

The Allocation of Special Educational Needs Allowances in England and Wales

Fiona Johnson, Julia Pye, John Higton,
Claire Lister and David Jeans

Ipsos MORI

Louise Tracey, University of Nottingham

Peter Farrell and Sarah Fielden, University of
Manchester



Research Report

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*Fiona Johnson, Julia Pye, John Higton,
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Executive summary

Introduction

This summary reports on research commissioned by the Department for Children, Schools and Families (DCSF) to gather quantitative and qualitative evidence in support of the School Teachers' Review Body's evaluation of the ways in which Special Educational Needs (SEN) Allowances are used and perceived. Interviews were conducted with a range of professionals who may be involved in awarding or receiving allowances for SEN work, including headteachers, teachers, SEN Co-ordinators (SENCOs) and Local Authority SEN Support Service Managers (LA managers). The research took place from September–December 2007. This summary describes the aims of the research, the key findings, the policy background and the methodology used.

Aims

The research aimed to gather evidence that would enable the School Teachers' Review Body (STRB) to understand the decision-making processes used when headteachers and LA managers award SEN Allowances or alternative payments; explore the perceptions of SEN Allowances and alternatives among practitioners; and examine any variation in use and perceptions of SEN Allowances.

Key findings

- In all school settings (primary, secondary and special schools) the most frequently cited reason for awarding both SEN1 and SEN2 Allowances is that they are 'appropriate for the work undertaken' by staff. However, the qualitative work revealed that what is considered 'appropriate' can vary by school and authority, depending on different interpretations of the guidance relating to the payment of allowances.
- Key reasons for awarding SEN1 Allowances focus on the additional challenge and importance of teaching pupils with SEN. For example, the additional challenge is cited by 32% primary, 18% secondary and 20% of special school headteachers who give SEN1.
- Reasons for awarding SEN2 allowances tend to emphasise the qualifications and experience of the staff involved. For example, among special school headteachers who give SEN2, 30% cite qualifications and 42% experience when describing their reasons for giving SEN2.
- Where TLRs are awarded for SEN responsibilities, this is typically because they are considered more appropriate for management and administration responsibilities or because the value of TLRs is felt to better reflect the level of responsibility involved: for example, 24% of primary and 22% of secondary headteachers cite the managerial responsibilities of the posts, and 21% primary and 19% secondary cite the value of the payments.

- The qualitative work highlighted common factors considered when allocating allowances to posts within school structures: these include the perceived applicability of particular allowances to the work and responsibilities involved in each role, the overall school structure and budget, and the guidelines on allocating different allowances.
- Findings from the qualitative interviews indicated that discretionary allowances are sometimes made to individual members of staff based on performance, responsibilities, their impact on the school and pupils' learning, and qualifications or experience.
- A majority of headteachers – including 68% primary, 50% secondary and 97% of special school headteachers – consider it important to have an allowances system for recognising SEN teaching. This is particularly the case among special school headteachers, six in ten (60%) of whom say an SEN Allowances system is 'essential'.
- A majority of those who do not currently use SEN Allowances agree that an allowances system is important, although proportions saying so vary by phase. For example, 57% of primary school heads who use awards for SEN work other than an SEN Allowance agree the system is important. The comparable figure for secondary headteachers is 45%. This echoes findings in the qualitative research, where many headteachers who did not use (or see a use for) SEN Allowances in their own school highlighted that the Allowances may be useful for colleagues in other schools and circumstances.
- There is broad support among headteachers working in all types of setting for the continued appropriateness and applicability of the Allowances: for example, a majority of headteachers in primary and special schools disagree that SEN Allowances are unnecessary now that alternative payments are available (59% and 88% disagree, respectively).
- There is evidence of variation in terms of when and why SEN Allowances are used, and particularly vis-à-vis the use of TLR payments. For example, managerial SENCO roles in some schools attract an SEN Allowance; in other schools, headteachers award TLR payments only to SENCOs taking on a managerial role, and would award SEN Allowances only if their SENCO was primarily engaged in teaching pupils with SEN.
- Secondary headteachers are less positive about the need for SEN Allowances, and are less likely to use them than their primary colleagues. As an example, a majority (54%) of secondary headteachers feel the Allowances are unnecessary because of the availability of other allowances or payments, whereas only 30% of primary headteachers agree with this sentiment.
- There was evidence of some variation in the rationale for giving Allowances, and of different policies operating in different authorities and schools. For example, the qualitative work revealed that some authorities give all unattached and special school teachers an SEN2 Allowance, while headteachers in other authorities claim that budgeting restrictions mean they can rarely, if ever, give SEN2.

Background

The STRB, in their 16th report (2007), noted that the allocation of SEN Allowances pre-dates major changes both in teachers' pay awards and the development of the inclusion agenda. In particular, the phasing out of Management Allowances (from December 2005) and the introduction of TLRs means that new awards are now available to recognise teachers' roles as educators, and the pan-school responsibilities and roles they take on. Anecdotal evidence cited by the Rewards and Incentives Group (RIG) suggested that the new staffing structures and pay schemes introduced with the TLRs meant that some SENCOs were subsequently paid less money for performing the same role, while other schools remained unclear as to when to award TLRs and when to award SEN Allowances.

Currently, there are two levels of SEN Allowances: SEN1 Allowances should be awarded on a mandatory basis to classroom teachers in a special school, or in a mainstream school where they are engaged wholly or mainly in teaching pupils with SEN statements in special classes or taking charge of special classes comprised wholly or mainly of children who are hearing or visually impaired. This allowance can also be paid to a classroom teacher in a mainstream school where the teacher is considered to be making a contribution to the teaching of pupils with special educational needs which is significantly greater than that which would normally be expected of a classroom teacher. SEN2 Allowances are awarded on a discretionary basis to teachers who would otherwise be entitled to the SEN1 and where it is considered that their experience and/or qualifications are considered to be relevant to the work they undertake with pupils with special educational needs¹.

Confusion about when to use TLRs and SEN Allowances is compounded by the fact that the Government has not made any recent statements about the purpose of the latter. According to evidence cited by the STRB, teachers and headteachers perceived that the SEN Allowances fulfilled several functions, most of which were valid. However, the variety of functions and purposes for the Allowances suggested by teaching practitioners highlighted that there was no clear and coherent concept of why the Allowances existed or when it was appropriate to award them; as a consequence, there was evidence of inconsistency in use of SEN Allowances.

The STRB's consultation concluded that more evidence was needed about when and why Allowances are used, and how they are perceived. Areas highlighted as needing clarification included the inconsistent use of Allowances between different schools; the fairness of the system, given that all teachers now have responsibilities for teaching pupils with SEN; and the eligibility criteria for SEN1 and SEN2 Allowances, and how these might overlap with the criteria and reasons for awarding TLRs.

The research reported here aims to provide the evidence needed by the STRB and DCSF to conduct a full and comprehensive review of the way SEN

¹ DfES (2007) School Teachers' Pay and Conditions Document and Guidance on School Teachers' Pay and Conditions, TSO, paragraph 27

Allowances are perceived and used with respect to SEN responsibilities and teaching.

Methodology

The research used a mixed methods approach to address the key research objectives, including a qualitative phase in five case-study local authority areas, and a national quantitative telephone survey of teachers and LA managers.

Qualitative phase

Five case-study local authority areas were selected in which to conduct in-depth interviews with a range of teaching staff and local authority representatives. The sample included authorities in Wales, London and the North West, North East, and South East of England; it also covered metropolitan, unitary and county authorities.

Within each area, we interviewed a representative from the local authority SEN Support Service, and a range of teaching staff, including headteachers, deputy headteachers, SENCOs, non-SENCO teachers, and PRU managers. We also aimed to interview staff from a range of school types within each case-study area, including those that did and did not award SEN Allowances, schools with high and low proportions of SEN pupils on their register, and a mix of mainstream and special schools.

Interviews were conducted face-to-face by Ipsos MORI researchers between 24 September and 26 October 2007. A small number of the interviews could not be scheduled as face-to-face appointments during the allotted fieldwork period; these interviews were conducted by telephone. Interviews lasted an average of 30-45 minutes.

Quantitative phase

The quantitative stage of the survey involved (i) a telephone survey of headteachers and (ii) of LA managers across England and Wales.

Headteachers

A stratified random sample of schools in England and Wales was drawn from Edubase. Samples were stratified by Government Office Region, school size, and the proportion of pupils with SEN before selections were made. The final sample selection was stratified disproportionately by school type, with secondary schools over-sampled to allow separate analysis of findings among secondary schools.

In total, 804 headteachers were interviewed, giving an unadjusted response rate of 26%. The final sample comprised: 303 primary school headteachers, 301 secondary school headteachers, 136 special school headteachers, and 64 PRU managers.

LA managers

The quantitative phase of the survey used a census approach: representatives at all 173 local authorities in England and Wales were contacted and asked to take part in the research. Files provided by the DCSF gave contact details for representatives within each authority thought to be responsible for, or to have involvement in, the allocation of SEN Allowances. E-mails were sent to all contacts in advance to explain the purpose and aims of the research; these e-mails also asked the recipients to nominate other colleagues if they felt unable to respond to the survey themselves, or that others were better placed to do so.

Ultimately, representatives from 105 local authorities were interviewed, including 91 in England and 14 in Wales, giving an overall response rate of 62% after adjusting for those ineligible to take part.

Fieldwork

Fieldwork for both the headteacher and LA manager interviews took place between 26 November and 17 December 2007. Interviews were conducted by Ipsos MORI's in-house telephone centre using Computer-Assisted Telephone Interviewing (CATI), and took an average of 15-20 minutes.

