



Department  
for Education

# Teachers', leaders' and governors' views on the pay framework

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# Executive Summary

## Background

There has been a significant overhaul to school teachers' pay and conditions over recent years, as part of wider government efforts to drive up quality and standards. The government carried out significant reforms of the pay framework in December 2012 and February 2014, which were implemented in September 2014 for teachers and 2015 for headteachers, principally aiming to tie pay more clearly to performance. These changes were directed at local authority maintained schools and were voluntary for academies. Research conducted around the time of the introduction of the pay reforms showed that teachers had mixed views on the pay reforms, with teachers and headteachers divided in their opinions of whether the move to performance-related pay was beneficial and whether they would be rewarded appropriately for the quality of their teaching (O'Beirne and Pyle, 2014; Marsden, 2015). However, a recent evaluation of teachers' pay reform (Sharp et al, 2017) for the Department for Education (DfE) indicated that that two thirds (66 per cent) of teachers felt they understood their school's pay policy following reform and the majority of teachers held positive attitudes about their school's pay policy.

## Aims

Following these reforms, and in order to support the goal of providing a clear and compelling career pathway for teachers, the DfE is keen to ensure that the pay framework continues to motivate teachers at all stages of their careers and that it provides sufficient flexibility to enable teachers to adapt their responsibilities to different stages of their career. DfE commissioned the Institute for Employment Studies (IES) to carry out this research in May 2018. The aim of this research is to provide insight into teachers', leaders' and governors' views on the teachers' pay framework which will help to identify whether any further reforms or changes are necessary and, if so, on what particular issues they might focus.

## Objectives

The research provides insights from teachers, leaders and governors on four areas which make up the four main sections of this report:

- views and understanding of the current teacher pay framework;
- views on the use of the main pay range (MPR) and upper pay range (UPR);

- views on uses of Teaching and Learning Responsibility Allowances (TLRs) and safeguarding of allowances<sup>1</sup>; and
- views on how the current pay framework is supporting recruitment and retention, how it might be improved to provide a clearer career pathway and how it might improve recruitment and retention within the profession.

## Methodology

To fulfil the aims and objectives above, a mixed methods approach was utilised combining quantitative survey data and qualitative interview data. IES commissioned YouGov to carry out an online survey of teachers and headteachers (716 respondents) in June 2018, which was combined with data IES collected from conducting telephone interviews with 15 headteachers and 50 teachers in June and July 2018. The views of school governors were collected through two webinars (seven participants and four participants respectively) and two governors completed the questions by email, in July 2018. Further information on the methodology can be found in Section 1.

## Key Findings

### General views on the teacher pay framework

Teachers reported that pay ranges and the framework are not being discussed very much in schools and that they found out about them through their own research. However, some headteachers reported that they were using performance management support to help communicate about the pay framework. Interviewees also commented that the pay framework was not being applied consistently across school types. Headteachers in the survey had greater understanding of various aspects of the pay framework and progression than teachers. Interviewees held mixed views about teachers choosing to step down the pay framework if they wished or headteachers being able to offer non-consolidated payments to teachers to boost pay. Both were considered as good

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<sup>1</sup> A safeguarding of allowances can be given to a teacher who loses a post due to reorganisation of their school or closure of their school. It means they continue to receive the salary prior to the change for a period of three years from the change being made. [School Teachers' Pay and Conditions Document \(STPCD, 2017\)](#)



ideas in theory but that, in reality, they may be difficult to offer or achieve due to workload and budget constraints.

### **Views on the main and upper pay ranges**

There appears little consensus on whether or not a single versus a dual pay range is better. What does appear clear is a desire on the part of teachers for clarity about the criteria and process for moving from the MPR to the UPR. Teachers also desire greater parity – the feeling that there is consistency across and within schools in how movement from the MPR to the UPR happens. For headteachers, there is a desire for flexibility in how the pay ranges are operated, and a feeling that whatever flexibility exists is often constrained by overall budgets.

### **Understanding and usage of allowances**

The use of allowances in the framework is clearly valued by teachers and headteachers alike, but interviewees often suggested that there are widespread issues in the way that they are understood and awarded. There was a call for a greater level of clarity in how they are advertised in schools with teaching roles and what is actually required of them in terms of additional responsibilities. Concern was raised about the lack of consistency within schools and across different schools. Teachers are largely left to find out the information for themselves and from each other, in spite of clear school guidelines being available on websites, etc. This often leads to misconceptions about how allowances are awarded and this can mean teachers feel they have been unfairly treated. Teachers had low understanding of safeguarding of allowances, and headteachers and governors felt that three years was an overly generous time period which meant that restructuring savings were delayed.

### **Recruitment and retention**

The majority of teachers, headteachers and governors felt that teaching is not primarily about pay and believe it is not what attracts people to the profession. However, when pay is regarded by teachers as unfairly awarded, or unequal to the task, it has a profound impact on their motivation. As it stands, the framework is thought to be better at recruiting than retaining teachers. For those who want to move into the higher pay ranges or into a leadership role, the system works as markers of progression, but the level of additional responsibility attached to more senior roles can present a significant barrier to this.

## **Conclusions**

The research aimed to provide insight into teachers', leaders' and governors' views on the reformed teachers' pay framework. A variety of perspectives emerged, indicating that there are mixed levels of understanding on many aspects of the pay framework.

Generally, headteachers and governors are more aware of (and more positive about) the different aspects of the framework and allowances, than teachers.

# Section 1 – Introduction

## Policy Context

Currently, school teachers' pay is managed through a broad national pay framework, within which school leaders and governing bodies have considerable autonomy for local decision-making (School Teachers' Review Body (STRB), 2018). At national level, statutory pay and allowance ranges for teachers and school leaders in local authority maintained schools<sup>2</sup>, in England and Wales<sup>3</sup>, are set out within the School Teachers' Pay and Conditions Document (STPCD).

There are four pay ranges for school teachers, outside of the pay range for Leadership<sup>4</sup>:

- the main pay range (MPR) for qualified teachers;
- the upper pay range (UPR);
- the leading practitioner pay range for qualified teachers that has the primary purpose of modelling and leading improvement of teaching skills; and
- the unqualified teacher pay range.

The STPCD requires all teachers in local authority maintained schools to be paid between the minimum and maximum of their relevant pay range (See Appendix A for details of the current pay ranges). Since 2015, there have been no statutory pay points between the minimum and maximum for each pay range; however many schools have retained pay points between the minima and maxima<sup>5</sup>.

It is expected that good teachers should progress to the maximum of the MPR in about five years (STRB, 2018) and qualified teachers may apply annually to be paid on the UPR in line with their school's pay policy, with movement onto the UPR subject to assessment and recommendations from the teachers' appraisal reports (STPCD, 2017). At a local level, school leaders and governing bodies set the pay policies for their schools, aligned with the national framework, to best respond to their local conditions. These local pay policies determine individual pay increases and progression decisions.

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<sup>2</sup> However, many academies also follow the STPCD (IDR, 2017).

<sup>3</sup> Responsibility for teachers' pay and conditions will be devolved to Welsh Government from September 2018.

<sup>4</sup> The leadership pay range was outside of the scope of this research.

<sup>5</sup> Known in most schools as M1-M6 for the MPR and U1-U3 for the UPR.

Schools are able to offer teachers Teaching Learning Responsibility (TLR) allowances for additional levels of responsibility in three categories (TLR1, TLR2 and TLR3), which are safeguarded from any restructuring changes for three years (more details of TLRs and safeguarding of these allowances are given in Section 4).

There has been a significant overhaul to school teachers' pay and conditions over recent years, as part of wider government efforts to drive up quality and standards. The elements of the current pay framework were introduced by the government in December 2012 and February 2014 and were implemented in September 2014 for teachers and 2015 for headteachers, principally aiming to tie pay more clearly to performance. These changes were directed at local authority maintained schools and were voluntary for academies.

In 2012, the Secretary of State for Education asked the Department for Education (DfE) to consider:

- how the teachers' pay framework should best be made more market-facing in local areas;
- how the pay scales, at the time including the main and upper pay scales, should be reformed to link pay and performance more effectively, including arrangements for progression;
- what other reforms should be made to teachers' pay and conditions in order to raise the status of the profession and best support the recruitment and retention of high quality teachers in all schools.

The main changes (STPCD, 2013), effective from September 2013 (and impacting pay from 2014 for teachers and 2015 for headteachers) were:

- the ending of annual incremental pay progression for all pay after the September 2013 pay award;
- the introduction of pay progression linked to performance for all pay from September 2013 onwards;
- the removal of Advanced Skills Teachers (ASTs) and Excellent Teachers' (ETs) pay scales and assessment arrangements;
- the introduction of the new pay range for leading practitioners;

- the replacement of the current threshold test for progression from the MPR to the UPR with new, simpler criteria;
- giving schools more freedom to determine starting salaries of teachers new to the school;
- the introduction of fixed-term teaching and learning responsibility (TLR) allowances for classroom teachers undertaking a sustained additional responsibility – TLR3.

Research conducted around the time of the introduction of the pay reforms showed that teachers had mixed views on the pay reforms with teachers and headteachers divided in their opinions of whether the move to performance-related pay was beneficial and whether they would be rewarded appropriately for the quality of their teaching (O’Beirne and Pyle, 2014; Marsden, 2015). However, a recent evaluation of teachers’ pay reform for DfE (Sharp et. al., 2017) indicated that that two thirds (66 per cent) of teachers felt they understood their school’s pay policy following reform. The majority of teachers were also found to hold positive attitudes towards their school’s pay policy, with over half of teachers agreeing that: it treated all staff equally without favouritism (60 per cent); was easy to understand (57 per cent); and was applied consistently (52 per cent) (Sharp et. al., 2017). The study, however, did find that fewer teachers were convinced of the motivational nature of their school’s pay policy, with only about a third (34 per cent) agreeing that the pay policy had resulted in a fair allocation of pay within the school; and some two-thirds felt that it had added to their workload (Sharp et. al., 2017).

Whilst workload pressures (House of Commons Committee of Public Accounts, 2018) and accountability have long been central factors linked to teacher retention, pay has become an increasingly significant consideration, especially in the light of the public sector pay restraint which limited average pay awards to one per cent (STRB, 2017) and which coincided with the pay reforms.

Sharp and colleague’s (2017) evaluation found that most headteachers, interviewed in spring 2015, believed that the pay reforms had not had an immediate impact on teacher recruitment and retention at that time, although a third (33 per cent) did report that the reforms had already had a positive impact on teacher retention.

The latest STRB report (STRB, 2018), acknowledged that maintaining teacher supply has become increasingly difficult. It reported that trends in teacher recruitment and retention data show that schools continue to face substantial pressures retaining staff

and filling vacancies, with the recruitment target to postgraduate Initial Teacher Training (ITT) missed for the sixth successive year in 2017/18. The numbers of schools reporting teacher vacancies and temporarily-filled posts and of teachers resigning from the profession have also continued to increase. The STRB noted that these concerning trends are occurring against a predicted increased demand for teachers, particularly in secondary schools, due to forecast changes in the pupil population<sup>6</sup>. The report also acknowledges emerging problems in recruiting and retaining school leaders.

Key contributory factors to these recruitment and retention issues include the relative pay trends and the weakening of the competitive position of the teaching profession. The STRB report highlights that teaching continues to lag behind other graduate professions, both in terms of starting salaries<sup>7</sup> and pay progression opportunities.

### **STRB recommendations**

School teachers' pay has been subject to the one per cent public sector pay cap since September 2013. However, in September 2017, it was announced that government policy on pay for public sector workers was changing from 2018/19 in recognition that "in some parts of the public sector, particularly in areas of skill shortage, more flexibility may be required to deliver world class public services...including in return for improvements to public sector productivity" (HM Treasury, 2017). It was also stated that pay discipline would however still be required to maintain affordability.

In July 2018, the STRB recommended that from September 2018, the pay and allowance ranges for teachers and school leaders should be uplifted by 3.5 per cent in order to address the concerning trends in teacher retention (STRB, 2018). The government announced that the MPR for classroom teachers would increase by 3.5 per cent; 2 per cent for teachers on the UPR; and 1.5 per cent for those in leadership positions, and announced a new teachers' pay grant – worth £187 million in 2018/19 and £321 million in 2019/20 (DfE, 2018b). These changes were announced part way through the research (before the final few interviews had taken place) but there was no indication that this influenced participants' responses.

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<sup>6</sup> The number of pupils of secondary school age is forecast to rise by 540,000 (19.4%) between 2017 and 2025 (House of Commons Committee of Public Accounts, 2018).

<sup>7</sup> The starting salary for a teacher is £22,917 outside of London and £28,660 in inner London and the average gross pay for a teacher was £38,700 in 2017 (DfE, 2018b)

## Aims

Following the reforms and in order to support the goal of providing a clear and compelling career pathway for teachers, the DfE is keen to ensure that the pay framework continues to motivate teachers at all stages of their careers and that it provides sufficient flexibility to enable teachers to adapt their responsibilities to different stages of their career. DfE commissioned the Institute for Employment Studies (IES) to carry out this research in May 2018. The aim was to provide insight into teachers', leaders' and governors' views on the teachers' pay framework which will help to identify whether any further reforms or changes are necessary and, if so, on what particular issues they might focus.

