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

The approach is constantly balanced between the three pillars of the inspection function: Supervision, Control and Advice:

- Control manifests itself in the verification of coding and technical justification.

- Advice is provided when the inspection helps school management to review their internal protocols and authorisation criteria.

- Supervision rises to a strategic level, transforming an 'everyday occurrence' (absenteeism) into strategic information for the Andalusian education system.

In conclusion, the nature of this initiative is not purely administrative, but rather seeks to have a systemic impact. It transforms the monitoring of absences into a tool for accountability and the improvement of organisational functioning, aligning with an inspection framework that values effective school time as a right of pupils.

## APPENDIX

**TOOLS FOR MONITORING, GUIDANCE AND ADMINISTRATIVE STREAMLINING IN THE MANAGEMENT OF TEACHERS' COMPLIANCE WITH THE SCHOOL DAY AND TIMETABLES, AS WELL AS FOR PRIORITY ACTION 1 IN THE AUTONOMOUS COMMUNITY OF ANDALUSIA.TOOL 1: School management**


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

**procedure regarding incidents relating to teachers' compliance with working hours and timetables**

## PROCEDURE FOR UNJUSTIFIED ABSENCES

### Actions to be taken at the school once an absence has occurred

| | **YES/NO Date** |
|---|---|
| **A.1 Leave and time off expressly refused** (Resolution 30/09/24, 9.2.5). Indicate the date of the decision refusing the request. | |
| A decision on the unjustified absence is issued | |
| The decision is communicated to the SIE together with the report | |

| | **YES/ NO Date** |
|---|---|
| **A.2 Planned absence** | |
| Annex I of the Circular on Leave and Absences has been submitted with supporting documentation (if there is no deadline for submitting supporting documentation, the deadline shall be 10 working days). | |
| **Management actions** | |


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

| | |
|---|---|
| If the documentation submitted is deemed insufficient, Annex A is issued | |
| The person concerned receives Annex A | |
| The person concerned submits their representations | |
| The case is definitively recorded as 'Not Justified' and a decision is issued | |
| The decision is communicated to the SIE together with the report | |
| Disciplinary proceedings are initiated | |


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

TOOL 2: Educational Inspection Report.

| | **YES/ NO Date** |
|---|---|
| **A.3 Unexpected absence** | |
| The management team or the person in charge of the service was notified on the same day it occurred | |
| Submit Annex I with supporting documentation retrospectively (by the day of return at the latest). | |
| **Action taken by management** | |
| If no supporting documentation has been submitted, or if the documentation submitted is deemed insufficient, Annex A is issued | |
| The person concerned receives Annex A | |
| The person concerned submits their representations | |
| The case is definitively recorded as 'Not Justified' and a decision is issued | |
| The decision is communicated to the SIE together with the report | |
| Disciplinary proceedings are initiated | |


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

**Date:** The date of the digital signature

**Mr/Ms Regional Representative**

**Ref.:** SIE xxxxxx/ P-

**Subject:** Unexcused absence

Ms _____, Education Inspector, in relation to the unauthorised absence detailed below, hereby reports the following, in accordance with the provisions of the Resolution of 30 September 2024, issued by the Directorate-General for Teaching Staff and Human Resources Management, which approves the Manual for the management and compliance with working hours and timetables in public educational establishments and educational support services under the jurisdiction of the Regional Ministry responsible for education of the Regional Government of Andalusia:

**a) Employee details**

| | |
|---|---|
| **Service Centre Code:** | |
| **First name and surname:** | |
| **National Identity Card/National Registration Number:** | |
| **Grade and Specialism:** | |
| **Category of staff: (if applicable)** | |

| **Start date** | **End date** | **Total days** | **Total hours*** |
|---|---|---|---|
| | | | |


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

## REPORT

**Firstly.** The procedure followed by the school management for the processing and monitoring of absences complies with the provisions of section 9 of the Manual for the management and compliance with working hours and timetables in public educational establishments and educational support services under the jurisdiction of the Regional Ministry responsible for education of the Regional Government of Andalusia, as referenced in the attached management report.