Findings

Use of SEN Allowances

In total, 20% of primary headteachers and 29% of secondary headteachers report awarding SEN Allowances. Unsurprisingly, given that SEN1 Allowances are mandatory in special schools, reported usage is much higher among special school headteachers (93%). Just 7% of PRU managers report giving the Allowances, although this may reflect local authority control of staff allowances in PRUs.

In mainstream schools, headteachers are more likely to report giving TLRs than SEN Allowances for SEN work. This is particularly the case in secondary schools, where headteachers are twice as likely to say they award TLRs as SEN Allowances to their staff (72% of secondary headteachers give TLRs for SEN work and 29% give SEN Allowances; the equivalent figures among primary headteachers are 28% and 20%, respectively). TLRs are also widely used for SEN work and responsibilities in special schools and PRUs: 51% of special school headteachers and 38% of PRU managers report using the payments. Findings from the qualitative research suggest that some special school headteachers use TLRs rather than SEN2 Allowances for management responsibilities, and perceive the SEN1 Allowance as a reward for other aspects of the role (e.g. the additional challenge of dealing with SEN pupils).

Reasons for awarding SEN Allowances and the functions of SEN Allowances

The most frequently cited reason for awarding both SEN1 and SEN2 Allowances is that they are 'appropriate for the work undertaken': this reason

for awarding SEN1 was given by 56% of primary headteachers, 65% of secondary headteachers, 38% of PRU managers, 51% of special school headteachers, and 60% of LA managers. The qualitative phase of the research revealed this could mean a range of things in practice. For example, SEN1 Allowances were sometimes seen as appropriate for managerial SENCO positions, while others used them to reward only teaching-based SEN roles.

Other reasons for awarding SEN1 Allowances focus on the additional challenge and importance of teaching SEN pupils: 32%, 18% and 20% of primary, secondary and special school headteachers respectively, 24% of PRU managers, and 20% LA managers award SEN1 to recognise the additional challenge of SEN teaching; and 20% of primary and 25% of secondary headteachers used the allowances to recognise the importance of SEN teaching.

Other key reasons for awarding SEN2 allowances focus on the qualifications and experience of the staff involved, suggesting that headteachers broadly understand and apply the STPCD criteria when giving SEN1 and SEN2. In fact, recognising qualifications is the second most commonly cited reason for awarding SEN2 among headteachers of all types of establishment. Special school headteachers are particularly likely to state that SEN2 rewards significant SEN experience (42% of those who awarded an SEN2 Allowance cited this reason, compared with 23% of primary headteachers, 21% of PRU managers, and 14% secondary headteachers).

There are also a variety of other reasons why SEN1 and SEN2 Allowances are made, including helping to recruit and retain staff, and to reflect the additional time needed for the administration tasks involved in SENCO roles.

Reasons for awarding TLR payments rather than SEN Allowances

Where TLRs are awarded for SEN responsibilities, this is typically because they are seen as more appropriate (or the *only* appropriate payment) for management and administration responsibilities, or because the value of TLRs is felt to better reflect the level of responsibility involved. For example, 24% of primary and 22% secondary headteachers who give TLRs cite the managerial responsibilities of the posts, and 21% primary and 19% secondary cite the value of the payments.

Findings from the qualitative work suggest that most headteachers follow the guidelines in the STPCD when deciding what responsibilities and posts are applicable for TLRs and for SEN allowances. However, the quantitative findings revealed that some headteachers do misunderstand the content of the STPCD's guidelines on SEN Allowances. Even where guidelines directly apply to particular teachers – for example, special school headteachers' awareness of the mandatory award of SEN1 Allowances in special schools – a significant minority of headteachers are not clear about the guidelines.

In cases where no allowances at all are given for SEN work (50% of primary schools and 13% of secondary schools), this is typically because those who

take on overall responsibility for SEN are paid on the leadership spine and ineligible to receive allowances. One in ten primary school teachers also cite budgetary constraints (13%).

Decision-making processes used when awarding allowances

The qualitative phase of the research revealed that, typically, a school structure is established and allowances attached to particular posts. Schools had usually engaged in broad consultation exercises with staff to determine the overall staffing structure. Specific factors considered when allocating allowances to posts include the applicability of particular allowances to the work and responsibilities involved in each role, the overall school structure and budget, and the STPCD guidelines on allocating different allowances.

Perceived applicability, and importance of SEN Allowances

A majority of teachers in all types of setting say that SEN Allowances are important and, looking to the future, would keep some form of SEN Allowances system. As would perhaps be expected, feelings run particularly high among special school headteachers, six in ten of whom say that it is 'essential' for them to be able to give SEN Allowances. The perceived importance of the Allowances rests on their value in recruitment and retention (particularly in special schools and for unattached positions). Across all settings, the Allowances are seen as an important way of recognising the importance and challenge of SEN teaching, and the specialist skills and expertise of those who work with SEN pupils. Where allowances are not perceived as important, this is typically because of the availability of alternatives: for example, 41% secondary headteachers who do not think SEN Allowances are important cite the availability of TLRs.

There is broad support for the continued applicability and appropriateness of dedicated SEN Allowances: for example, a majority of special school headteachers, PRU managers and primary headteachers disagree that *it is inappropriate to reward SEN teaching through the payment of a dedicated SEN allowance, when other specialisms do not attract a similar allowance* (85%, 77% and 59%, respectively, disagree). A majority also disagree that, *given the availability of other allowances, dedicated SEN Allowances are unnecessary* (88% special school headteachers, 76% of PRU managers and 59% primary headteachers disagree).

Some headteachers had decided that particular allowances were not appropriate within their school: for example, a few special school headteachers explained that they preferred to use Management Allowances/TLRs rather than SEN2 awards, and a few mainstream headteachers preferred to use TLRs across the board (and not award any SEN Allowances). However, in most of these cases, headteachers felt that SEN Allowances could well be appropriate and useful in other schools and circumstances. In line with this, a majority of those who do not give SEN Allowances feel that it is important for headteachers to be able to give SEN Allowances.

Variation in when and why SEN Allowances used

Secondary headteachers are less positive about the importance and applicability of SEN Allowances: for example, unlike headteachers working in other settings, they are more likely to agree than disagree that *dedicated SEN Allowances are unnecessary given the availability of alternatives* (54% agree, 37% disagree). Secondary headteachers are also much more likely than colleagues in other settings to award their SEN staff with TLRs rather than SEN Allowances. This may be an appropriate reflection of the roles of SENCOs in most secondary schools: many SENCOs do not fulfil the SEN teaching requirements specified by the STPCD and would not be eligible for an SEN Allowance.

There is some variability in the awarding criteria used for SEN Allowances, and differences in the perceived functions of SEN Allowances vis-à-vis TLRs. For example, some special schools use TLRs rather than SEN2 Allowances, while others use SEN2 when teachers have completed a probationary period; some award SEN2 in recognition of any arguably relevant skills and qualifications, while others do not reward qualifications unless they are essential to the job. A few authorities award SEN2 Allowances across the board to all special school and unattached staff. Some mainstream headteachers use SEN Allowances for managerial SENCO roles, while others use only TLRs for managerial roles and SEN allowances for teaching roles.

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Checked & Approved:

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Fiona Johnson

Julia Pye

John Higton

Claire Lister

David Jeans

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1. Introduction

1.1 Policy background

In their 16th report (2007), the School Teachers' Review Body (STRB) noted that the awarding of Special Educational Needs (SEN) Allowances pre-dates major changes both in teachers' pay awards and the development of the inclusion agenda². They concluded, therefore, that it was an opportune time to review the process and rationale for awarding SEN Allowances, and to examine the extent to which these Allowances reflect current teaching conditions and are still fit for purpose³. Furthermore, the STRB also noted that, in the absence of any recent statements about the purpose of SEN Allowances from the Government, there is considerable confusion about their function, and inconsistencies in how they are awarded, underlining the need for a thorough review of their purpose and role.

Currently, there are two levels of SEN Allowances: SEN1 (currently worth £1,866 per annum) and SEN2 (worth £3,687 per annum). SEN1 Allowances should be awarded on a mandatory basis to classroom teachers in a special school, or in a mainstream school where they are engaged wholly or mainly in teaching pupils with SEN statements in special classes or taking charge of special classes comprised wholly or mainly of children who are hearing or visually impaired. This allowance can also be paid to a classroom teacher in an ordinary school where the teacher is considered to be making a contribution to the teaching of pupils with special educational needs which is significantly greater than that which would normally be expected of a classroom teacher. SEN2 Allowances are awarded on a discretionary basis to teachers who would otherwise be entitled to the SEN1 and where it is considered that their experience and/or qualifications are considered to be relevant to the work they undertake with special educational needs pupils⁴.

The recent (from 1 January 2006) phasing out of Management Allowances and introduction of Teaching and Learning Responsibility payments (TLRs) accompanied a review of staff roles and responsibilities in all schools. The

² Under Section 312 of the Education Act 1996, a child has "special educational needs" if he has a learning difficulty which calls for special educational provision to be made for him. Learning difficulty is defined as meaning:

- (a) he has significantly greater difficulty in learning than the majority of children his age;
- (b) he has a disability which either prevents or hinders him from making use of educational facilities of a kind generally provided for children of his age in schools within the area of the local education authority; or
- (c) he is under the age of five and is, or would be if special educational provision were not made for him, likely to fall within paragraph (a) or (b) when of or over that age.

The fact that a child has English as a second language does not, of itself, mean that he has a learning difficulty (Section 312(3), EA 1996).