## Objectives

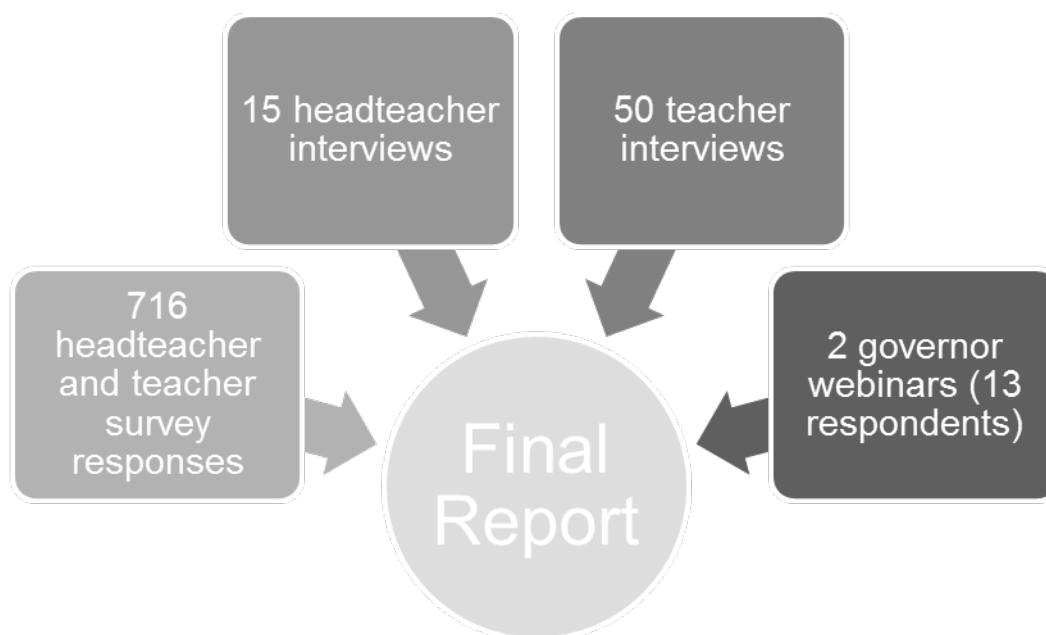
The research provides insights from teachers, leaders and governors on four areas which make up the four main sections of this report:

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- views on how the current pay framework is supporting recruitment and retention, how it can be improved to provide a clearer career pathway and how it might improve recruitment and retention within the profession.

## Methodology

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Figure 1: Methodology



Source: IES 2018

## Survey sample

The YouGov survey was sent via email link to a random sample of YouGov's panel of over 800,000 members who met the sample definition and quotas which were set to be broadly representative of school teaching staff in England<sup>8</sup>. The survey was open between the 4<sup>th</sup>- 19<sup>th</sup> of June 2018 and achieved a sample of 716 respondents. The respondent survey sample was made up of over half of primary school respondents (53%), and two fifths secondary school respondents (40%) with a small percentage of all through schools (7%). Almost half of the sample were from maintained schools (46%), two fifths were from academies (38%) and ten per cent were from private schools<sup>9</sup>. The schools were based across the regions with slightly more respondents from the South East (see Figure 2).

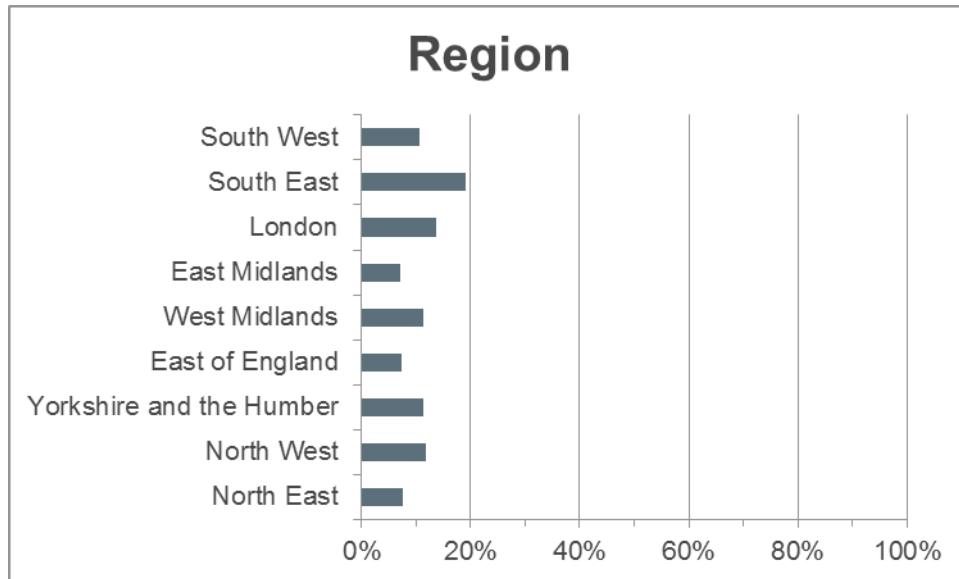
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<sup>8</sup> The responding sample is statistically weighted by YouGov to better represent the national teaching population based on official government statistics on all of the questions except the demographic ones presented in this section.

<sup>9</sup> Six per cent of the respondents answered 'none of the above' for this question and the research team have no further data on which school types they are from.



Figure 2: Region of survey respondents (%)



Source: IES/ YouGov Survey, June 2018

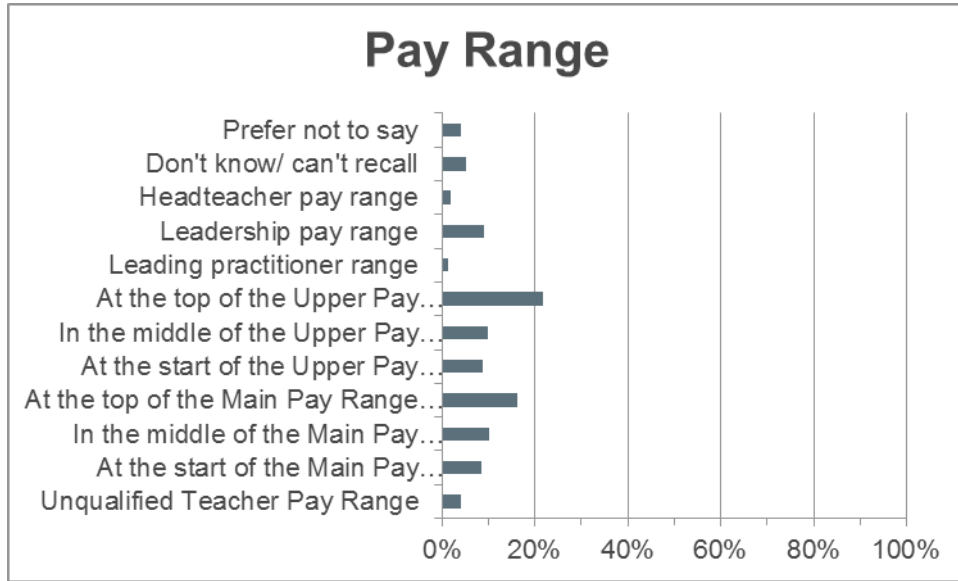
Due to rounding, percentages do not always equal exactly 100%.

The respondents were asked about their role in the school - most respondents were teachers (58%), a tenth were headteacher/ principals or deputy/ assistant headteachers (10%), almost a quarter were other senior teachers (23%), with the remainder saying they were supply teachers (9%)<sup>10</sup>. The respondents were also asked which part of the teacher pay range they were on. There was a good spread of responses from the MPR and UPR, with lower proportions of respondents from the unqualified teacher pay range (4%), leading practitioner range (1%), leadership pay range (9%) and the headteacher pay range (2%) (See Figure 3).

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<sup>10</sup> These were self- classified and categories were headteacher/ principal, deputy or assistant head, senior leader (e.g. key stage Leader, assessment leader), teacher or supply teacher. The categories for headteacher/ principal and deputy/ assistant headteachers were small (74 in total) so were combined to make one category in the rest of the report. Supply teacher findings are not reported in this report as they were not within the scope of this project.

**Figure 3: Pay ranges of the survey respondents (%)**

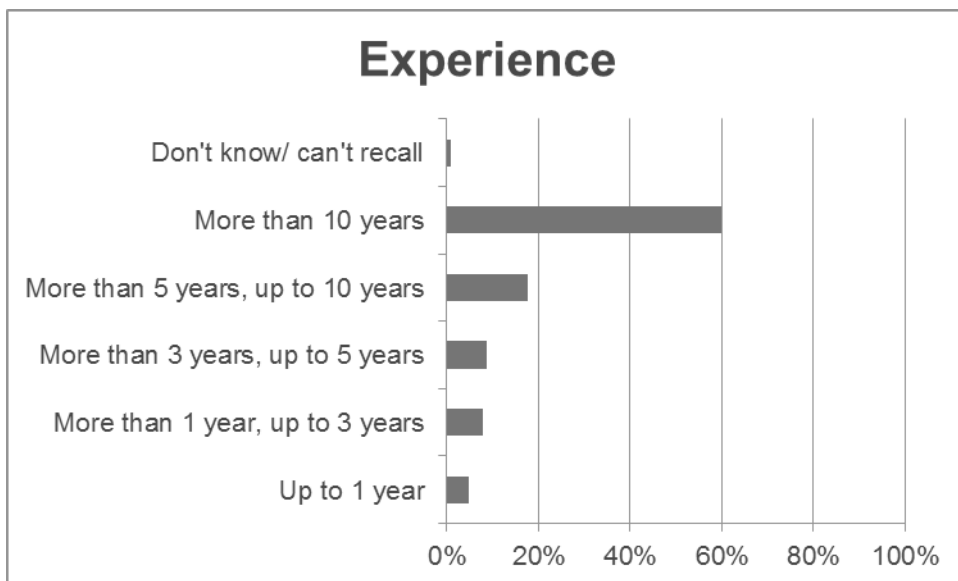


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

The level of experience of the respondents was also mixed with quite low proportions in the first couple of years teaching but then over half had over ten years' experience (see Figure 4). Therefore the sample is more experienced and with more senior teachers than would be fully representative of the teacher population and this should be considered when interpreting the findings.

**Figure 4: Years of experience in teaching (%)**



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

## Interview samples and recruitment

Headteacher and teacher interviewees were sampled using the DfE's 'Get information about schools' database (2018a)<sup>11</sup> with quotas based on achieving a spread of school types, phase and region. Headteachers were approached by letter, email and by phone, with approximately half of the respondents recruited through this route. In addition, information about the project was shared through snowballing techniques and social media campaigns on Twitter, LinkedIn and Facebook. The interviews took place between June and July 2018. For details of the headteacher and teacher samples, please see Appendix B. The headteacher and teacher samples were similar to the survey sample and also had larger number of respondents from the south and more senior teachers.

The governors were approached through an advert in the National Governance Association (NGA) weekly newsletter and through social media campaigns on Twitter and LinkedIn. Sixteen governors were scheduled to attend two webinars in July 2018. Seven governors attended the first webinar. Unfortunately, five governors could not attend the second webinar at late notice and therefore were requested to complete the questions by email instead. Of these five, two governors responded by email with the completed questions. For details of the governor sample, please see Appendix B.

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<sup>11</sup> See [Get Information About Schools](#).

## Section 2 – Understanding and general perceptions of the pay framework

### Summary

Teachers reported that pay ranges and the framework are not discussed much in their schools and that they found out about them through their own research. However, some headteachers reported that they were using performance management support to help communicate about the pay framework. Interviewees also commented that the pay framework was not being applied consistently across school types. Headteachers in the survey were clearer about various aspects of the pay framework and progression than teachers and were more positive about the pay framework enabling teachers to build their careers. Interviewees held mixed views about choosing to step down the pay framework if they wished or headteachers being able to offer non-consolidated payments to teachers to boost pay. Both were considered as good ideas in theory, but in practice they might be difficult to offer or achieve due to workload and budget constraints.

### Understanding of the pay framework

Many teachers reported in the interviews that pay ranges and the framework are not discussed much in schools and some of them said that they had not been clear when starting teaching about how the framework operated. When the framework was discussed this was often in the context of a new pay policy at their schools. Many teachers, in particular those at the start of their careers, said they wanted more support:

*“A little bit more of an open conversation rather than this [the information that is currently given], you just get it in your pay slip and then that’s it... They’re very open and happy for us to pop in and have a chat but there’s nothing to actively explain the scales to you.”*

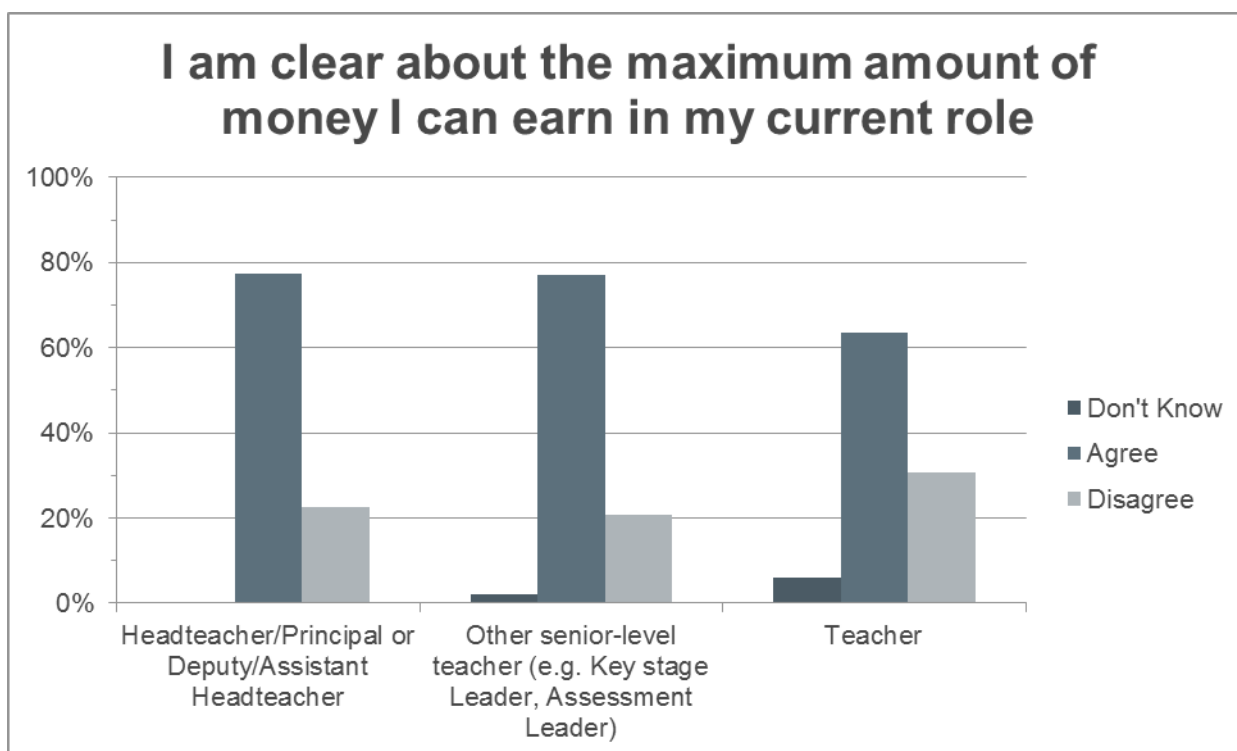
(Teacher, Primary Maintained School)

Conversely, headteachers believed that they were communicating about the pay system to staff, through their pay policy, job advertisements, staff structure and in performance reviews. In contrast, teachers said that they often found out about the pay ranges and progression through their own research, using DfE’s or their school’s websites and through the unions, for example. Several teacher interviewees commented that it would be valuable to discuss the pay ranges during initial teacher training (ITT). One interviewee commented:

*“When I got my contract initially it simply said what scale you’re on and at what point you’re on and how much that is. That’s the first time I had heard about teacher pay scales. I thought that my school would just decide what I was going to be paid; I didn’t really know anything about it. No information came with that in terms of what the pay scales are and what they mean. So I looked that information up myself and I looked at my school’s pay policy. And that’s when I got the bigger picture about what my pay scale was.”* (Teacher, Secondary Academy School)

Headteacher interviewees had a greater level of understanding about the pay framework and progression than teacher interviewees. This was also supported by the survey data. Teachers were less clear on the pay framework than headteachers across all survey questions. As Figure 5 shows, 63 per cent of teachers agreed with the statement ‘I am clear about the maximum I can earn in my current role’. Amongst headteachers and deputy headteachers, 77 per cent agreed with the statement.