**Secondly.** Article 30.1 of the consolidated text of the Basic Statute of Public Employees, approved by Royal Legislative Decree 5/2015 of 30 October, stipulates that 'without prejudice to any disciplinary sanction that may apply, the portion of the working day not worked shall give rise to a proportional deduction from remuneration, which shall not be of a punitive nature'.

**Thirdly.** Article 132 of Andalusian Education Act 17/2007 provides that the management of educational establishments shall be competent to exercise disciplinary authority in the following cases:

a) Unjustified failure to comply with working hours up to a maximum of nine hours per month.

b) Unjustified absence on a single day.

c) Failure to fulfil duties and obligations, provided that such failure is not to be classified as serious misconduct.

**Fourth.** By the Order of 7 November 2019, the following powers, amongst others, relating to human resources are delegated to the heads of the Regional Delegations:


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

- In relation to teaching staff posted to the respective province:

a) The initiation and resolution of disciplinary proceedings for minor offences, unless such powers are assigned to other bodies, and, in the cases listed below, the initiation and resolution of disciplinary proceedings for serious or very serious offences, as appropriate:

- In relation to career civil servants and temporary civil servants:

1. Unjustified failure to work the required hours, amounting to more than nine hours per month in total.
2. The third instance of unjustified absence within a three-month period, where the two previous instances had been subject to disciplinary action for a minor offence.

- In relation to contract staff:

1. Absence from work without valid reason for more than two days per month.
2. Repeated instances of tardiness without valid reason, for more than five days a month.
3. The late submission of sick leave notification forms, more than seven days after the date of issue, except in cases of force majeure.

In view of the above, the following is proposed:

## PROPOSAL

**First.** To refer the case in question to the Provincial Commission for the Assessment of Absence Offences.

I hereby bring this to your attention for your information and for the appropriate purposes.


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

Approved

The Head of the Inspection Service

The Education Inspector


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895

DOCUMENT 3: Monitoring of teachers' absences for Priority Action 1

**Approach: Validation of management authorisations and organisational impact**

| **Absence Reference (Teacher/Date)** | **Séneca/Documentary Monitoring Indicator** | **Are any irregularities justification detected? ?** | **Deadline/Outcome of Rectification made to manage ment?** | **Comments on Pedagogical/Organisational Impact (Inspection Management)** | **Does this give rise to a report or technical report? (If not rectified)** | **Has a formal or lack of request of teaching sessions affected and subjects** | **Teaching continuity/Number** |
|---|---|---|---|---|---|---|---|
| Sample ID: XXX | Correct authorisation YES / NO | **YES / NO** | Assessment of on-call of the authorisation. | | | | |


Recepción: 07/07/2026 Aceptación: 16/09/2026

*Supervision21 nº 82*
https://doi.org/10.52149/Sp21
ISSN 1886-5895

| | | | | |
|---|---|---|---|---|
| | | | duty and additional teaching support. Continuity of the teaching process. Impact on | **YES / NO** |
| Sample ID: XXX | Case ID: XXX | documentation. | YES / NO | learning outcomes learning outcomes. Analysis of accumulation of permits. |
| | | Authorisation authorisation criteria applied. | YES / NO | Balanced distribution of tasks. |
| Sample ID: XXX | | Record of the decision in Seneca. | YES / NO | |


Recepción: 07/07/2026 Aceptación: 16/09/2026

*Supervision21 nº 82*
https://doi.org/10.52149/Sp21
ISSN 1886-5895

**YES / NO**

**YES / NO**

**YES / NO**


Recepción: 07/07/2026 Aceptación: 16/09/2026

https://doi.org/10.52149/Sp21
ISSN 1886-5895


Recepción: 07/07/2026 Aceptación: 16/09/2026

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ISSN 1886-5895

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Recepción: 07/07/2026 Aceptación: 16/09/2026