³ STRB 16th Report:

<http://www.teachernet.gov.uk/doc/10900/STRB%2016th%20Report%20Web%206%20Feb'07.pdf>

⁴ DfES (2007) School Teachers' Pay and Conditions Document and Guidance on School Teachers' Pay and Conditions, TSO, paragraph 27

introduction of TLRs aimed to ensure that not only was more emphasis given to teachers' roles as educators (rather than administrators) but that awards were realigned with staff responsibilities and awarded according to well-defined criteria. TLRs were introduced to work alongside SEN Allowances. However, anecdotal evidence cited by the Rewards and Incentives Group (RIG), and reported by the STRB, suggested that new workforce and pay structures introduced with the TLRs meant that some SENCOs⁵ were paid less money for performing the same role, while other schools remained unclear as to when to award TLRs and when to award SEN Allowances.

Meanwhile, an increased emphasis on inclusion over the past decade has meant that children with SEN are significantly more likely than before to be educated in mainstream schools than in special schools; now, nearly all SEN pupils without a statement, and 60% of those with a statement, are educated in mainstream schools⁶. As the STRB and RIG note, this means that teaching staff in mainstream schools – and particularly regular teaching staff who now teach large numbers of pupils with SEN – face very different challenges from when SEN Allowances were originally conceived⁷.

The STRB's recent consultation highlighted broad support for the principle of SEN Allowances among key stakeholders, but an equally strong feeling that their purpose and the eligibility criteria for awarding Allowances must be defined more clearly⁸. It revealed many reasons why SEN Allowances were, or could be, granted. While acknowledging that many of these are legitimate functions of the Allowances, the authors expressed concern that the sheer range of functions mentioned by stakeholders suggested a lack of clarity as to their purpose. In practice, this means that the award of SEN Allowances can be inconsistent, and is sometimes perceived as unfair by teachers. For example, evidence cited by the STRB suggests that the awarding of allowances to unattached SEN specialist teachers, employed directly by local authorities, seems to be markedly different than the processes used to grant allowances to regular teachers.

The STRB's consultation concluded that more evidence was needed to clarify points which were not well understood or defined. Areas highlighted as needing investigation and clarification included:

⁵ The role of the SEN co-ordinator or SENCO is set out in the SEN Code of Practice (November 2001). With effect from January 2007, there is now a formal legal requirement on governing bodies of community, foundation or voluntary schools or maintained nursery schools to designate a member of staff at the school to have responsibility for co-ordinating provision for pupils with SEN – the special educational needs co-ordinator. Ministers have signalled their intention to consult on regulations which will require that person to be a qualified teacher.

⁶ OME figures quoted in STRB 16th report:
<http://www.teachernet.gov.uk/doc/10900/STRB%2016th%20Report%20Web%206%20Feb'07.pdf>

⁷ Specifically, the review of allowances in 1993 which happened as a response the integration of SEN pupils into schools as part of the 1981 Education Act.
<http://www.teachernet.gov.uk/doc/10225/20060724%20RIG%20STRB%20evidence%202006%20fv.doc>

⁸ See paragraph 3.14 in STRB's 16th report:
<http://www.teachernet.gov.uk/doc/10900/STRB%2016th%20Report%20Web%206%20Feb'07.pdf>

- Inconsistency in the use of the Allowances between different schools (within and between different areas in the country) and between schools and local authorities;
- The fairness of the system, given the new demands placed on all teachers with regard to SEN teaching;
- The eligibility criteria for SEN1 and SEN2 Allowances. It is notable that one criterion for awarding SEN2 is a relevant postgraduate qualification in some local agreements. In some fields of SEN work, no relevant qualifications exist; and
- Overlaps in theory and practice with TLR payments and other pay awards.

The research reported here aims to provide the evidence needed by the STRB and DCSF to conduct a full and comprehensive review of the way SEN Allowances are perceived and used with respect to SEN responsibilities and teaching.

1.2 Research aims and objectives

The Department's objectives from the research are to provide the evidence needed by the STRB to complete their review of SEN Allowances. Specifically, the research aims to:

- Explore how SEN Allowances are understood by headteachers and local authority SEN support service managers, including their perceived functions, applicability and importance relative to other pay awards;
- Understand the decision-making processes for awarding SEN1 and SEN2 allowances, including the factors considered, the criteria set on awarding or not awarding allowances, and the reasons for awarding one type of allowance over another;
- Gauge the extent of overlap between the functions and perceived role of SEN Allowances and other payments such as TLRs, and recruitment and retention incentives;
- Examine any differences between different types of school (within and between different local authorities), and between schools and local authorities, in perceptions of, and current practice in, awarding SEN Allowances.

1.3 Research design

The research used a mix of qualitative and quantitative methods to explore these objectives. An initial qualitative phase in five, case-study areas was used to explore:

- how SEN is led and managed in schools and local authorities;
- how SEN Allowances and TLR payments are perceived;
- the factors considered when awarding (or not awarding) SEN Allowances and TLRs and the reasons for choosing one allowance rather than another;
- any policies in place that affect decisions to award allowances; and,
- views and perceptions about the current SEN allowance system.

The qualitative phase enabled us to gain a detailed understanding of the perceptions and factors that were important, and to gain crucial background information about SEN roles and structures within individual schools which are vital to an understanding of when and why allowances are awarded. Interviews were conducted face-to-face where possible.

The follow-up quantitative phase enabled exploration of the emergent issues among a wider audience allowing for statistical analysis of differences in views and practice across schools and local authorities. For example, the quantitative phase enabled an evaluation of whether and how factors such as school size, or the proportion of pupils with SEN in a school, have an impact on decisions to award allowances. The structure of the research allowed findings from the initial qualitative phase to feed into the development of the quantitative interviews, to ensure that questions were as relevant as possible to both the audiences researched and the objectives of the DCSF and STRB. Telephone interviews were conducted with those responsible for allocating allowances in different settings: primary, secondary and special school headteachers, PRU managers and LA managers. The interview was centred on gaining a snapshot of what allowances are currently awarded and why they have been given, and perceptions of SEN Allowances.

1.3.1 Qualitative case-studies

Five case-study local authority areas were selected in which to conduct in-depth interviews with a range of teaching staff and local authority representatives involved in SEN teaching or services. Although qualitative research is exploratory, and cannot provide statistically representative findings, the case-study areas were selected to include a range of authority types, and a good geographical spread. Due to small numbers of schools in some areas, we have not named the authorities concerned to protect the anonymity of respondents.

The sample included authorities in Wales, London, and the South East, North East and North West of England, and covered metropolitan borough councils, unitary authorities and county councils. Any authorities containing fewer than 100 schools were not included in the sample as, given the typical participation rates in this type of research, it was unlikely that they would generate the required number of interviews per area (nine school interviews).

Region	Authority type	Interview type	Number of interviews	Number of schools/LAs
London	Metropolitan	Primary	3	2
		Secondary	3	2
		Special	2	2
		LA	1	1
South East	County	Primary	2	2
		Secondary	3	2
		Special	4	2
		LA	1	1
North East	Unitary	Primary	4	2
		Secondary	3	2
		Special	2	2
		LA	1	1
North West	Metropolitan	Primary	3	2
		Secondary	4	3
		Special	2	1
		PRU	1	1
Wales	County	Primary	4	3
		Secondary	3	2
		Special	3	2
		LA	1	1

Within each area, we aimed to interview the local authority's SEN Support Service manager, and headteachers, SENCOs and teachers from a range of primary, secondary and special schools, as well as managers and unattached teachers working in PRUs. We interviewed staff from schools with varying proportions of pupils on the SEN register, and a mix of schools that did and did not award SEN Allowances. To reflect the make-up of some of the areas, interviews were conducted with slightly different members of staff on occasion. For example, interviews were conducted with Inclusion Officers in some schools where they had principal responsibility for SEN. In one area with very low numbers of special schools, more interviews were conducted with headteachers and teachers in mainstream schools with high SEN rolls. In some schools, interviews were conducted with two members of staff

(usually the headteacher and SENCO), whereas in others only one interview was conducted.

Interviews were conducted face-to-face by Ipsos MORI researchers between 24 September and 26 October 2007. A small number of the interviews could not be scheduled face-to-face during the allotted fieldwork period; these interviews were conducted by telephone.

1.3.2 Quantitative survey

The quantitative stage of the research comprised:

- a survey of c.800 headteachers from primary schools, secondary schools, special schools and PRUs across England and Wales (an unadjusted response rate of 26%); and
- a census of local authority SEN Support Service managers, which resulted in 105 interviews (from a potential total of 173).

All interviews were conducted using Computer-Assisted Telephone Interviewing (CATI) between 26 November and 18 December 2007. Interviews lasted an average of 20 minutes.

Headteacher sample

Edubase was used as the survey sampling frame for schools in England, supplemented by profiling information for Welsh schools, whose details are missing from Edubase, supplied by DCSF. To define the survey population, schools that Ipsos MORI were asked to exclude from the current research (i.e. Academies and nursery schools) were removed from the sampling frame, giving a total population of 24,075 schools. The samples were then stratified according to Government Office Region, school size and proportion of pupils with SEN, before selections were made using the method of random start and fixed interval.

Samples were de-duplicated to remove schools that had taken part in the qualitative phase, and schools that Ipsos MORI had approached already in the current school year⁹.

Table 1.2 shows the proportion and number of each type of educational setting that took part in the research, and the proportion in the schools population. In total, headteachers from 303 mainstream primary schools (38% of the achieved sample), 301 mainstream secondary schools (37% of the achieved sample), 136 special schools (17% of the achieved sample) and 64 PRUs (8% of the achieved sample) were interviewed. Please note that the difference in the survey sample and the population distribution is a deliberate function of the sample design; as the number of primary schools in the population accounts for such a large proportion of the school population, secondary schools, special schools and PRUs were sampled in larger numbers to ensure that robust samples of all school types were interviewed.