**Figure 5: ‘I am clear about the maximum I can earn in my current role’ by role (%)**



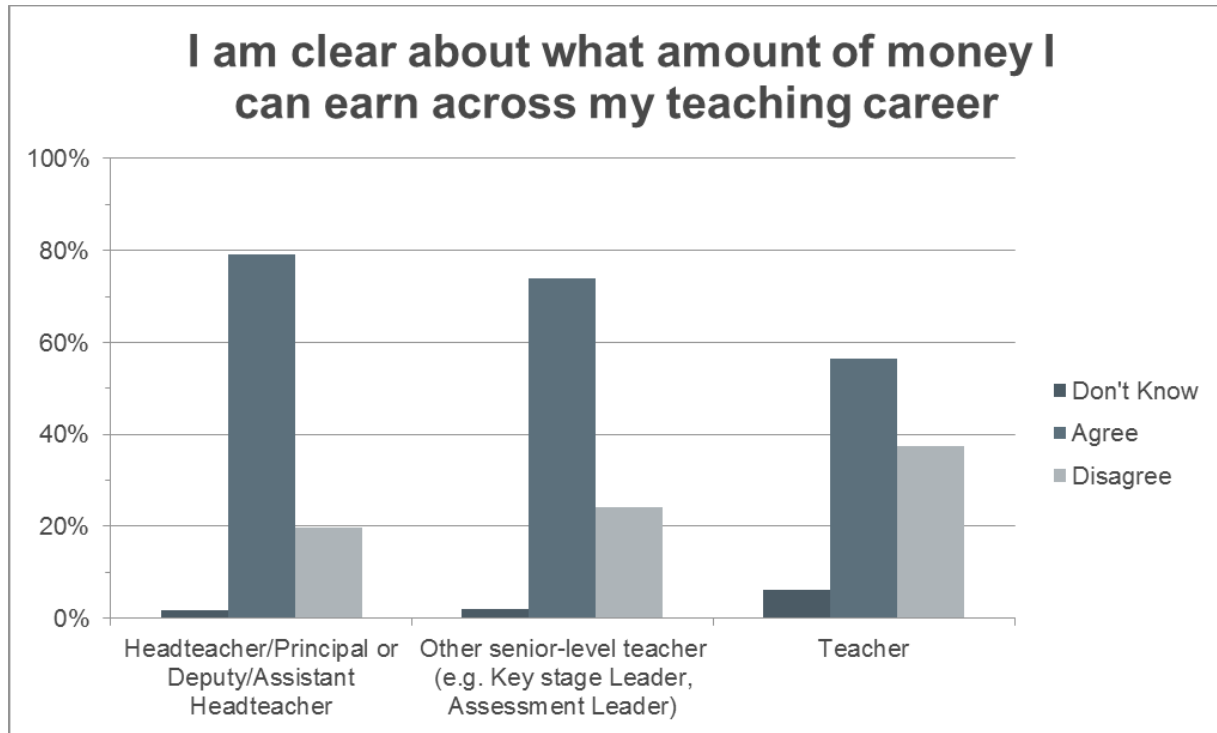
Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

When considering their potential earnings beyond their current role, all staff - but particularly teachers - were less clear. Of the whole sample, 62 per cent agreed with the statement ‘I am clear about what amount of money I can earn across my career’, whilst 32 per cent disagreed and five per cent didn’t know. Again, understanding was relatively

high amongst headteachers and deputy headteachers, with 79 per cent agreeing with the statement. For teachers, 57 per cent agreed with the statement, 37 per cent disagreed and six per cent didn't know (see Figure 6).

**Figure 6: 'I am clear about what amount of money I can earn across my teaching career' by role (%)**

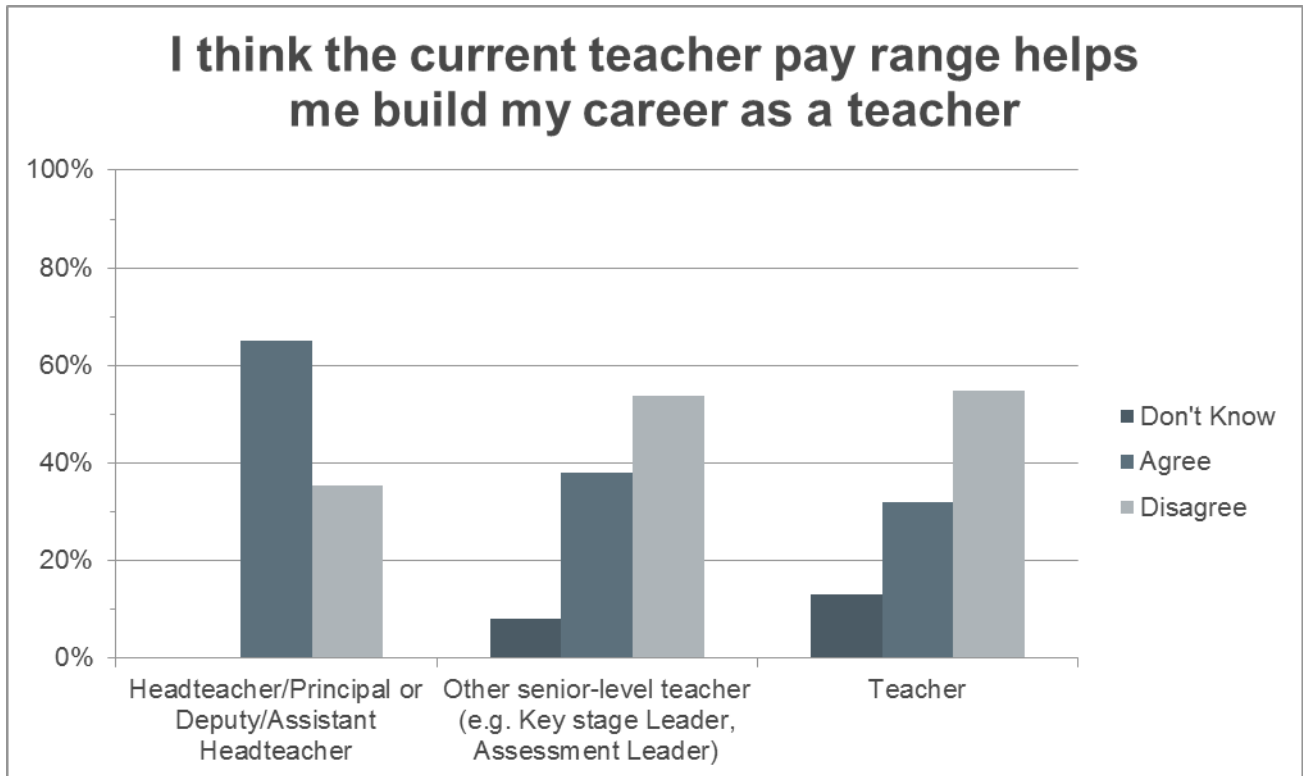


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

In terms of progression and career building, 36 per cent of survey respondents agreed with the statement 'I think the current teacher pay range helps me build my career as a teacher', whilst 53 per cent disagreed and 12 per cent didn't know. Again, as Figure 7 shows, headteachers and deputy headteachers are more likely to agree with this than teachers, with a clear decline in agreement with more junior staff. There were no substantial differences in the survey responses to these three questions between primary and secondary schools, or maintained schools and academies.

Figure 7: 'I think the current teacher pay range helps me build my career as a teacher' by role (%)



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

## Perceptions of usefulness and clarity

Many of the teacher interviewees felt that pay ranges across schools were being applied variably. There were perceived differences between maintained schools and academies, for example. Some teachers at academies noted that maintained schools near them paid better salaries. However, maintained schools interviewees thought that academies were often able to offer better salaries and so attracted teachers that way. As one maintained headteacher noted, the local academy was able to offer much larger salaries than they could and bonuses as well, which they felt was unfair. Some headteacher interviewees at academies reported liking the flexibility they had, but found they needed to match maintained schools pay policies in their area anyway. All of the headteachers from academies the research team spoke to were using the MPR and UPR.

*“My initial reflection is that as [an] academy we are operating in [a] multi-academy trust and I welcome the freedom and flexibility to use pay to attract and retain good teachers. But I do have regard for the local and national context and my pay policy reflects local policy”.* (Headteacher, Secondary Academy School)

Some of the governors also commented on the differences between maintained schools and academies and said that academies offering more made it very difficult for maintained schools to recruit, but that it often left academies in a deficit that was not sustainable.

Data from the survey suggests that a majority of staff feel the teacher pay framework could be made simpler. Over half (54%) of respondents agreed with the statement 'I think the current teaching pay structure should be simplified', whilst 30 per cent disagreed and 16 per cent didn't know. There was little difference between maintained schools and academies on this question, with 55 per cent and 52 per cent of staff at maintained schools and academies agreeing with the statement respectively.

Several teacher interviewees also commented on the lack of clarity:

*"To understand what you're supposed to be doing and what you could [be] paid extra to do, I don't think it's clear at all."* (Teacher, Primary Maintained School).

However, governors felt that increasing school funding rather than changing the pay framework was important for improving recruitment and retention and rewarding good performance. They reported that there was a lot of pressure from headteachers on improving salaries especially for headteachers and senior staff, which put governors in a very difficult position.

A governor interviewee stated:

*"Schools are consistently asking more and more of staff in an interconnected system, most people place job satisfaction ahead of pay, but when this diminished because of pressure, pay becomes an issue. You are then in a spiral if not in a position to incentivise with pay... we manage every penny as carefully as we can but there'll come a time soon when this is going to break."* (School Governor)

Several headteachers also commented on the need for an overall pay rise across the sector which they felt was more important than issues around the actual framework. Most teachers agreed with this perspective and commented that they did not think the pay framework was the problem, but that they were not being paid enough for the hours they were doing:

*"I like the framework, it's a good structure. But it doesn't reflect what we do. Our contract says we work 32 hours a week, and we do double that. So I know schools can't afford it,*



*but I don't think we're getting paid enough for the hours we put in and the responsibilities we have.*" (Teacher, Primary Maintained School)

## Stepping down the pay range

Interviewees were asked about the prospect of teachers stepping down the pay range if they wanted to (for example if they wanted to reduce responsibilities at work due to caring responsibilities at home). Some of the teacher interviewees felt that it was not a realistic option unless you were moving schools, as otherwise they felt their responsibilities wouldn't change and they would still have the same workload. One interviewee commented that there would be guilt associated with stepping down as someone else would need to do the work and it may be perceived as being selfish. Headteachers had mixed views, with some feeling it might be useful in some circumstances but that they couldn't see that it would be used very often. This is somewhat in contrast to previous research by IFF Research (2018), where 89 per cent of leaders said they would be interested in making use of the flexibility to allow teachers to step down from the UPR to the MPR while staying at the same school. However, the question for the interviewees in this research was more general (about stepping down overall) and interviewees mixed views may reflect the difficulties in the practicalities of implementing these changes, even though they were of interest.

Overall, interviewees felt if teachers wanted to reduce anything, it was the time they were working so they were more likely to reduce down to a four day week, for example, than attempt to reduce the responsibility level.