⁹ Ipsos MORI's policy is to avoid approaching schools to take part in our research more than once in any academic year, where at all possible.

Table 1.2: Profile by educational setting¹⁰				
	Primary	Secondary	Special	PRU
Population (N)	18,915	3,620	1,051	489
Population (as percentage of school population)	78%	15%	5%	2%
Sampled (N)	1,158	1,382	402	192
Interviewed (N)	303	301	136	64
Interviewed (as percentage of achieved sample)	38%	37%	17%	8%
Unadjusted response rate	26%	22%	34%	33%
<i>Source: Ipsos MORI</i>				

Headteachers at each sampled school were then sent a letter informing them about the survey and asking for their participation. A head office contact number was provided for those headteachers who did not want to take part, or wanted further information about the survey. Those who refused to take part were removed from the sample before fieldwork began. In total, 804 headteachers were interviewed, giving an unadjusted response rate of 26%.

The interviewed sample closely matches the school population in terms of school size and the proportion of pupils with SEN within the school. For a detailed breakdown, please see Appendix A.

Local authority sample

DCSF supplied a list of appropriate personnel at each of the 173 local authorities in England and Wales, and Ipsos MORI identified contact details for each lead. Those authorities that had taken part in the case-study research were removed from the sample, and the remainder were sent an e-mail informing them about the survey and asking for their participation. As the Department was unsure about the full accuracy of their database, the e-mail explicitly invited the recipients to forward the correspondence to a more appropriate colleague if they themselves were not best-placed to complete the interview. This methodology resulted in us receiving 33 new contacts for interview.

Ultimately, representatives from 105 local authorities were interviewed, including 91 in England and 14 in Wales, giving an overall response rate of 62% after adjusting for those ineligible to take part¹¹.

¹⁰ Population figures taken from Edubase

¹¹ Six authorities were ineligible to take part: five had taken part in the qualitative stage of the research, and one authority reported that they did not employ any unattached teachers.

The interviewed sample was broadly representative of the population in terms of the size and type of authority. For further details of the sample, please see Appendix A.

Local authority participants

A list of relevant contacts for each local authority was provided by the DCSF at the outset of the research. To ensure that interviewers spoke to the most relevant member of staff, advance e-mails were sent to authorities explaining the aims and content of the interview and asking them to nominate other colleagues if these would be better-placed to respond. In addition, before the interview began, interviewers asked to speak to those who had responsibility and input into making decisions about the pay and allowances given to unattached teachers. The complexity and range of management structures in place within different authorities, and the variety of representatives who take responsibility for unattached teachers' management and pay, is indicated by the range of job titles for respondents (Table 1.3).

Table 1.3: Local authority respondents

Job title	%
Head of Inclusion	19
Head/Manager of SEN Services	13
Head of Learning Support Services	10
Manager/Head of Specialist Support Services	7
Head/Manager of Services	6
Principal Educational Psychologist	6
Head/Manager of Additional Needs	4
HR Manager for Schools	3
Head of Psychology Services	3
Strategic Manager/Leader for Learning and Inclusion	3
District Co-ordinator/Advisor for Inclusion and Diversity	3
Principle Advisor/Officer of Inclusion Services	3
Head/Manager of Disability and Learning Difficulties	3
Head/Manager of Specialist Teacher Advisory Service	3
Assistant Director of Specialist Services	2
Assistant Director for Inclusion	2
Head/Team Co-ordinator of Language Learning	2
Head of Behaviour Support Service	2
Head of Assessment	2
Manager/Assistant Head of Pupil Support	2
Other	21

Source: Ipsos MORI

The final sample includes a mix of representatives from different authority types: just over half (53%) worked within metropolitan borough councils, three in ten (30%) within unitary authorities and two in ten (20%) within county councils. The sample also included a mix of small (32%), medium (37%) and

large (30%) councils; reflecting this, LA managers were responsible for varying numbers of unattached teachers. Around three in ten (31%) LA managers we interviewed employ between one and 24 unattached teachers, around a quarter (24%) employ 25-49, around one in seven (15%) employ 50-99 unattached teachers, and three in ten (29%) employ 100 or more.

1.4 Questionnaire content and development

The research was structured to allow findings from an earlier Rapid Evidence Assessment to inform the development of the qualitative discussion guides, and to allow the findings from the qualitative case-studies to feed into the development of the quantitative questionnaire. The discussion guides and questionnaires were developed jointly by the Department and Ipsos MORI, with our partners Dr. Louise Tracey of the University of Nottingham, and Professor Farrell of Manchester University's Special Educational Needs unit, feeding into the questionnaire design.

In addition, a range of stakeholders were consulted at each stage of the discussion guide and questionnaire design, including representatives from the Association of Teachers and Lecturers (ATL), DCSF policy officials from the Department's SEN and Disability Division and Pay and Professionalism project, National Association of Schoolmasters Union of Women Teachers (NASUWT), and the Office of Manpower Economics (OME). Ipsos MORI would like to take this opportunity to thank the Steering Group members for their helpful and detailed guidance during the life of the project.

1.5 Content of the report

This report contains the main findings from the qualitative and quantitative phases of the research. Chapter 2 looks at the characteristics of those schools and local authorities represented in the final samples. Chapter 3 describes the role and responsibilities of LA managers, and particularly their managerial responsibilities relating to unattached teachers and their pay and conditions; it also looks at the typical structures and management roles used within schools to cater for SEN pupils. In Chapter 4, we look at the use of allowances by LA managers and headteachers, including the types of allowances used, the number of staff receiving allowances, and the reasons headteachers and managers chose to award (or chose not to award) particular allowances. Chapter 5 looks at managers' and headteachers' perceptions of the current system of SEN Allowances, including their knowledge of current guidelines, and how important they think having a system for SEN Allowances is. Chapter 6 goes on to look in more detail at perceptions of the system, including whether headteachers and managers feel that SEN teaching is more challenging than other types of teaching, and whether dedicated SEN Allowances are appropriate and necessary. Finally, Chapter 7 looks at respondents' views on practical changes to the SEN Allowances system, including the extent to which the system should be changed, and suggestions as to the practical changes which might be introduced.

1.6 Conventions used in this report

When we refer to ‘primary headteachers’ and ‘secondary headteachers’ in this report, we are referring to headteachers in mainstream primary and secondary schools. Where differences between types of headteacher are reported, these are statistically significant (at the 95% confidence interval).

LA SEN Support Service managers (or those in local authorities who take on the typical responsibilities of these officers) are referred to as ‘LA managers’.

‘SENCO’ refers to the person who takes on the responsibilities typically associated with a SENCO (even if their title is different – e.g. Inclusion Officer). Where there is more than one SENCO in a school, the SENCO questions were directed to those with principal SEN responsibilities (the most senior SENCO).

Where we are referring to SEN1 or SEN2 Allowances, we use ‘Allowances’. Where we are discussing allowances generally – including SEN Allowances as well as TLR payments, and other types of allowance – we use ‘allowances’.

A glossary of terms used in this report follows (full descriptions of the criteria for awarding each allowance from the School Teachers’ Pay and Conditions Document (STPCD) are provided in Appendix B):

SEN Allowances: payments which teachers may receive in addition to their basic salary to reflect their work and/or specialist qualifications in teaching pupils with Special Educational Needs. ‘SEN Allowances’ includes SEN1 and SEN2 Allowances.

SEN1 Allowance: SEN1 Allowances should be awarded on a mandatory basis to classroom teachers in a special school, or in a mainstream school where they are engaged wholly or mainly in teaching pupils with SEN statements in special classes or taking charge of special classes wholly or mainly of children who are hearing or visually impaired. This allowance can also be paid on a discretionary basis to a classroom teacher in a mainstream school where the teacher is considered to be making a contribution to the teaching of pupils with special educational needs which is significantly greater than that which would normally be expected of a classroom teacher. The allowance is currently worth £1,866 per annum.

SEN2 Allowance: SEN2 Allowances are awarded on a discretionary basis to teachers who would otherwise be entitled to the SEN1 and where it is considered that their experience and/or qualifications are considered to be relevant to the work they undertake with special educational needs pupils¹². The allowance is currently worth £3,687 per annum

TLR payments: There are two bands of TLR payments. TLR1, the higher band, has a minimum of £6,829 and a maximum of £11,557. TLR2 has a minimum of £2,364 and a maximum of £5,778. They can be awarded where a teacher’s duties include a significant responsibility that is not required of all

¹² DfES (2007) School Teachers’ Pay and Conditions Document and Guidance on School Teachers’ Pay and Conditions, TSO , paragraph 27

classroom teachers and that are (a) focused on teaching and learning; (b) require the exercise of a teacher's professional skills and judgement; (c) require the teacher to lead, manage and develop a subject or curriculum area; or to lead and manage pupil development across the curriculum; (d) has an impact on the educational progress of pupils other than the teacher's assigned classes or groups of pupils; and (e) involves leading, developing and enhancing the teaching practice of other staff.

Unattached teacher: Teachers not attached to a particular school, or employed otherwise than at a school, and teachers at PRUs

2. Context: the leadership and management of SEN

The qualitative stage of the research highlighted the importance of the different contexts and environments in which teachers work in determining the type of allowance that is deemed most appropriate for them. Understanding the way in which SEN is managed in authorities, and appreciating the range of management and staffing structures that operate within schools – for example, the variety in the responsibilities held by SENCOs from school to school – is vital to understanding why allowances are granted (or not), and why particular allowances are chosen in different circumstances. Some headteachers interviewed in the qualitative phase felt that any variability in terms of how allowances were awarded were an inevitable consequence of the different circumstances in which schools operated and the unique structures they had put in place to meet the needs of their pupils.

LA managers typically work across a broad range of areas and processes within their authority, taking on financial, strategic and management responsibilities. Eight in ten (83%) are responsible for managing unattached teachers, and, while direct line management responsibilities for unattached teachers are sometimes devolved to others, LA staff have a significant direct input into the allocation of allowances to these teachers.

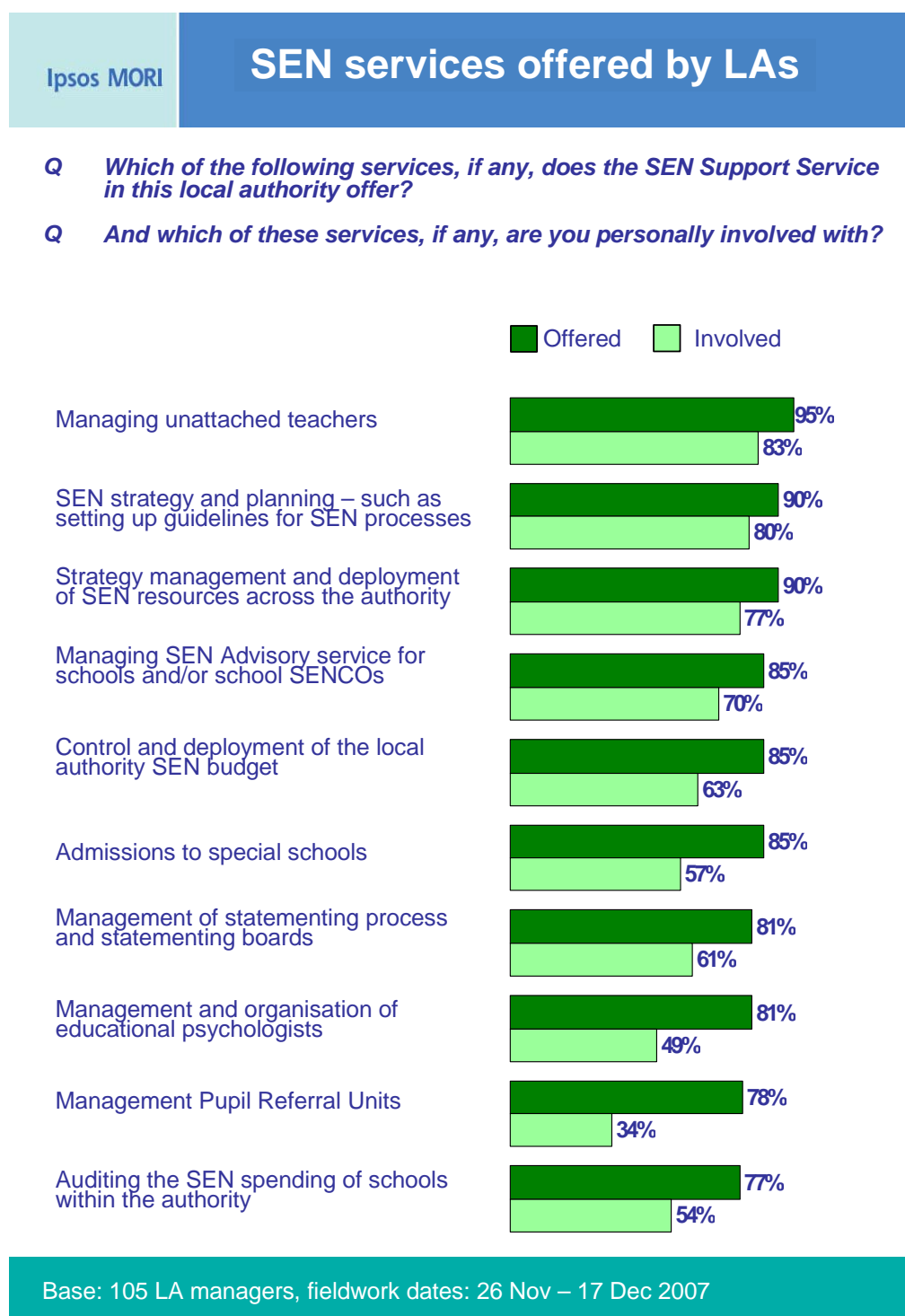
Typically, schools have one member of staff working as a Special Educational Needs Co-ordinator (SENCO), although a minority of schools operate other models, and nine in ten (90%) special school headteachers and PRU managers say that, effectively, all their staff are SENCOs. Within primary and special schools, and in PRUs, SENCOs tend to be part of the school's Senior Management Team (SMT), while secondary school SENCO posts tend to be filled by less senior members of staff. Headteachers report that SENCOs' principal responsibilities include administrative and managerial work, monitoring and assessment of pupils, and liaison with educational psychologists and outside agencies, while they are more likely to cite pedagogical responsibilities for other, non-SENCO, staff working in SEN roles.

2.1 Local authority management of SEN

2.1.1 The roles and responsibilities of LA managers

Local authority SEN Support Service managers (LA managers) manage SEN on various levels, from the direct management of LA services and staff to the implementation of SEN strategy across the authority. The broad range of responsibilities undertaken by LA managers is illustrated in Figure 2.1.

Figure 2.1: SEN services offered by local authorities



Overall, LA managers' responsibilities fall into three main areas: managerial, strategic, and financial.

- **Managerial** responsibilities include the direct management of staff (principally unattached teachers), supervising services such as Pupil Referral Units (PRUs), and overseeing activities such as statementing processes.

Unattached teachers are employed directly by local authorities and include staff who work in a range of specialisms. They include, for example, specialist music teachers, and teachers specialised in working with pupils with SEN and disabilities who work across a number of schools, as well as teachers based in PRUs or hospitals. (For further description of unattached teachers' roles and details of how they are managed, see Section 2.1.3 below.)

Typically, local authorities are also directly responsible for running PRUs (cited by 78% of LA managers), units in which children who have been excluded from mainstream education are schooled. While direct management of PRUs and the staff within them is typically delegated to the PRU manager, authorities retain overall responsibility for them and may be involved in setting budgets and staff salaries.

In addition to managing teachers and PRUs, LA managers are also heavily involved in the statementing process. This is the process through which children are formally recognised as having SEN by LAs; where statements of SEN are issued, schools are given funds by LAs to help to provide additional support and resources to children to facilitate their education.

Several of the LA managers interviewed in the qualitative phase of the study described their management responsibilities, including their role in the statementing process:

As Statement Officer I have a specific function in terms of all negotiations with parents and so on. [I am] the named contact, the final signer of the statements of special needs ... I will look at particularly the support areas ... that's the bit that's most relevant to me in terms of finance. And then I will negotiate with parents and the independent parent support service over whether things are going to be changed ... I [also] chair the admissions panel for special schools and [I'm] involved in discussions with representatives of health and children's services over joint-funded placements under the Brighter Future arrangements that are coming into force

LA manager, Wales

My title is Head of SEN Services and Principal Educational Psychologist, so it's a dual

function. So I head up the educational psychology service and a team of specialist teachers who support children with visual, hearing, medical, autistic difficulties and I'm also responsible for the statutory assessments of children with special needs – the statementing side of it and the budget that drives the resources to support those children's needs

LA manager, North East

- **Strategic** functions include oversight of operational guidelines and the allocation of resources. For example, in one of the authorities interviewed in the qualitative stage of the research, a strategic decision had been taken by the LA manager to introduce a new stage before statements are issued (“extended school action plus”) to ensure that resources can be deployed more quickly and effectively to schools, and to move to a more proactive way of dealing with SEN than the retroactive issuing of statements provides for (see ‘Case Study’ box below). In another authority, following a large-scale consultation with school headteachers and LA representatives, a large portion of the SEN budget is delegated to schools to allow them to better manage and plan their resources.
- **Financial** responsibilities typically include auditing procedures and management of LA budgets. The management of budgets often involves decisions about whether and how to delegate parts of the budgets to schools (see Section 3.1.2 below). In the qualitative research, LA managers explained the benefits of delegating a large proportion of their budgets to schools, based on predictions of their pupils’ needs (e.g. through estimating the likely proportion of SEN pupils in any given year group), rather than the allocation of money on a pupil-by-pupil basis after an assessment of needs has been made, to allow schools to plan ahead. In some LAs, staff are employed to monitor the spending of devolved money, to assess the impact and effectiveness of school spending.

[We've] got a delegated system: it's a formula ... you're trying to ... target the budget to the school so they can meet the needs of all their children ... the big advantage of going down this route is that schools can plan how to deploy their money in a proactive, preventative way rather than having to prove that individual children are doing badly

LA manager, North East

Case study

A good illustration of the range of functions undertaken by LA managers was provided in the qualitative research. One LA manager explained his responsibilities as cutting across both practical services – the admission of children to special schools, involvement in the statementing process in allocating support to pupils and negotiating with parents – as well as having a strategic oversight of SEN services. As part of his strategic responsibilities, he recently led a review into the reason why the authority issued statements to a significantly higher proportion of its pupils than the national average, and devise methods to reduce the number of statements.

This range of functions appears to be typical of LA managers' responsibilities, with officials heavily involved in both the practical day-to-day management of services and the strategic oversight of one or several areas of the authorities' operations, guidelines or budgeting policies.