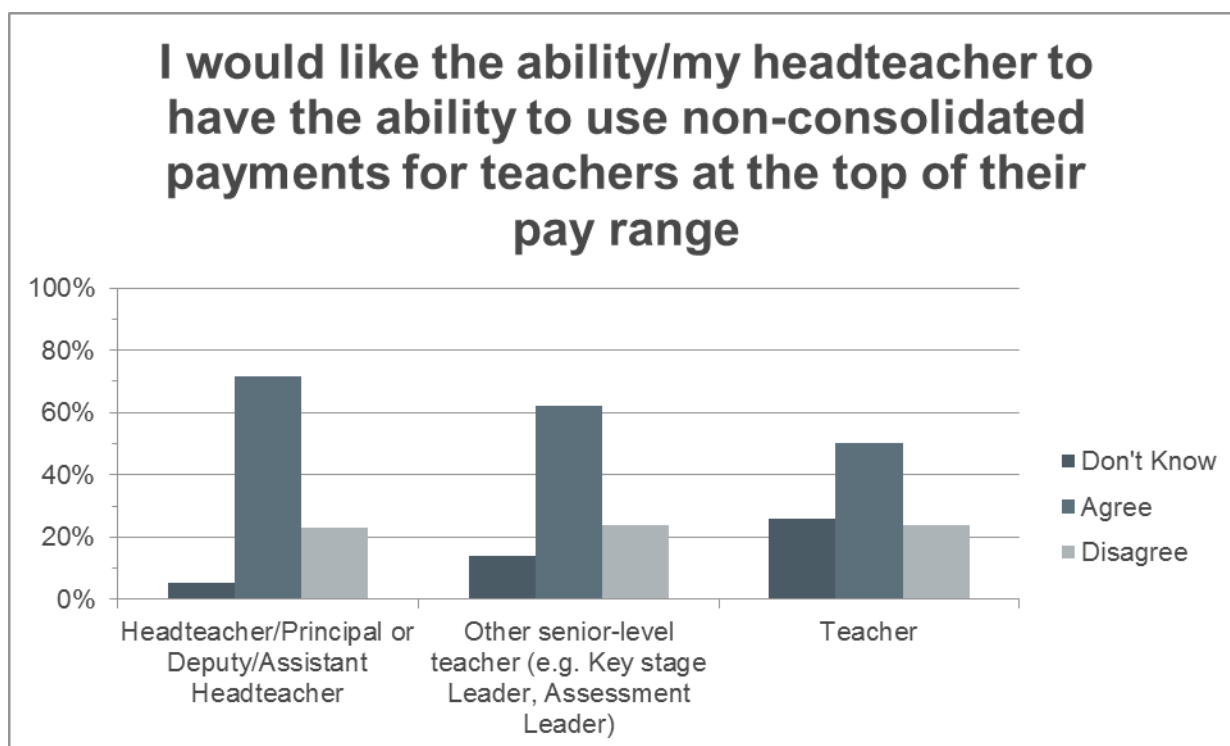
*"We already have staff who request flexible working and part-time work and I assume this is done following careful consideration of the financial consequences of reduced hours. Therefore the same considerations may be made about stepping down the pay range. However, would people be prepared to drop a fifth of their salary to still work five days a week? I'm not sure this flexibility would be used often"* (Headteacher, Secondary Academy School)

Most governors had not come across this type of situation or thought about the possibility before and so could not comment on whether it would be useful.

## Non-consolidated payments

In the survey, headteachers and deputy headteachers were more likely than teachers to want the ability to grant non-consolidated payments: 71 per cent of headteachers/deputy headteachers and 50 per cent of teachers agreed with the statement 'I would like the ability/my headteacher to have the ability to use non-consolidated payments for teachers at the top of their pay range' (see Figure 8). There were some differences between maintained schools and academies staff, with 60 per cent of staff in maintained schools and 50 per cent of staff in academies agreeing with the statement. This could be because academies can already do this if they wish. These findings were similar to IFF Research's 2018 survey of leaders which found that 51 per cent of leaders would like the flexibility to offer non- consolidated payments.

**Figure 8: 'I would like the ability/my headteacher to have the ability to use non-consolidated payments for teachers at the top of their pay range' by role (%)**



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

Views on non-consolidated payments were mixed amongst the groups of interviewee respondents - teachers generally did not like the idea of them and were concerned that they wouldn't be applied fairly and transparently and could add to stress levels. However a few were more positive about the value they could have. Two teachers commented:

*“Part of me mistrusts that, I don’t trust management within the school enough to do that in a way that would be fair, transparent. And I feel the system is really biased to core subjects, they get so many resources and so they do get good results, because they get so much given to them, and they have to be good because they are part of the published data. And I will be judged against that, and yet I have a fraction of the time that they get at key stage 3.”* (Teacher, Secondary Maintained School)

*“A [non-consolidated payment would be a] proper piece of gratitude. It’s a really demanding job, and so to give some kind of rewards, it’d improve morale and it’d help to keep hold of people.”* (Teacher, Primary Academy School)

The headteacher of an academy was already using non-consolidated payments (referred to as bonuses) and reported these worked well. Other headteachers felt it would be a good way of rewarding those teachers that went above and beyond and could help them feel valued. Some headteachers said the idea of using non-consolidated payments made them feel nervous and that they could be divisive, so if they were used it would need to be used very carefully and transparently:

*“I would suggest that this would be difficult re parity and equity”* (Headteacher, Secondary Academy School)

Headteachers suggested that non-consolidated payments could in theory be used in a variety of ways, including: rewarding those who don’t want to move on to the leadership range but stay as classroom teachers; rewarding those who had taken on extra responsibilities instead of TLRs (especially if temporary); or overall for good performance. But several headteachers commented that budgets were tight so this was not realistic:

*“...there is no point of talking about it if you’re not going to fund it... So although you can talk about bonuses, in reality there isn’t money to reward them”* (Headteacher, Primary Academy School).

Some governor interviewees commented that non-consolidated payments could be a good way of being seen to be doing something without a long-term commitment. However, governors were also concerned about these payments being seen as unfair or unclear as well as having the budget to fund them. Other governors were quite against non-consolidated payments and felt TLRs were a more refined way of being able to reward teachers.

## **Section 3 – Views on the main and upper pay range**

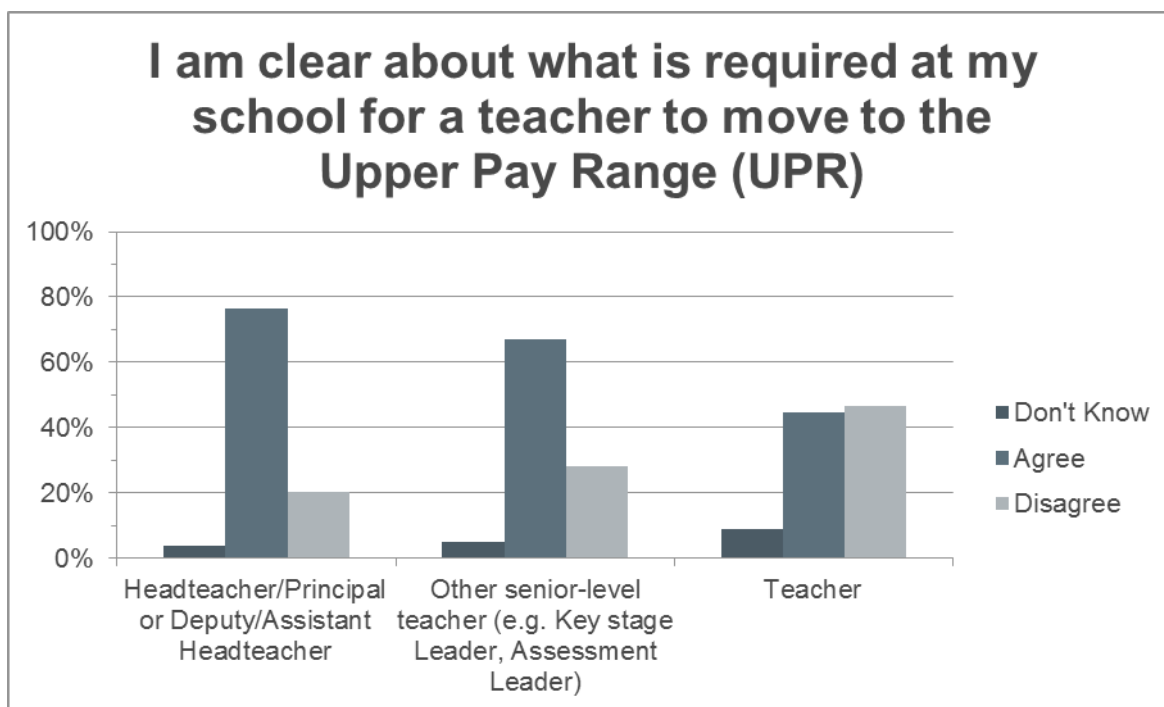
### **Summary**

There is no consensus amongst respondents on whether or not a single versus a dual pay range is better. However, there is a desire on the part of teachers for clarity about the criteria and process for moving from the MPR to the UPR. Teachers would also like to see greater parity and consistency across and within schools in how movement from the MPR to the UPR happens. Amongst headteachers, there is a desire for flexibility in how the pay ranges are operated, balanced by the view that whatever flexibility there is, is often constrained by overall budgets.

### **Understanding of the main and upper pay ranges**

As Figure 9 shows, senior staff were more likely to agree with the statement ‘I am clear about what is required at my school for a teacher to move to the upper pay range’, whilst teachers were more likely to disagree. Although 76 per cent of headteachers and deputy headteachers felt clear on the requirements to progress, only 45 per cent of teachers felt the same. For teachers on the MPR, 34 per cent agreed with the statement, 61 per cent disagreed and five per cent didn’t know. Agreement was higher for teachers on the UPR, where 70 per cent agreed with the statement, 27 per cent disagreed and three per cent didn’t know.

**Figure 9: 'I am clear about what is required at my school for a teacher to move to the Upper pay range' by role (%)**

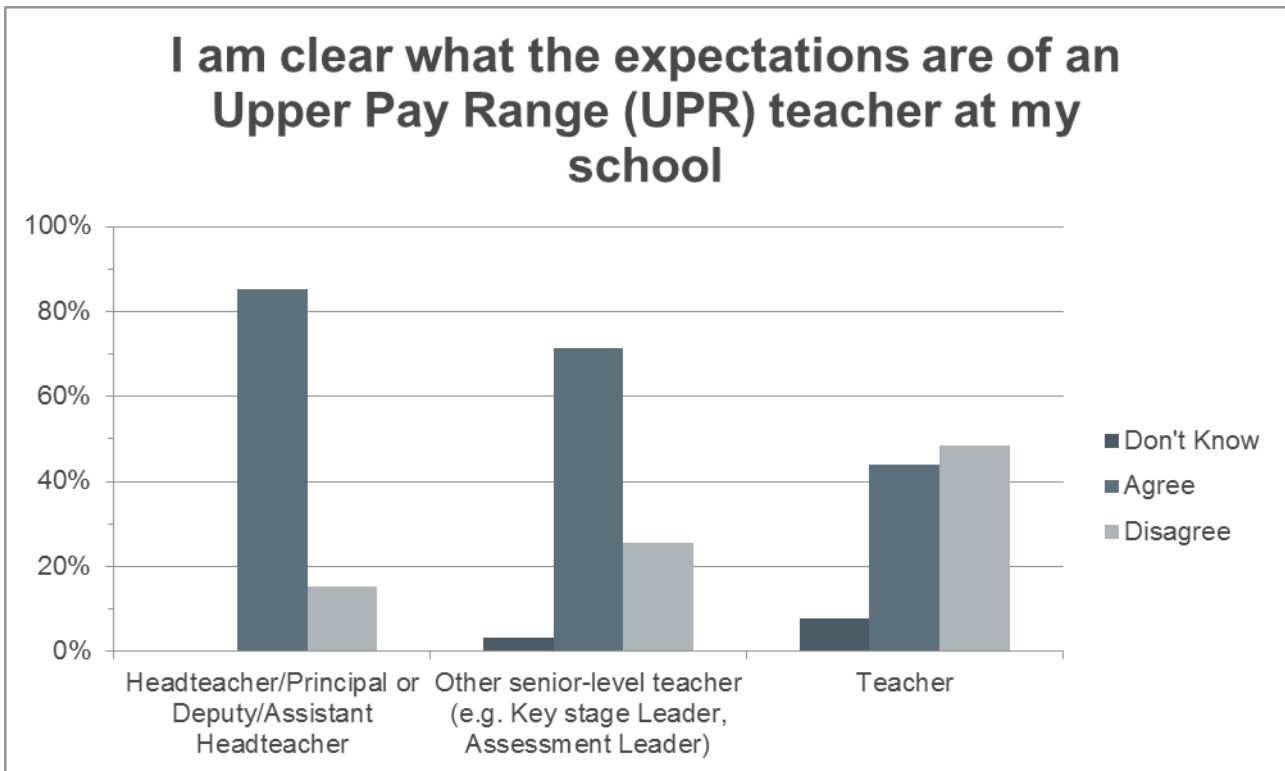


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

With regard to the expectations of teachers on the UPR, over half (53 per cent) of the sample agreed with the statement 'I am clear what the expectations are of an Upper Pay Range (UPR) teacher at my school', whilst 40 per cent disagreed and seven per cent didn't know. Again, there was considerable variation by role. The vast majority (85 per cent) of headteachers and deputy headteachers agreed with the statement while only 15 per cent disagreed. In contrast, 44 per cent of teachers agreed with the statement, 48 per cent disagreed and eight per cent said that they didn't know (see Figure 10). Even amongst those on the UPR, there was a lack of clarity regarding the expectations of an UPR teacher, with a third (33 per cent) of teachers at the start of the UPR disagreeing with the statement. For teachers on the middle and top of the UPR, the proportion disagreeing declined to one fifth (both 21 per cent respectively). There were no differences of note by school type or phase.

**Figure 10: 'I am clear what the expectations are of an Upper Pay Range (UPR) teacher at my school' by role (%)**



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

These differences between senior staff and teachers around the lack of clarity regarding the requirements to move from the MPR to UPR was supported by the interviews. There were mixed views from teacher interviewees as to whether or not the criteria for progression from the MPR to the UPR were clear. A separate, but related issue, was a perceived lack of consistency across schools either in the criteria or their application, and sometimes across subjects within schools. Some interviewees reported that English, maths and science were given preferential treatment with progression opportunities compared to the arts and humanities subjects.

Where teachers and headteachers were clear about the criteria for moving from the MPR to the UPR, they most commonly spoke about demonstrating impact beyond the classroom and making a 'whole school impact', sometimes adding that this should be on a sustained basis.

*"We have a policy which states that to be on the UPR a teacher should be contributing a sustained and significant impact, and that their role should extend beyond the classroom, and they need to provide evidence of that."* (Headteacher, Primary Academy School)

Even where these criteria were in place, some teacher interviewees expressed the view that the criteria were open to interpretation and could be used in such a way that a reason could always be found not to move someone on to the UPR.

Whilst some teachers felt clear about the differences in expectations between the MPR and UPR, others felt that there could be greater clarity, and indeed consistency, across and within schools as well as between subjects. As one teacher noted:

*“It should be made clearer to schools and to teachers how they can move up to the UPR, and make it consistent across schools.”* (Teacher, Primary Maintained School)

Headteachers had, in some cases, taken steps to address any perceived lack of clarity by incorporating a discussion of the criteria for progression to the UPR more thoroughly in the annual appraisal process. More generally, where performance management processes and systems were in place, these appeared to afford teachers greater clarity as to what was required from their current and potential future roles.

The process by which teachers moved from the MPR to the UPR also appeared to vary hugely from school to school. In some cases, interviewees reported that progression was automatic whilst in other cases the process was more formal. The application procedure varied not only in terms of the quantity of work required but the details of the procedure itself. For example, in some cases the process included a presentation to the Board of Governors; in other cases the process included the production of a letter justifying the case for movement to the UPR. In another example, a teacher had to prepare a ‘big folder’ of evidence to move from the MPR to the UPR. Where progression was automatic, this could create budgetary challenges and in one example a governor talked about having to take steps to move away from automatic progression to control their budget more tightly:

*“There is a lack of consistency across schools in terms of progression to the upper pay scale. Is the decision based on merit or is it automatic based on length of service?”*  
(School Governor)

## **Is the distinction between a main and upper pay range useful?**

Early career teacher interviewees held positive views about opportunities for progression and increased salaries. There were also teachers who regarded the prospect of moving from the main to the UPR as motivating. One teacher commented that movement to the

UPR was welcome both in terms of the uplift in pay but, importantly, in terms of feeling valued by their school:

*“After a few years at the top of the main pay range it gave me a boost, both in terms of getting more money and also in how I feel about the job. It was a nice feeling to know that they valued me.”* (Teacher, Primary Maintained School)

That said, in some cases teacher interviewees expressed concerns about how much extra responsibility and workload they would need to take on to cross the threshold to the UPR. Teacher and headteacher interviewees acknowledged that some teachers may not wish to progress to the UPR, instead preferring to remain as classroom teachers without the extra responsibility implied by the UPR; they also acknowledged it was difficult to reward these teachers.

Some headteachers and governors highlighted the utility of the UPR in providing an opportunity to have a thorough review of performance and progression, whilst others felt it served to incentivise the more motivated teachers. One governor suggested that progression from the MPR to the UPR provided the only real ‘milestone’ of progress for teachers with no aspirations to move into senior management, and felt that removing the UPR could potentially be demotivating for teachers:

*“[It is] useful to have this divide, it gives you a good reason to have an extra tough review at key points. You could manage it either way [in other words, have a single pay range or main and upper pay ranges], but given that we have got it, I certainly wouldn’t do away with it.”* (School Governor)

One of the possible implications of the UPR is that some teacher’s pay may stagnate if they are unwilling to take on extra responsibilities or are deemed unsuitable for the additional responsibilities. Some teachers favoured the idea of a single pay range, whilst others found the idea acceptable only if it still allowed for a higher sense of responsibility and accountability at the top of the range:

*“I think if the upper pay range was M7, M8 etc. and had a higher sense of responsibility and accountability then I suppose it would be ok but in a way I think it would be quite nice to have an opportunity – if there aren’t any teacher leadership positions in your school, you can still get that extra responsibility without being Head of English or Maths. It’s still available to you if you want to, even if the TLR’s are not available.”* (Teacher, Primary Maintained School)



Headteachers in a few schools reported that they had awarded two increments to high potential/high performing teachers which they felt was useful, but this was used very sparingly due to cost.

## **Section 4 – Understanding and usage of allowances**

### **Summary**

The use of allowances in the framework is valued by teachers and headteachers, but interviewees often suggested that there are widespread issues in the way that they are understood and awarded. There is a call for a greater level of clarity in how they are advertised in schools and what is required in terms of additional responsibilities. Concern was raised about the lack of consistency within schools and across different schools in using the allowances. Some teachers reported they are largely left to find out the information for themselves and from each other, in spite of clear school guidelines being available on websites, etc. This can lead to misconceptions about how allowances are awarded and this can result in teachers feeling they have been unfairly treated. Teachers had low understanding of safeguarding of allowances, and headteachers and governors felt that three years was an overly generous time period, which meant that restructuring savings were delayed.

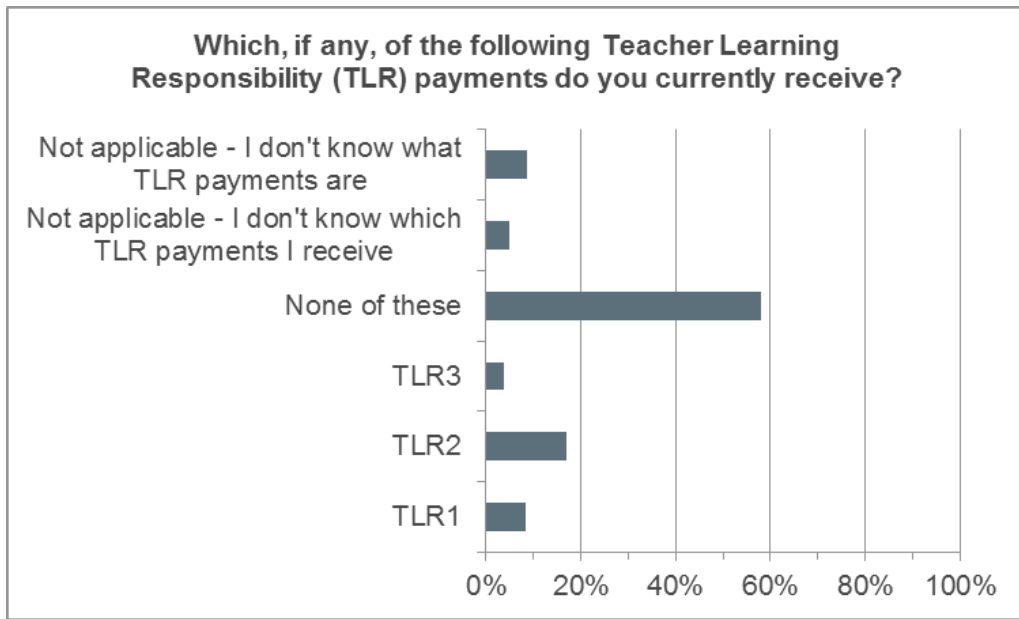
### **Background on allowances**

The STPCD (2017) mentions several different allowances including TLRs, special educational needs (SEN) allowances, unqualified teacher allowances, acting allowances, seconded teacher performance payments and recruitment and retention incentives and benefits. The main emphases of this particular research with regards to allowances were TLRs, safeguarding of allowances and the recruitment and retention incentives and benefits (part of Section 5) in this report.

### **Understanding of TLRs**

In the survey, over half of the respondents (58%) did not receive any TLRs but small proportions received TLR1 (8%), TLR2 (17%) and TLR3 (4%), as can be seen in Figure 11.

**Figure 11: 'Which, if any, of the following Teaching Learning Responsibility (TLR) payments do you currently receive?' (%)**

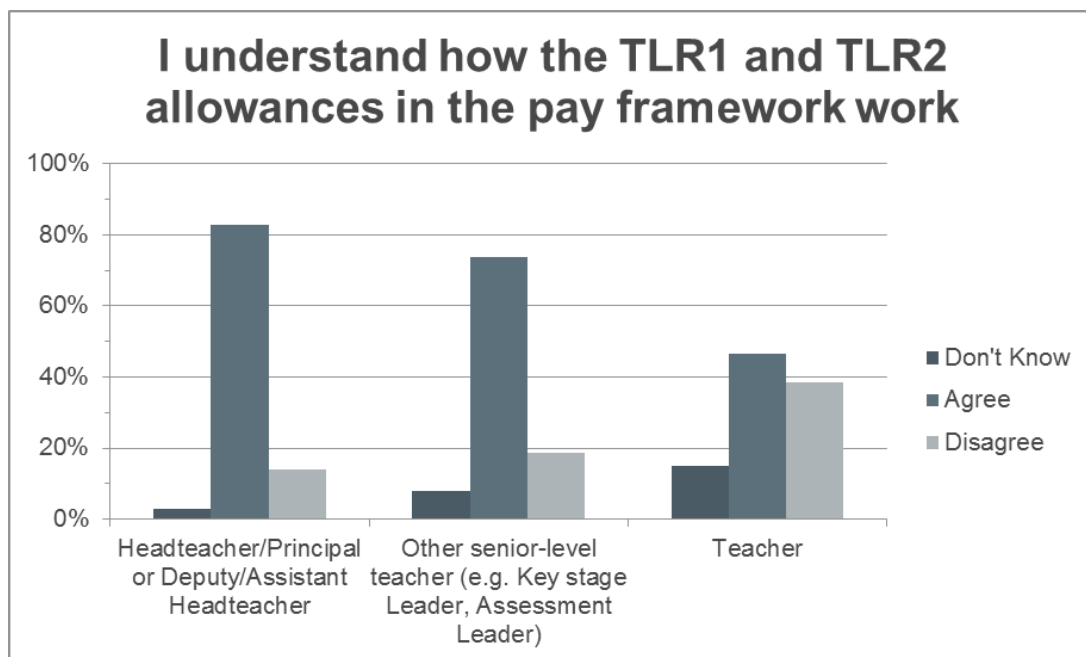


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

Headteachers had a greater understanding of TLRs, with 83 per cent of headteachers and deputy headteachers agreeing with the statement 'I understand how TLR1 and TLR2 allowances in the pay framework work' compared to less than half (47 per cent) of teachers (see Figure 12).

**Figure 12: 'I understand how the TLR1 and TLR2 allowances in the pay framework work' by role (%)**

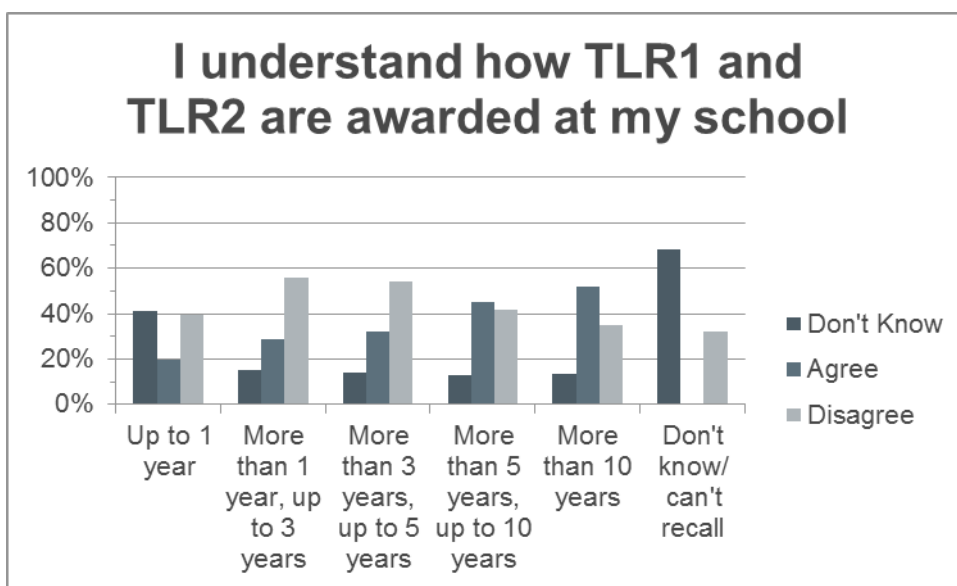


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

With regards to how TLRs are awarded in their own schools, only a third (33 per cent) of teachers agreed with the statement ‘I understand how TLR1 and TLR2 are awarded at my school’, whilst 49 per cent disagreed with the statement and 18 per cent didn’t know. Staff with over five years’ experience are more likely to agree than disagree. However, staff with less than five years of experience are more likely to disagree with the statement (see Figure 13). As might be expected, those who receive TLRs are more likely to agree with these two statements than those without TLRs. Almost three-quarters (72%) of those who receive a TLR agreed with the statement ‘I understand how TLR1 and TLR2 allowances in the pay framework work’, compared to 56 per cent of those who do not receive a TLR; 68 per cent of those who receive a TLR agreed with the statement ‘I understand how TLR1 and TLR2 are awarded at my school’, compared to 39% who do not receive a TLR.

Figure 13: ‘I understand how TLR1 and TLR2 are awarded at my school’ by experience (%)



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

Survey results from school phase or type did not differ substantially in regard to TLR1 and TLR2.