2.1.2 Local authority funding of SEN

Reflecting the complex organisational structures in many local authorities, and that budgets for SEN are often not controlled by one individual, two-thirds of LA managers (66%) do not know the total value of their authority's annual budget for SEN. However, managers are able to indicate how their budgets are organised: in just over half of authorities interviewed (55%), 'most or all' of the SEN budget is devolved to schools, and LA SEN budgets are principally managed by LA staff in only 7% of authorities.

Managers interviewed as part of the qualitative research explained the benefits of such delegation: schools are able to plan ahead better, knowing the resources and budget available to them to meet their pupil's needs in advance, and a pupil's SEN can be dealt with more effectively and quickly if their school can allocate additional funds for that pupil without waiting for the completion of a time-consuming and bureaucratic statementing process.

2.1.3 Unattached teachers

While there are many types of unattached teacher working in a range of areas, peripatetic specialist SEN teachers and teachers based in PRUs account for a large proportion of all unattached teachers (both 21% of the total population of unattached teachers¹³). PRU-based teachers are permanently based within their unit, and tend not to be specialised in particular fields. Those working in SEN services will typically comprise specialists in teaching children with hearing impairments (HI) or visual impairments (VI), for example. These specialist teachers work across several mainstream schools either in support of mainstream staff – training them on methods and strategies for teaching pupils with particular needs, for example – and/or directly support pupils, spending a few hours a week in each of several schools. The range of functions undertaken by these staff to help support mainstream schools to educate children with more serious learning difficulties was explained by an LA manager interviewed for the qualitative phase of the study:

¹³ *Investigation of the pay and conditions of unattached teachers* (June 2007), DCSF

The specialist teachers for VI, HI, autism and physical medical disabilities, they will all carry a caseload working for the most part with children who've got quite high profile, high level needs and they will be supporting schools to deliver the curriculum, they'll be working with parents to help them to have a role in working closely with the school and they will work with colleagues within health, for example, within the child development centre. They may be involved [in] audiology clinics for example, and they will have some input into more strategic work such as auditing access arrangements for disabled children in school, helping to develop policy for disability, helping schools to implement those policies, so it's a range of casework and development work

LA manager, North East

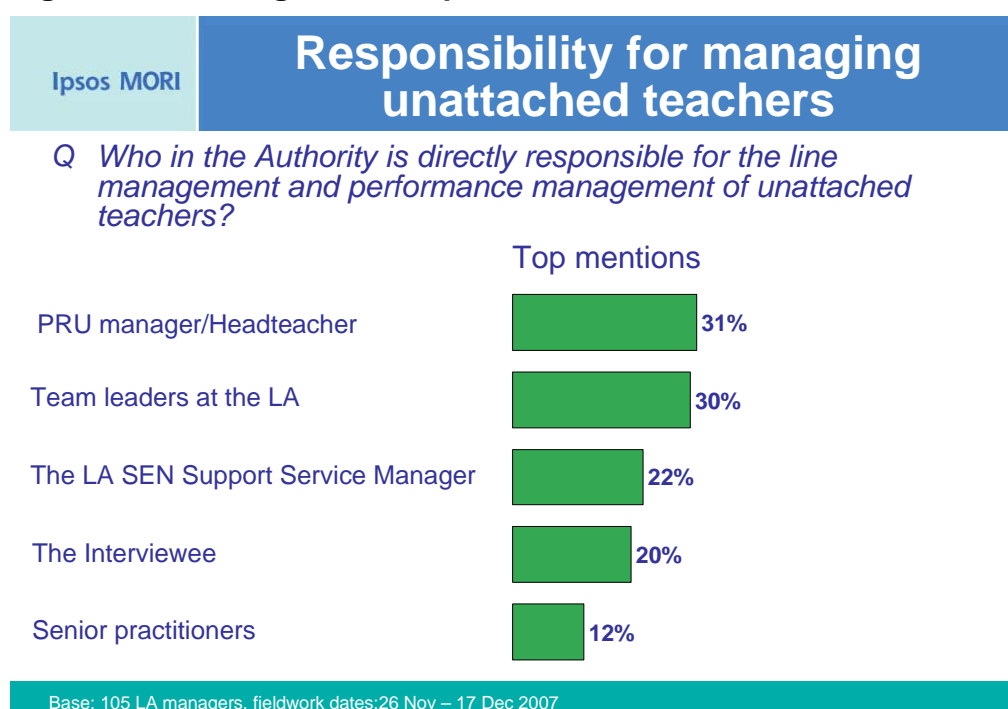
There are significant differences in staffing based on geography: unitary authorities and metropolitan boroughs tend to have much smaller numbers of unattached teachers working for them compared with their contemporaries in county councils, as shown in Table 2.2. This reflects differences in the population distribution, with much higher proportions of children living in county council areas.

Number of unattached teachers	Unitary %	Metropolitan Borough %	County Council %
1 to 49	73%	62%	10%
50 to 99	10%	21%	5%
100+	17%	15%	85%
<i>Bases</i>	30	53	20

Source: Ipsos MORI

As illustrated in Figure 2.2, responsibility for managing unattached teachers is devolved throughout the whole SEN structure, reflecting the different roles and services in which unattached teachers work.

Figure 2.2: Management responsibilities for unattached teachers



Unattached teachers based in PRUs are often managed directly by the PRU manager, even if LA managers have overall responsibility for the unit. During the qualitative phase, LA managers explained that those working in SEN services (i.e. peripatetic specialist SEN teachers) are typically employed by team leaders at the local authority or by the LA SEN Support Service manager. A few LA managers interviewed in the qualitative phase of the research explained that a team of teachers specialised in teaching Visually Impaired (VI) pupils would be managed by a VI specialist, Hearing Impaired (HI) specialist teachers managed by an HI specialist, and so on:

Heading up all of the specialist teachers [we employ], we've got a team leader of the specialist teaching team ... It's now being configured as one team under the overall management of this team leader post, and then within each of the elements within it there would be a senior practitioner for VI, HI, medical and autism and they would [each] have a specific role to carry out supervision and performance management of the rest of the team in their particular service area

LA manager, North East

Pay and conditions of unattached teachers

Despite concerns raised by teaching unions that local authorities were seeking to move unattached teachers off teachers' standard terms of pay and conditions and onto less favourable terms of employment¹⁴, just over four in

¹⁴ As reported in School Teachers' Review Body's 16th report, p.22

five LA managers say that all their unattached teachers are employed on standard pay and conditions terms. Another 18% state that some teachers are employed on this basis, with others employed according to other conditions. In some cases, this may reflect that teachers' pay and conditions do not always apply to roles which require staff to support children during out-of-school hours and periods; one local authority manager interviewed as part of the qualitative stage of the research felt that the Soulbury scale is sometimes more appropriate for unattached teachers¹⁵.

Some of these staff are employed on teaching conditions of service but the team leader post ... we've actually moved that now to be on Soulbury condition of service, so that's a completely different scale and system. The thing to mention here is that it may be a centrally organised peripatetic role but they still get the school holidays and that doesn't necessarily fit terribly well with the nature of the work that needs to be done

LA manager, North East

2.1.4 Responsibility for allocating allowances

LA managers typically have a strong influence over the pay and allowances given to unattached teachers, both in terms of direct decision-making, and the broader policy and guidelines they put into place that may affect the pay and conditions of unattached teachers. Three-quarters of LA managers (76%) say they have a great deal of direct influence over the allocation of allowances to unattached teachers, while another one in five (20%) say they have a 'fair amount' of influence. When asked about the indirect influence they might have on the allocation of allowances to unattached teachers – through guidelines, budgeting restrictions or advice that may affect the decision-maker – LA managers are slightly less confident, with 18% saying they have little or no influence, although three-quarters (76%) still think they have a great deal or fair amount of influence over the decision.

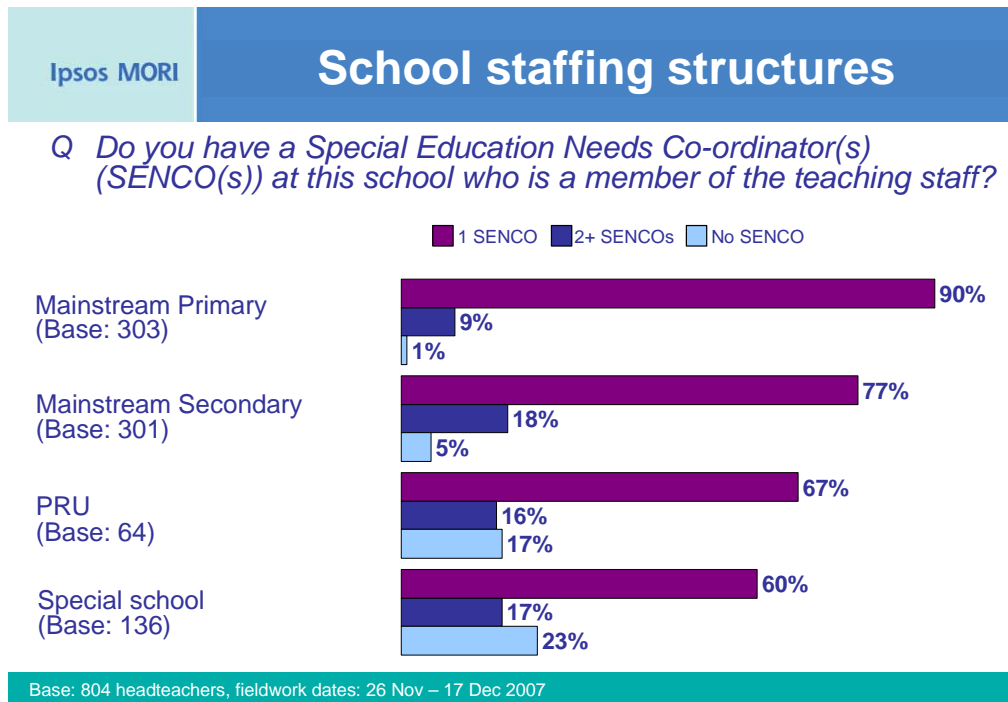
2.2 Leadership and management of SEN in educational settings

2.2.1 School staffing structures

In the majority of educational settings, and particularly in mainstream primary schools, the typical pattern for managing SEN is through a single member of the teaching staff working as SENCO. However, there are variations on this structure; around one in five mainstream secondary schools, PRUs and special schools employ more than one SENCO, while a significant proportion of special school headteachers and PRU managers do not employ a SENCO.

¹⁵ The Soulbury scale is a pay scale which may be used for some local authority education staff, including educational psychologists, school inspectors and school advisors.

Figure 2.3: School staffing structures



Among those who do not employ a SENCO at all, the reasons vary by phase. Echoing findings from the qualitative phase of the research, special school headteachers are likely to say that ‘all my teachers are SENCOs’, highlighting that SEN is such an integral and large part of all teachers’ roles that no single individual has overall responsibility for it. PRUs without a SENCO are most likely to say this is because their school is small, and/or has a low number of pupils on the SEN roll; this again echoes findings from the qualitative phase of the research, where PRU managers reported that they were primarily responsible for SEN across the school. Secondary headteachers whose school does not have a teacher in a SENCO position most often explained that this is because the SENCO is not part of the teaching staff. In the vast majority of cases in schools where no member of staff is explicitly recruited to fill a SENCO post, the headteacher, or in mainstream secondary schools, the deputy headteacher, will have overall responsibility for SEN.

Because it’s a special school [responsibility for SEN is] just stitched in to everybody’s responsibility. There’s not one person [who is responsible]. The deputy head is named as the SEN co-ordinator but because it’s core business everybody has that sort of role ...

Special school headteacher, South East

Case study

While the quantitative survey did not capture the reasons why more than one SENCO is sometimes employed in schools, the rationale for creating this type of structure was picked during the qualitative strand of the project. One school, for example, was sited in a highly deprived inner-city area and had a large proportion of SEN pupils, as well as a large number of pupils with serious behavioural difficulties, and/or little enthusiasm about attending school or learning. During the reorganisation of staffing, undertaken when TLRs were introduced, the headteacher had created a structure in the school which incorporated four SENCOs, each with a different area of responsibility: literacy, numeracy, behaviour and curriculum engagement. These SENCOs are supported by a large team of teaching assistants, each of whom specialises in particular areas of the curriculum or in fields such as behaviour, mentoring or pastoral work.

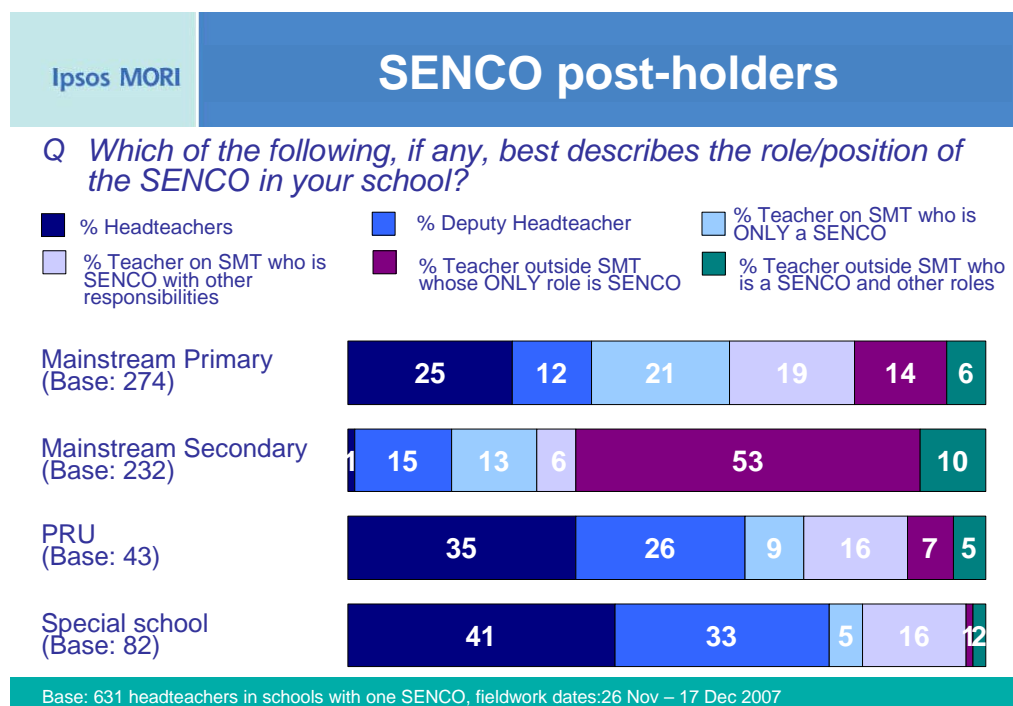
The definition and work encompassed under the 'SEN' umbrella in the school was broadened to fit the particular needs of the schools' pupils, and the specific problems they face. For example, a full-time pastoral position was created to help to support pupils and to provide effective mentoring, while other roles were created aimed at tackling pupil disengagement. All pupils are given individually tailored targets to work towards (rather than just those with SEN, or just those targets developed for Individual Education Plans (IEPs)¹⁶). Other groups such as Gifted and Talented pupils are also covered under the SEN banner, to ensure that all pupils' individual needs are met. Those interviewed were enthusiastic about the system they had developed, and were confident that the new structure and roles they had put in place are meeting pupils' needs effectively.

¹⁶ Individual Education Plans are drawn up for all pupils identified as having SEN. They set out short-term targets for the pupil, teaching strategies and any other support that will be used to help them achieve the targets, and include a date for review of progress.

2.2.2 Roles and responsibilities of SENCOs

The roles of SENCOs or (where there was more than one) principal SENCOs in schools are described in Figure 2.4. As shown, there are significant differences between types of school.

Figure 2.4: SENCO post-holders



- The position of the SENCO in **primary schools** is more variable than other settings: 39% of SENCO positions are filled by headteachers or deputy headteachers, a similar proportion is filled by other Senior Managers (40%), while around one in five positions are filled by teachers from outside the school's Senior Management Team. However, despite this variation, SENCO posts tend to be filled by teachers at the higher end of the school's leadership and staffing scale: the SENCOs in just one in five primary schools (20%) are not part of the school's Senior Management Team.
- SENCO roles in **secondary schools** are filled by less senior staff than primary SENCO roles, reflecting the different organisational structures used in large schools. Just two in five (38%) secondary school SENCOs are part of the school's senior management team, compared with four in five (79%) primary school SENCOs. In over half of secondary schools (61%), the principal SENCO is not on the Senior Management Team (SMT), and only a tiny proportion of headteachers (1%) are the principal SENCO in secondary schools.
- Similar types of staff are employed as SENCO in **Special Schools** and **PRUs**: in the great majority of cases, the SENCO is a member of the Senior Management Team, and often the headteacher or deputy headteacher acts as

SENCO. This ties in with findings from the qualitative phase, where headteachers commonly said that all teachers in special schools and PRUs are considered to be SENCOs, and the headteacher simply takes on a co-ordination or administrative role to support their work.

Their management status emerged as an issue of great significance for some SENCOs interviewed as part of the qualitative phase of the research. One SENCO asserted that it is vitally important to give SENCOs a Senior Management Team position to enable them to carry out their role successfully and effect real changes across the school. Debate surrounding the status of SENCOs has also been found in the literature, with evidence suggesting that while some SENCOs feel they should be part of their school's SMT to be able to work strategically (and influence school budgets)¹⁷, few SENCOs actually are¹⁸. In addition, when SENCOs are part of the SMT, their SENCO status is usually one of a number of responsibilities held.

2.2.3 What do SENCOs do?

As indicated in previous research in this area¹⁹, SENCOs are involved in a wide variety of activities, and functions vary according to the needs of individual schools. The qualitative work also highlighted that SENCOs' responsibilities are tailored towards the specific needs and circumstances of pupils in individual schools: in some schools, for example, SENCOs are responsible for Gifted and Talented pupils as well as SEN pupils, and in several cases SENCOs have been replaced by 'Inclusion Officers' with a broader remit to facilitate pupil inclusion, and to support children whose first language is not English in particular.

As illustrated in Table 2.3, there is no single function or activity that is carried out by a great majority of SENCOs: the highest unprompted mentions are for administrative work and IEP processes (mentioned by 36%-57% of headteachers across the different school types), monitoring and assessment of pupils with SEN (mentioned by 40-50% of headteachers), and liaison with educational psychologists or other agencies about SEN issues (cited by 32%-50% of headteachers).

¹⁷ Layton, L. (2005) Special educational needs coordinators and leadership: a role too far? *Support for Learning*, 20, 2: 53-60.

¹⁸ Sawed, C. (2007) Remodelling policy and practice: the challenge for staff working with children with special educational needs, *Educational Review*, 59, 2: 147-160.

¹⁹ Cone, E. (2005) What do special educational needs coordinators think they do? *Support for Learning*, 20, 2: 61-68.