The interviews supported a lack of clarity around TLRs. Most teachers interviewed understood that TLRs are used for heads of department, subject co-ordinators and leaders, key stage co-ordinators, phase leaders and Special Educational Needs Coordinators (SENCOs) and can be awarded or calculated according to the level of

responsibility a teacher has, the size of their department, or the number of pupils. However, they did not understand how the decisions are made by senior leaders, how they were awarded outside of their own department, what they needed to do to become eligible for a TLR, and they indicated that more information on TLR1, 2, and 3 would be welcome. Headteachers reported a much better understanding of the allowances available and said that they gave flexibility for awarding and rewarding enhanced performance or additional responsibilities:

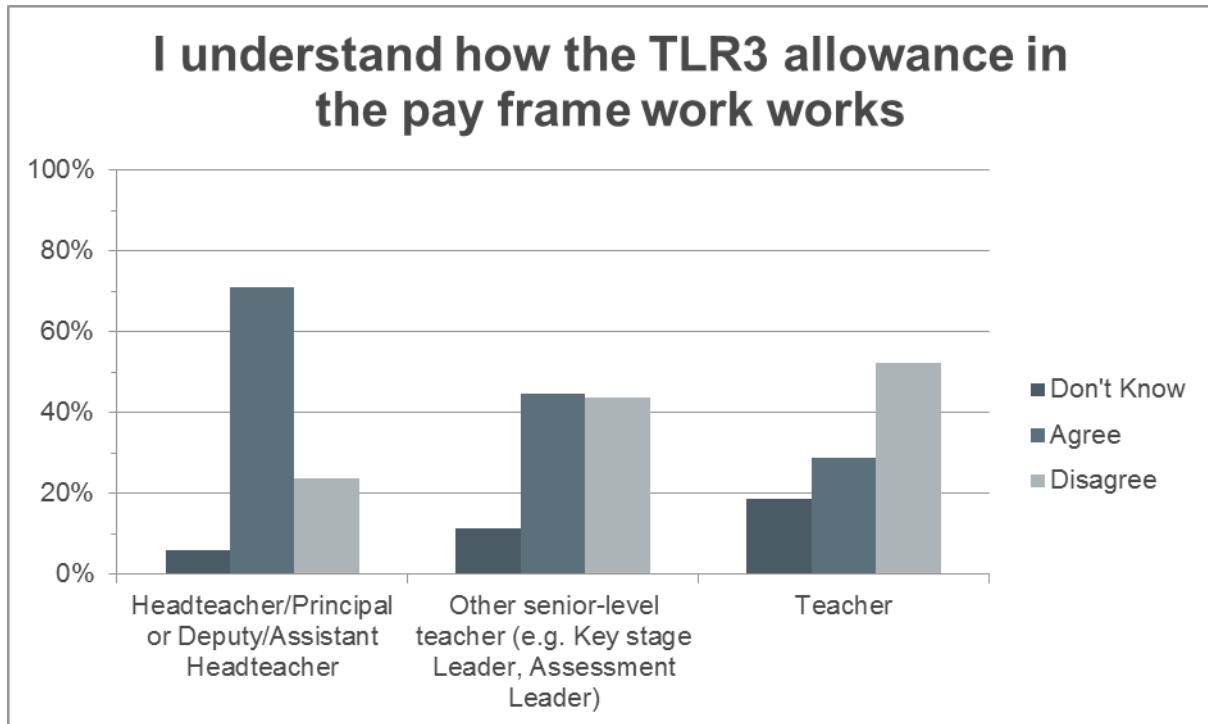
*“Allowances are useful as they allow us to give teachers added responsibilities and assess their potential for the leadership spine positions without having to jump them across onto this pay spine. Allowances are cost effective ways of addressing specific priorities without having to do additional recruitment.”* (Headteacher, Secondary Academy School)

However, governors felt that the allowance structure was unclear:

*“I had to read the policy about half a dozen times before I understood how it works! You’ve got to hope that the practitioners do understand...I wonder if they are aware of all the component parts.”* (School Governor)

Teachers’ awareness and understanding of TLR3s appeared to be less than that of TLR1 and TLR2 in both the survey data and interviews; perhaps because TLR3s are the most recent change to the allowance structure and they are less common amongst the sample too. In the survey, there was much lower understanding amongst teachers than headteachers. Less than a third of teachers (29%) agreed with the statement ‘I understand how the TLR3 allowance in the pay framework works’, whilst just under a fifth (18%) didn’t know and 52 per cent disagreed. This was in comparison to 71 per cent of headteachers and deputy headteachers who agreed with this statement (see Figure 14).

Figure 14: 'I understand how the TLR3 allowance in the pay frame work works' by role (%)

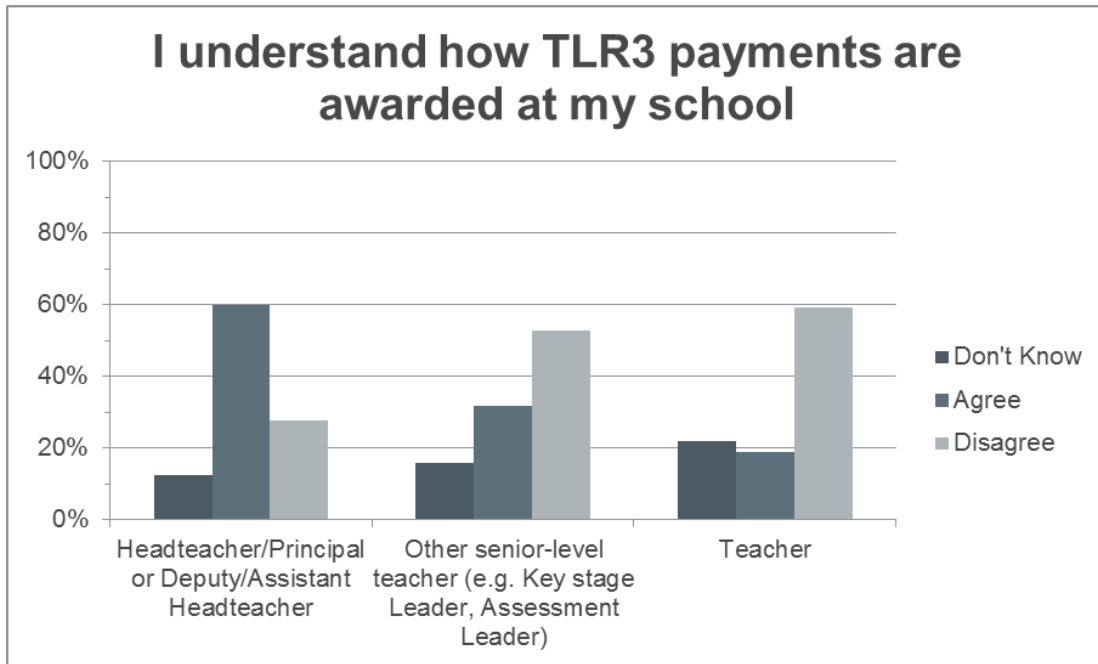


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

When asked about the use of TLR3s in their own school, only a quarter (26 per cent) of the sample overall agreed with the statement 'I understand how TLR3 payments are awarded at my school'. Agreement was higher for headteachers and deputy headteachers (60 per cent), than it was for teachers, where less than a fifth (19%) agreed (see Figure 15).

Figure 15: 'I understand how TLR3 payments are awarded at my school' by role (%)

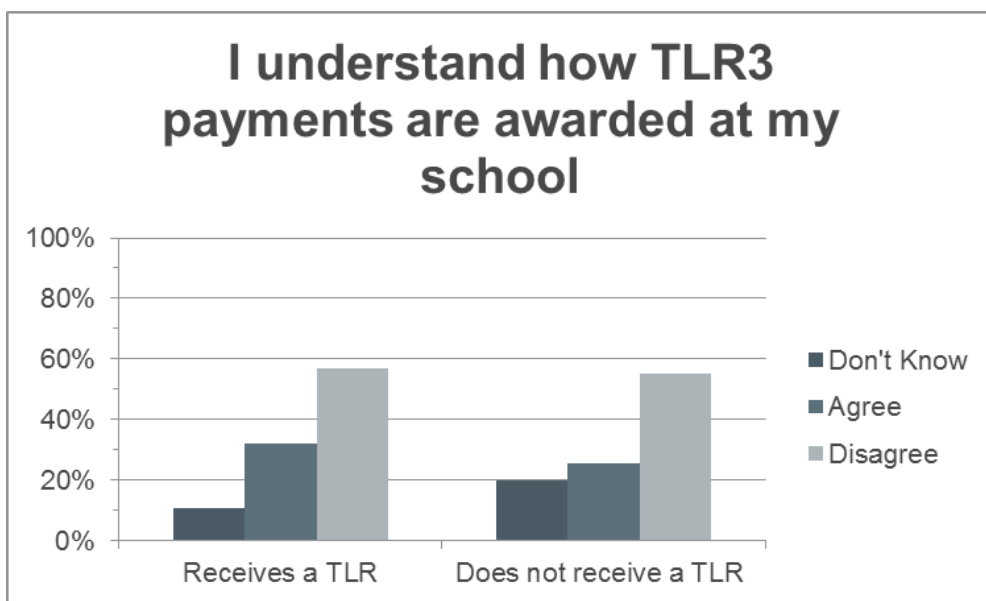


Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

The level of understanding around TLR3s was even low amongst those who received TLRs. Regardless of whether or not they received TLRs, all staff were more likely to disagree or select 'don't know', than agree with the statement 'I understand how the TLR3 allowance in the pay framework works' or 'I understand how TLR3 payments are awarded at my school'. Just 45 per cent of staff receiving TLRs and 38 per cent of staff not receiving TLRs agreed with the statement about the pay framework and only 32 per cent of staff receiving TLRs and 25 per cent of those not receiving TLRs, knew about how they were awarded in their school (see Figure 16 ). Therefore having a TLR made it less likely you would respond 'don't know' to these questions. Views on TLR3s were broadly similar between school type and phase. In the interviews, a number of teachers had no awareness of TLR3s prior to them being explained in the interview.

**Figure 16: 'I understand how TLR3 payments are awarded at my school' by those receiving and not receiving TLRs (%)**



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

The general feedback from teachers interviewed was that the TLRs offered did not adequately compensate for the time spent carrying out the extra responsibilities they require. Some teachers reported that they had given TLRs up or had not accepted them because it was not sufficient to cover the extra responsibility. Governors agreed with this, commenting that the amount a TLR3 paid, for example, did not reflect the work required for it.

An additional problem was identified by interviewees in the way that TLRs are advertised in schools, which appears to be inconsistent. For example, a TLR could be advertised for a role with no indication of salary enhancement, or what additional responsibilities would be needed:

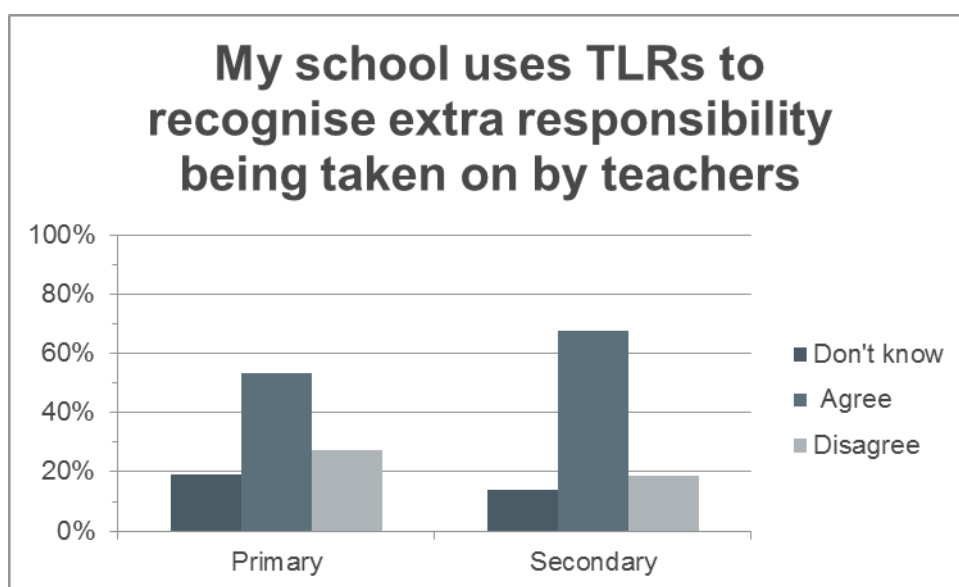
*“I think it should be in schools’ policies. It should at least be on the DfE website. Unions should know about it, and every year we should get a text or a reminder, to keep it fresh and current. Sometimes we have a teacher pensions or a union rep pop in, maybe there could be something like that.”* (Teacher, Primary Maintained School)



## Use of TLRs

Less than half (48 per cent) of teachers agreed with the statement ‘My school uses TLRs to recognise extra responsibility being taken on by teachers’, whilst the majority of headteachers and deputy headteachers (81 per cent) agreed with this statement. A higher proportion of staff working in secondary schools agreed (67 per cent), than those working in primary schools (53 per cent, see Figure 17): there was no notable difference between maintained and academy respondents.

Figure 17: ‘My school uses TLRs to recognise extra responsibility being taken on by teachers’ by school phase (%)



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

The differences between teachers' and headteachers' perceptions of TLR usage was also reflected in the interviews. Headteachers said they valued the flexibility which TLRs offer:

*“I use them when I have what I would call middle-management posts for people who don't want to become leaders. I use them flexibly so I allow people to hand them back. It might be leading a group of four teachers focusing on standards within four classes.”*  
(Headteacher, Primary Academy School)

But there was a perceived lack of parity, within and especially between schools, with regard to how TLRs were awarded and to whom, the amounts awarded and the roles they are used for. Some teachers reported that they are aware of which colleagues have TLRs, but don't know how much they receive:

*“It’s all a bit cloak and dagger. It seems transparent, but in reality it’s not.”* (Teacher, Secondary Maintained School)

Some teachers, in particular those who are new to teaching, do not appear to be clear about TLRs, and are unclear on whether it is their or their managers’ responsibility to find out. Teachers often learn about TLRs from each other, rather than through any formal mechanisms in their schools.

Headteachers tended to report, however, that the TLR structure was communicated well to teachers:

*“Yes we have our TLR structure which was consulted on with the union; it’s well understood. Each time there’s an opportunity that arises; it’s advertised to all staff via email, so people know when they’re being handed out. Having said this I don’t think most staff understand the pay structure on the whole.”* (Headteacher, Secondary Academy School).

Some teachers receive more than one TLR (for example, one for being a head of department and the other for running a gifted and talented scheme), but they do not often know the difference between TLR1 and TLR2.

There were examples of “bursaries” being awarded to teachers instead of a TLR as a smaller level of compensation for extra work or responsibilities, which did not quite meet the requirements for a TLR. These bursaries could be within the threshold of the TLR3 and on a similarly fixed period. For example, one headteacher said that they had chosen to use bursaries rather than TLR3s because they felt using TLR3s was more restrictive than using TLRs 1 and 2. The headteacher felt, therefore, that the bursary approach works better at this level.

TLR1s were not allocated to any of the primary school interviewees and there was also not much evidence from the interviewees that TLR3s were being used across all schools.

In terms of how far TLRs motivate teachers, opinion was divided. Teachers sometimes felt they were not enough to be motivating:

*“For what people are being asked to do, certainly in the TLR2s, the maths doesn’t make sense. What you get paid, for the amount of work, time, and scrutiny, it’s not enough.”* (Teacher, Secondary Academy School)

But headteachers tend to support their use. *“TLR2s do [motivate teachers]. People work harder because they’re on a higher allowance. People do want to move up the scale.”* (Headteacher, Primary Maintained School).

*“I think they’re motivating to a point but, because in a small primary school we can’t give TLRs to other people who are working at a very similar level, there is some disparity. It feels more, to me I think than to them, that it’s a little bit unfair.”* (Headteacher, Primary Maintained School)

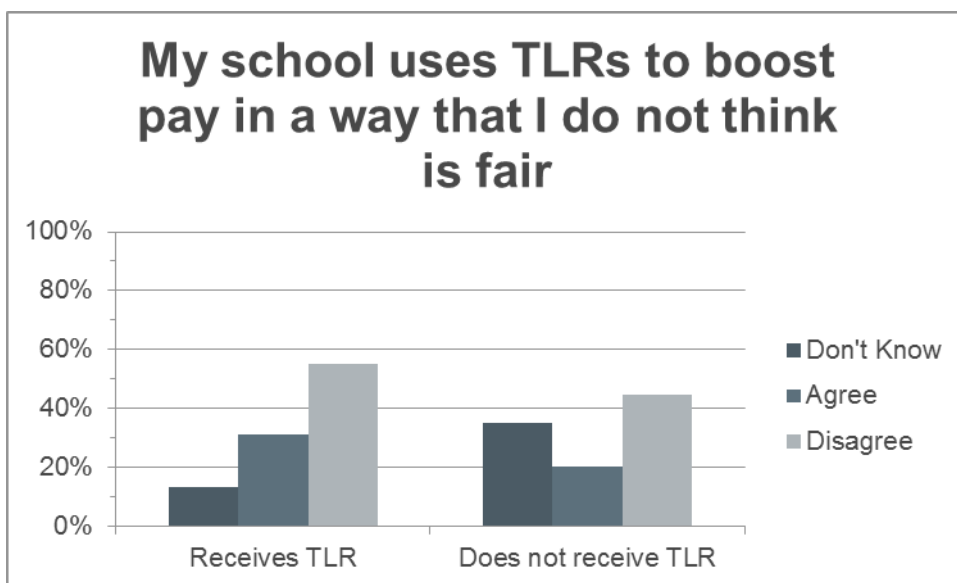
Teachers reported that TLRs are helping those who receive them, and headteachers reported they found TLRs useful. For example, one headteacher reported using TLRs to drive school improvement, whilst noting the need for more flexibility within the TLRs, once they have been awarded, in order to be flexible with school improvement needs, which change over time.

*“I’d prefer a system of awarding a certain grade, but changing the focus of the payments to fit with the current priorities of the school.”* (Headteacher, Secondary Maintained School)

## **Perceptions of fairness of the TLRs**

There were some perceptions of unfairness amongst survey respondents in terms of how TLRs were awarded. Just under a quarter (23 per cent) of staff agreed with the statement ‘My school uses TLRs to boost pay in a way that I do not think is fair’, whilst a third (33 per cent) didn’t know and less than half (45 per cent) disagreed. A higher proportion of teachers working in secondary schools (27 per cent) agreed with the statement than those working in primary schools where only 19 per cent agreed. Interestingly, as Figure 18 shows, staff receiving TLRs were more likely to perceive their use as unfair (31%) than those not receiving a TLR (20%). There were no differences by school type for these questions.

**Figure 18: 'My school uses TLRs to boost pay in a way that I do not think is fair' by those receiving and not receiving TLRs (%)**



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

There were also perceptions of unfairness amongst some teacher interviewees in terms of how TLRs were awarded. For example, some teachers commented on promotions given to colleagues with 'fake job titles' which did not require any additional responsibilities. Core subject teachers, for example in English, maths and science, were seen to receive additional payments for their work which were not accessible to other teachers, despite them undertaking additional responsibilities as the sole teacher of a more minor subject. As a consequence of this, they felt they should be paid for this. On the other side, core subject teachers feel that they have to undertake a lot more work (e.g. marking) than other teachers do. This pay differentiation between subjects causes a sense of unfairness amongst teachers which can, in their view, harm retention (see Section 5 for more detail about retention).

Some teachers said there is disparity in how the allowances are awarded and believe this is related to budgets. One teacher had held previous roles as an assistant head, director of science and head of science, but had never worked as many hours or as hard as in their current role as a SENCO. Despite this, she was not being paid as much as a head of English or science. This teacher felt that the teaching of SEN, based on her experience, did not attract the same pay allowances.

In some schools budget restrictions prevented TLRs being made available. Teachers commented:

“Our Head doesn’t have the flexibility to reward me for what I’m doing, due to the Academy Trust restrictions.” (Teacher, Primary Academy School)

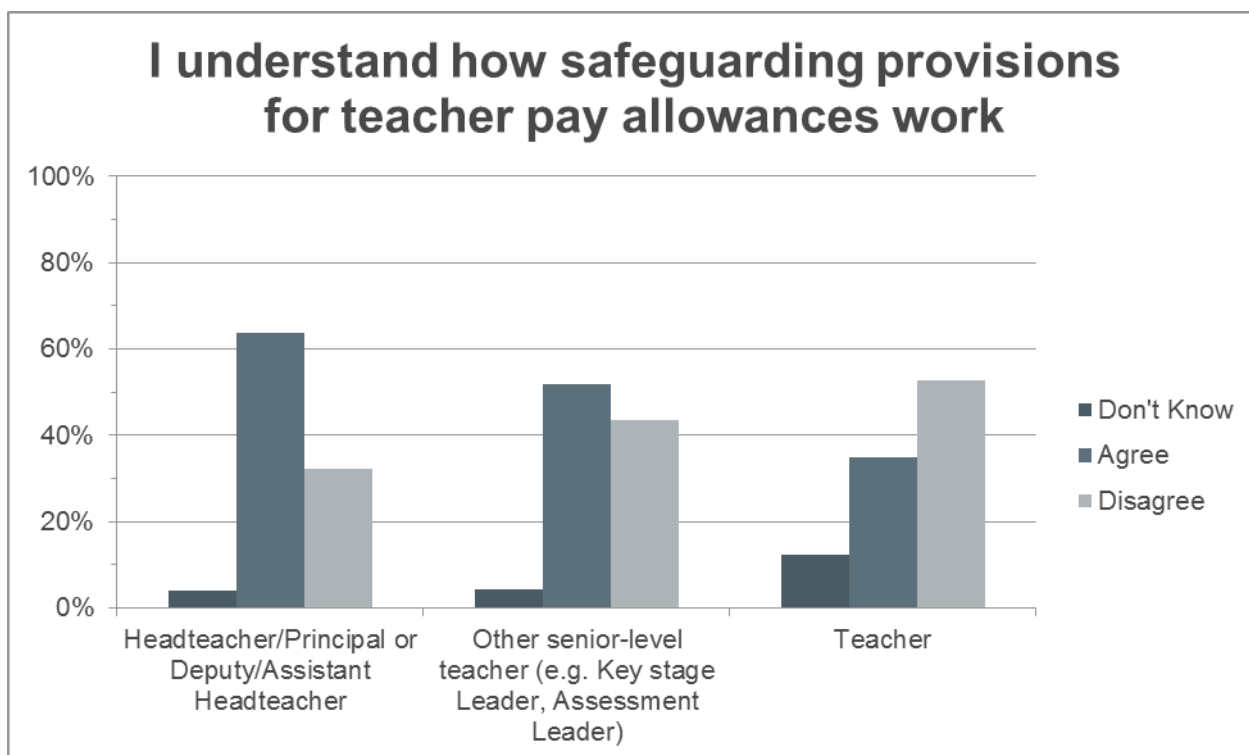
## Safeguarding of allowances

A safeguarding provision for a teacher pay allowance can be given to a teacher who loses a post due to reorganisation or closure of their school. It means they continue to receive the allowance prior to the change for a period of three years from the change being made.

## Understanding and role of safeguarding of allowances

It was clear from teacher interviewees that their understanding of ‘safeguarding’ referred to child protection and not to protection of allowances. An explanation was therefore provided. This lack of clarity was supported by the survey data seen in Figure 19, where over half of teachers (53 per cent) indicated they did not understand how safeguarding provisions work. It is also notable that just under a third (32 per cent) of headteachers and deputy headteachers do not understand safeguarding provisions, whilst secondary teachers were more aware than primary teachers (49% compared to 37% respectively). There were no substantive differences between maintained schools and academies.

Figure 19: ‘I understand how safeguarding provisions for teacher pay allowances work’ by role (%)



Source: IES/ YouGov Survey, June 2018

Due to rounding, percentages do not always equal exactly 100%.

Of those who were aware of safeguarding provisions, very few said directly that they objected, but some teachers and headteachers suggested a year would be sufficient - three years was seen as unnecessary and perhaps overly generous:

*“Three is too long. You’ve got to protect rights, but it’d be better for Heads to have more flexibility.”* (Headteacher, Secondary Maintained School)

The general view from teachers was it is less about money and more about feeling valued.

Some teachers suggested, given current budget restrictions in schools, that it might be a better investment to use this money for TLRs. Headteachers tended to agree and thought it was a positive step towards helping teachers, but at the same time it was also problematic for them and that money could be used elsewhere or saved when they had budget cuts. One headteacher said *“they hinder what we can do in schools as this money could be redeployed”*. (Headteacher, Secondary Academy School).

Another headteacher commented that *“I was head of school where we restructured that had safeguarding [of] allowances of three years. The reason we restructured was to make savings, but it meant we had to wait three years to benefit. Given the difficulties schools face financially, it’s too long. There’s a strong case to change it; good for the individual though.”* (Headteacher, Secondary Academy School)

Some teachers said that safeguarding provisions did not affect their decision-making on taking on extra responsibilities. Other teachers felt that they would have a good impact and provide security for planning for the future. *“You want to know that you’d be in there for a while, because it’s so much work.”* (Teacher, Secondary Academy School). And, as many TLRs are reviewed annually, this teacher felt that it would be nice to have the safety net. *“It wouldn’t affect my decision [to stay in my job] but it’s nice to know that that is there.”* (Teacher, Secondary Academy School). For a few teachers, the safeguarding provisions had already provided the motivation to take on additional responsibilities which had an allowance associated with them:

*“I didn’t want to lose my TLR, and it protected that. I wouldn’t even have considered taking the assistant head role for the year otherwise.”* (Teacher, Primary Maintained School)

## Section 5 – Recruitment and retention

### Summary

The majority of teachers, headteachers and governors felt that teaching is not primarily about pay and believe that pay is not what attracts people to the profession. However, when pay is regarded by teachers as unfairly awarded, or unequal to the task, it was reported to have a profound impact on their motivation. As it stands, the framework is thought to be better for recruiting than retaining teachers. For those who want to move into the higher range or a leadership role, the system works as markers of progression, but the level of additional responsibility attached to more senior roles can present a significant barrier. Workload persists as the main issue facing most teachers, with the feeling that the level of remuneration is outweighed by the amount of work required. This was reported across the primary and secondary sectors and in academies and maintained schools.

### Recruiting newly qualified teachers

Headteachers reported that the majority of Newly Qualified Teachers (NQTs) were starting on the bottom of the MPR. This aligns with previous research by McInerney using the Teacher Tapp website (2018), which found that around 80 per cent of teachers had started at the bottom of the pay range in the last ten years. Some NQTs were able to start on a higher point on the MPR if they had previous experience working with children or had experience and skills working in industry that they could apply to their teaching. This could be problematic for headteachers with tight budgets. As one noted, over the past year NQTs had requested a starting salary above the bottom of the pay range on the basis of prior experience.

Views were mixed as to the attractiveness of the starting salary (at the bottom of the MPR) for NQTs. Some headteachers felt it was acceptable, and the issue was more one of progression in pay and a perception that it did not keep pace with progression in salaries for other graduate professions:

*“In terms of recruiting NQTs its ok, it’s not a bad entry point.”* (Headteacher, Primary Academy School)

Others felt that the starting salary was not high enough to recruit teachers:

*“The amount that a new teacher gets is not very much, so I think for recruiting new teachers it’s not brilliant. We are also finding that the quality of people coming through is not as good (as before).”* (Headteacher, Primary Maintained School)

Some teachers reported that once they started working as a qualified teacher, their pay actually decreased as they were no longer receiving the bursaries offered to some trainees (for example, maths teachers), and some new teachers noted that they felt the starting salary could be higher. Several headteachers and teachers referred to ‘golden hello’ and ‘golden handcuff’ payments being used to either recruit for a role (for example, a languages teacher or English teachers in a particular geographical area), to keep a much-valued teacher in post, or to reward for particular aspects of work:

*“For retention of excellent teachers: One-off payments... for example, we’ve had an influx of children with very complex needs. Some of my staff have worked above and beyond to get those children settled in school.”* (Headteacher, Primary Maintained School)

However, this can lead to unrealistic expectations for some teachers.

## **Progression and motivation at the top of the pay ranges**

More than half of the survey sample thinks there is a problem with motivation for teachers at the top of their pay range. Sixty per cent of the survey respondents agreed with the statement ‘I think there is a problem of motivation for teachers at the top of their pay range’. Seventy per cent of headteachers and deputy headteachers agreed with this statement compared to 56 per cent of teachers. The figures are consistent across maintained schools and academies; primary and secondary.

Similarly, interviewed teachers, headteachers and governor participants commented that there can be a problem of motivation of teachers at the top of their pay range:

*“There’s no need for them to side step and there’s nowhere else for them to go. But I don’t feel that adding more increments would help as there’s not enough funding to allow me to use those.”* (Headteacher, Primary Academy School).

*“I always question when you get a member of staff at the top of their band who doesn’t want to progress to UPR...what’s motivating them?”* (School Governor)

Governors suggested that a possible solution for those at the top of the MPR would be to increase the number of pay spine points so people progress over more years but by a lesser amount each year, and adding another spine onto the top. A single pay range



would chime with this suggestion. Those in favour of non-consolidated payments (discussed in Section 2) also felt this could help for those at the top of the pay scale.

Another view from governors was that restructuring the UPR roles could help with motivation for those at the top of UPR. For example, one school had removed the deputy headteacher position and had a headteacher and two assistant heads instead, which worked well. Another school had experienced difficulties in differentiating between the pay of the headteacher, deputy headteacher and senior teachers with TLRs in a small school, so there was a “*need to keep an eye on this if going to recruit good teachers and deputy heads*”. (School Governor)

However, most teacher and headteacher interviewees felt that the issue of motivation was **not** primarily to do with pay:

*“It does a good job with younger staff. But older teachers don’t necessarily want extra workload, if they already have a TLR, so what do you do?”* (Teacher, Secondary Academy School).

*“Pay is a motivator, but probably not the primary one.”* (Headteacher, Secondary Academy School)

## Cost of Living

Cost of living was also an important factor for teacher progression. Teachers from some regions reported that the possibility of progression was appealing as without it they may struggle to meet the cost of living in their area. The recruitment and retention difficulties created by a national pay framework in a country where cost of living can vary widely were raised more generally by teachers and headteachers:

*“It [the prospect of progression to UPR is motivating] is yes, because at the moment my wages don’t cover my cost of living in the area that I live in.”* (Teacher, Primary Maintained School, South-East)

Governors also acknowledged this, and one suggested a ring-fenced ‘territorial allowance’ that would take living costs into account.

Similarly, teachers in the South East are granted a ‘fringe’ weighting rather than an inner or outer London weighting. However, there is reported parity of living costs across the two areas so teachers in the South East reported that they are invariably worse off financially. A governor commented that:

*“It is very difficult in London as the cost of living is so high so it is difficult to retain teachers even with the inner London weighting. Many teachers use this weighting to get cheaper accommodation outside London. Balancing cost of living and salaries is particularly difficult when a Borough borders the inner London area with additional staff salary costs and competition between these schools. Teachers can go down the road and get £4,500 extra in pay.”* (School Governor)

Some of the governor interviewees said there are no easy solutions to the cost of living/geographical issues and therefore they need to make savings in areas of the budget other than on salaries in order to retain teachers in their jobs. There were no consistent patterns of results by region on survey responses about the pay framework and allowances.

## **Retention options**

Teachers felt overall that the current system/pay framework was fairly good at recruiting teachers but is struggling to retain them, with one commenting that schools are *“haemorrhaging teachers at the other end”* (Teacher, Secondary Maintained school). Some teachers suggested that monies being offered for people to train to be teachers should instead be invested in improving pay for current teachers. Some of the governor interviewees felt that creative ways to use the budget were constrained due to increasing changes and directives being imposed by DfE.

*“As a governor you are very much restricted in terms of budgets, when considering head’s appraisals you’re always thinking, “we’ve actually got to manufacture this from the budget”. Your hands are tied in doing this reward system because you haven’t got the budget to manage it....It is the lack of funding that is more of an issue rather than the pay structure that makes it hard to recruit, retain, and reward good performance.”* (School Governor)

*“...very difficult in broader funding situation to do anything very creative to recruit or retain, we’re struggling to retain those individuals we already have and to pay them anymore.”* (School Governor)

Another school had offered a sabbatical, which it was reported are generally hard to fund although there can be some flexibility if linked to a particular teaching objective.

Sabbaticals could also include a period of working in another school *“as we are working much more in a multi-federal way”* (School Governor). Another suggestion from a

governor was to have money available for NQTs when they reach two, three or four years into the profession as national statistics show that there is a peak of attrition from teaching in the first five years of service (up to 33% by the fifth year) so this is when there is a particular problem in retaining teachers (DfE, 2018c):

*“I fear there are NQTs who do one or two years and then leave, and there’s no incentive for them to stick around. [They] need a carrot down the line...Think about how much money is spent to get teachers to qualified level, to then spend a little bit more has got to be cost effective, otherwise those skills are not retained in the industry...children’s learning is much higher with lower turnover of teachers.”* (School Governor)

All groups of respondents commented on proposed ideas to help with the retention of teachers, most of which were unrelated to pay. This supported the view that pay is not of primary importance to the interviewees. These retention suggestions included:

- Reward teachers who stay in the profession;
- Give teachers protected time to carry out additional duties such as lesson planning;
- Reduce teachers’ workload by giving more work to teaching assistants;
- Paying teachers for lunchtime cover which would have the benefit of having additional staff available to be vigilant for the children, etc.;
- Change the holiday structure, so teachers have less time off in the summer, and longer in the winter (to allow for taking holidays when it is cheaper to do so);
- Give sabbaticals to teachers and pay a fair proportion of their salary during this period;
- Offer career breaks to teachers to focus on research in their subject areas;
- Allocate time and money for Continuing Professional Development (CPD) and allow teachers to have a say in how this is spent on them. For example, a headteacher said that in their school many teachers wanted the opportunity to take a postgraduate qualification in education;
- Use the increased flexibility afforded to primary schools to allow some teachers less teaching hours and more mentoring/pastoral responsibilities;

- To allow teachers where possible to work four days a week and be flexible in the proportion of their lessons taught (for example, a maximum of 20 x one hour lessons); and
- Give flexibility to older teachers for whom the prospect of working until they are 66 was not attractive.

## Motivation to stay in teaching

Most teachers reported that they work hours over and above their salaried 32.5 hours per week (which chimes with research by Hillary, Andrade and Worth, 2018), and most are willing to do this, but they want to be remunerated fairly and rewarded for what they do. Consequently, some teachers were in favour of retention incentives:

*“Definitely a way forward in incentivising good teachers to stay in the classroom. That’s really lacking, and you want to keep good teachers at the front of the classroom.”*

(Teacher, Secondary Maintained School)

However, some teachers commented that giving extra financial incentives would not be enough to make a difference. Some felt that it is a catch-22 situation: asking hard-working teachers who don’t have any more capacity to do more work for more money, is not viable. *“I think we are expected to teach, be a parent, be a police officer, be a social worker, but we’re not paid anything for that. You’re paid to teach.”* (Teacher Primary Maintained School).

Another commented that:

*“Teachers have got to learn to work smarter and harder. But equally the government has got to invest not necessarily financially, but in the way that we’re trained... and in the way that we’re viewed by the public as well.”* (Teacher, Secondary Maintained School)

Some commented that increasing the number of teachers to spread the workload would help:

*“Just throwing money at the situation, to individual teachers, is really not the answer to the problem. I think it should be about getting more people so you have less work to do. The retention problems are not due to the amount of money, it is down to other conditions. It’s a lot better pay than it was.”* (Teacher, Secondary Maintained School)

Many of the teachers interviewed felt strongly that the primary cause of issues with teacher motivation and retention is the burden of the heavy workload that teachers do.

They would rather see more teachers employed which would mean a reduction in working hours (outside of the 32.5 hours which are salary-paid), than an increase in pay to continue performing the same (high) amount of work. As one teacher put it, *“time would be a greater retention aid than just money.”* (Teacher, Secondary Maintained School).

*“Teachers need more time, especially those on the UPR; they have more responsibilities but not enough time to deliver them. They need more time out of the classroom to deliver and fulfil their role.”* (Teacher, Primary Maintained School)

Equally, teachers commented that teaching is viewed as a vocation and that teachers are “not in it for the money” but want to make a difference to children’s’ lives. The problems with recruitment and retention were not perceived to be explicitly linked to pay but to other factors. For example, workload, Ofsted demands, government policy on budgets, etc. which all distract from what teachers said is the main point of teaching - to help the pupils.

On the whole, some teachers feel that the current system works well in motivating young teachers at the start of their careers, who are looking for markers of progression and increased responsibility, as also noted by some headteachers:

*“There’s an expectation that NQTs will stay on M1, but we’ve got some excellent NQTs that you’d want to retain. I guess it’s for the whole school to recognise you do have that flexibility, that you don’t necessarily need to stay and work your way up, that work is monitored and rewarded, in a way that’s fair to all staff.”* (Headteacher, Primary Academy School)

However, for older and more experienced teachers, the allowances and extra pay are not motivating. For teachers who do not have ambitions to leadership roles, there should be more possibilities for increased training and the sharing of ideas between teachers, or mentoring. *“I work alongside an unqualified teacher who joined in January and she says that she couldn’t have done the job without me working alongside her.”* (Teacher, Primary Maintained School). This, it was felt by many, would be more motivating than the current allowance system.

One governor reported that their school had made some efforts to help teachers understand that pay should be looked at as a “total reward”, together with relatively (to the private sector) large pensions and holiday benefits, rather than just a lack of annual increment and barrier to additional allowances or bonuses being paid to them.

Looking at teaching in a more universal way is reflected in the feedback from many teachers, who see their role as much more than just teaching pupils. The general perception of the pay framework can be summed up in this teacher's comment:

*"It just needs to be more reflective. I think there's no problem with there being a pay scale and no problem with you having to earn your money and therefore with being rewarded with more money if you have more responsibility. I don't think that's the issue. I think actually being paid for the job that we do is the problem. And that it's not enough. We work more hours than is put on our pay slip. And therefore we don't get paid for the job that we do .... Just as a class teacher, with no other responsibilities, you are responsible for 30, if not more, young people and for their education and learning and that is a hefty responsibility to not be paid rightly (sic) for." (Teacher, Primary Maintained School)*

## Section 6 – Conclusions

The research aimed to provide insight into teachers', leaders' and governors' views on the reformed teachers' pay framework to help DfE to identify whether any further reforms or changes are necessary, and, if so, on what particular issues these might focus. A variety of perspectives emerged from across the interviewees, survey respondents, and webinar participants. There were no real differences between academies and maintained schools on the views from the survey or interviews except for the perception that both types of schools thought that the other was in a better position in regards to recruitment of teachers. There were only minor differences reported between primary and secondary schools, with secondary schools using TLRs more overall.

The research indicated that there are mixed levels of understanding on many aspects of the pay framework. Generally, and intuitively given their role in budget management, headteachers and governors are more aware of the different aspects of the framework and allowances than teachers. In addition, teachers who had experienced aspects of the pay framework had better understanding of those aspects. For example, teachers with experience of moving from the MPR to the UPR had greater understanding of what progression entailed and what was expected of UPR teachers, and teachers receiving TLRs had greater understanding of how TLRs are awarded as you would expect.

Teachers would welcome more clarity on how the framework and allowances work. Teachers perceive that practices and processes differ between schools, which makes national action on increasing awareness and information, beyond coverage during ITT, more challenging. Some headteachers discussed the framework and allowances as part of performance management discussions. Spreading this practice more broadly would help increase awareness and information on its role, purpose and operation.

Motivation and progression of teachers are key concerns, although respondents suggested that teachers are motivated by factors other than pay predominantly. The two tier pay structure with its main and upper ranges is broadly accepted, although it is criticised for not having sufficient range to keep those at the top of their range motivated and rewarded. Teachers could also see the potential to use non-consolidated payments to keep more experienced teachers motivated, although those with insight into budgets believed this would not be feasible.

Again, fairness and equity issues were mentioned by the teachers and governors in the samples in respect of how non-consolidated payments would be awarded. This similarly

applied to the use of allowances. Notably the conditions for TLRs 1 and 2 were fairly well known, but those for TLR3 as well as safeguarding of allowances were less well known by teachers. In addition to teachers' views on transparency and equity in the award of TLRs, there were strongly held views on the reward ratio in comparison with the additional responsibilities that would be required by the TLRs. Workload is a key factor in understanding teachers' responses on pay issues.

While teachers indicated they were not well informed about safeguarding provisions for allowances, headteachers and governors were. These groups saw benefits as well as downsides to this offer. Benefits accrued to individuals; however, the duration of safeguarding provisions for allowances could be detrimental to restructuring as schools have to wait three years to reap the savings.

There are concerns about whether there are sufficient incentives to retain experienced staff and also recognition that pay progression is typically achieved through taking on additional responsibilities, which may increase workload and is not appealing to all teachers.



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## Appendix A- Teacher pay ranges from September 2017

Table 1: Teacher pay ranges from September 2017 (STRB, 2018)

Pay range		England and Wales (excluding the London Area) £pa	Inner London Area £pa	Outer London Area £pa	Fringe Area £pa
MPR	Minimum	22,917	28,660	26,662	24,018
	Maximum	33,824	39,006	37,645	34,934
UPR	Minimum	35,927	43,616	39,519	37,017
	Maximum	38,633	47,298	42,498	39,725
Leading Practitioner Pay Range	Minimum	39,374	46,814	42,498	40,458
	Maximum	59,857	67,305	62,985	60,945
Unqualified Teacher Pay Range	Minimum	16,626	20,909	19,749	17,718
	Maximum	26,295	30,573	29,422	27,384

## Appendix B – Headteacher, teacher and governor sampling frames

The 15 headteachers were from a range of school types and across phases, with a slightly larger number of respondents in the south and from primary academies, than expected, as there are fewer primary academies than primary maintained schools<sup>12</sup> (see Table 2).

Table 2: Headteacher sample

School types	Primary	Secondary
Academies	4 (1 North, 3 South)	5 (2 North, 3 South)
Maintained schools	2 (2 North)	4 (1 North, 3 South)

The sample of 50 teachers included a mix of early career teachers (EC), those from the upper section of the MPR and those from the UPR. The 50 teacher interviewees also included more respondents from the south; more respondents from maintained schools; and more UPR respondents overall, but there was still good coverage of school types, phase, pay ranges and regions (see Table 3). There is, therefore, the possibility that there may be some bias towards the views of those from maintained schools and the UPR, however, the research found no distinct differences between the views of these groups.

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<sup>12</sup> According to the 'Get Information about Schools Website' DfE (2018) there are 4,934 open primary academies and 11,806 open primary local authority maintained schools (as of 07/08/2018).

Table 3: Teacher sample

School types	Primary			Secondary		
	EC	MPR	UPR	EC	MPR	UPR
Pay Range						
No. of academies	1	4	3	4	2	4
Area of academies	(1 South)	(1 North, 3 South)	(1 North, 2 South)	(1 North, 1 South, 2 London)	(2 South)	(2 North, 2 South)
No. of maintained schools	4	5	12	1	3	7
Area of maintained schools	(2 North, 2 South)	(2 North, 3 South)	(11 South, 1 London)	(1 North)	(1 North, 2 South)	(3 North, 4 South)

The final sample of the 13 governors gave good coverage of school phase, with five primary schools, four secondary schools and four covering more than one school. The school types also varied, with six at maintained schools and seven representing academy schools or Multi-Academy Trusts (MATs). Finally, the governors were split by region fairly equally, with four from the south of England, five from London and four from the north of England.



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