	Primary %	Secondary %	Special %	PRUs %
Administrative work and IEP processes	57	36	44	47
Liaison with other agencies, such as health agencies or educational psychologists, over SEN issues	50	32	40	45
Monitoring and assessment of pupils with SEN	47	41	40	45
Liaison with parents/carers	39	24	31	19
Line management of other SEN teachers/teaching assistants	29	49	26	23
Developing lesson plans/schemes of work for pupils with SEN	28	31	26	22
Teaching classes mainly or wholly comprising pupils with SEN	22	34	22	25
Curriculum planning for SEN pupils	22	24	32	23

Source: Ipsos MORI

As might be expected, there are some key differences between SENCOs working in different types of school:

- Principal SENCOs in **primary schools** are more likely to have liaison roles with parents or carers compared with their colleagues in secondary schools (39% and 24%, respectively).
- Forty-nine percent of principal SENCOs in **secondary schools** have line management responsibilities, compared with around a quarter of SENCOs in other schools; this is likely to reflect the typically larger size and staff numbers in secondary schools. A third of principal secondary SENCOs also have teaching responsibilities in classes comprising mostly or wholly children with SEN. In other phases, this proportion is closer to a quarter.
- **Special schools:** Perhaps reflecting the fact that SENCO roles are more likely to be undertaken by headteachers and deputy headteachers in special schools, headteachers are more likely than their mainstream colleagues to mention spontaneously that SENCOs working in this setting are more

likely to control budgets, although this was still only mentioned spontaneously by 18% of respondents.

There were no significant differences for PRUs.

In addition to the work done by SENCOs, the activities of other staff involved in teaching SEN were also discussed. Table 2.4 explores the differences between the activities of principal SENCOs and other teaching staff with SEN responsibilities. There is a clear overall difference in that principal SENCOs typically have more responsibility than non-SENCOs for administrative and liaison tasks across the board. There is also an overall trend whereby the main role of non-SENCOs tends to be pedagogical, mainly covering the actual teaching activities of SEN in schools rather than the broader work involved in supporting and resourcing SEN.

The main difference across schools relates to the pedagogical aspect of SEN work – SENCOs in secondary schools are less likely than their contemporaries in other phases to teach SEN classes or plan lessons.

Activity	Primary		Secondary		Special		PRUs	
	SENCO	SEN	SENCO	SEN	SENCO	SEN	SENCO	SEN
Administrative	74	27	68	26	63	28	66	18
Pedagogical	71	81	75	69	63	92	73	93
Training	35	14	33	11	29	10	31	5
Liaison	64	32	41	12	57	31	47	30
Other	18	11	20	22	29	15	25	20
<i>Base</i>	<i>303</i>	<i>37</i>	<i>301</i>	<i>148</i>	<i>136</i>	<i>131</i>	<i>64</i>	<i>34</i>

Source: Ipsos MORI

3. Use of allowances for SEN work

This section looks at what allowances are awarded for SEN work and responsibilities, and the variability across different settings in what allowances are awarded. Later, it describes the factors affecting decisions to award allowances and the criteria for selecting different allowances, and the reasons for awarding – or not awarding – SEN1, SEN2, and TLR payments.

LA managers tend to use a mix of SEN and TLR allowances (72% report using both types of allowance) to recognise the SEN responsibilities and work of unattached teachers.

Among headteachers, the use of allowances for SEN responsibilities is much more widespread in secondary than in primary schools: secondary headteachers are more likely to report awarding allowances to both SENCOs (73% secondary headteachers compared with 43% primary headteachers) and other, non-SENCO, teachers (49% secondary compared with 12% primary headteachers). In common with primary headteachers, the majority of special school headteachers and PRU managers report that their SENCOs do **not** receive an allowance (76% and 62%, respectively). This is typically because the SENCO is paid on the leadership spine and is therefore ineligible for an allowance, although three in ten primary headteachers who do not award allowances (29%) cite budgetary constraints. Use of allowances for other, non-SENCO, teachers is almost universal in special schools (96% of special schools award SEN Allowances to non-SENCO teachers) and widespread in PRUs (69% of PRUs award non-SENCO staff an allowance, which is usually an SEN Allowance).

Primary and secondary school headteachers are more likely to say they award TLRs than SEN Allowances to SENCOs; indeed, secondary headteachers are six times more likely to report the award of a TLR to their SENCO than of an SEN Allowance. PRU managers and special school headteachers are as likely to state their SENCO receives as TLR as an SEN Allowance for their SENCO work, but around half of special school headteachers (45%), and a marked minority of PRU managers (17%), say their SENCO receives both a TLR *and* an SEN Allowance, perhaps to recognise the managerial responsibilities involved in being SENCO.

With the exception of special school headteachers – a third of whom report using them (33%) – SEN2 Allowances are rarely used (13% PRU managers, 9% secondary headteachers and 7% of primary headteachers give SEN2 Allowances to their SENCOs).

Headteachers' reasons for giving SEN Allowances are similar to those cited by LA managers, and focus on the appropriateness of the awards for the work done by staff and/or the fact that staff meet the award criteria and guidelines, and the challenges and importance of teaching SEN. Reasons for awarding SEN2 Allowances centre on the specialist experience and qualifications of the staff involved, suggesting that headteachers broadly understand the

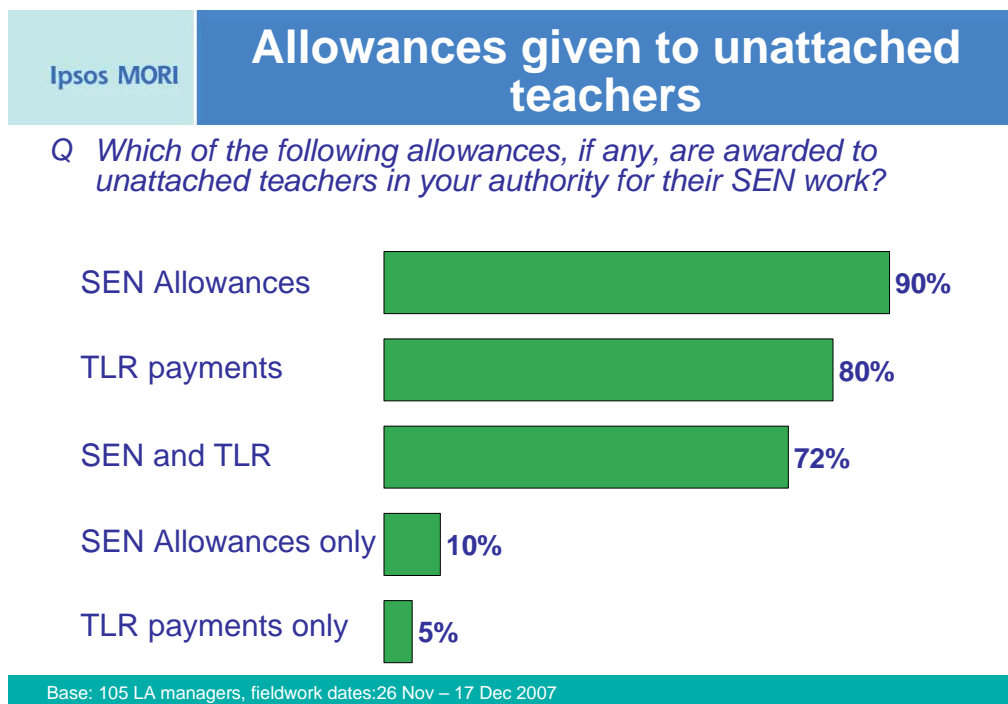
differentiation between the two SEN Allowances. Where TLRs are awarded rather than SEN Allowances, this is typically because TLRs are perceived as more appropriate for the managerial responsibilities of the member of staff concerned, or because their value is more appropriate for the level of responsibility involved.

3.1 Number and type of allowances awarded for SEN work

3.1.1 Local authority SEN managers

In the majority of cases, LA managers award a mix of allowances to their unattached teaching staff, as illustrated in Figure 3.1. Seven in ten (72%) use both SEN Allowances and TLRs, with very few awarding SEN Allowances only (10%) or TLRs only (5%). Overall, SEN Allowances are used in 90% of Local Authorities, and TLRs in 80%.

Figure 3.1: Allowances given to unattached teachers



These results are consistent with findings from the qualitative work, which highlighted that LA managers tend to award SEN Allowances to a large majority (if not all) of their unattached teachers working in SEN services, and award additional TLR payments to those in management positions. In one LA, the authority manager had decided to award all unattached teachers an SEN2 allowance, irrespective of whether they work in PRUs or in SEN services, to recognise the challenges and the importance of the work they carry out. In other authorities, LA managers (or those working for them who had direct line management responsibilities for unattached teachers) used their discretion to award SEN1 and SEN2 Allowances to unattached teachers, depending on the teachers' experience and qualifications.

Where SEN Allowances were given, about 40% of LA managers are unable to state the proportion of unattached teachers who receive an SEN Allowance. This is likely to reflect the fact that different services tend to be managed by different officials within local authorities – for example, management of SEN services may be undertaken by a different official than PRU management – making it difficult for an individual to have an overview of all unattached teachers. Where managers are able to estimate the proportion of unattached teachers in receipt of an allowance, 51% say that at least half their unattached teachers receive an SEN1 Allowance, 46% state that at least half their teachers receive an SEN2 Allowance, and 38% say that at least half are paid TLRs. Around a quarter of LA managers (23%) say that at least half their staff are given both an SEN Allowance and a TLR payment.

3.1.2 Headteachers

Nearly three-quarters of secondary school headteachers (73%) report that their SENCO receives an allowance. Headteachers working in other types of setting are less likely to report awarding allowances to their SENCO, with just 24% of special school headteachers, 38% of PRU managers, and 43% of primary headteachers giving their SENCO an award. The low proportion of allowances given in PRUs and special schools is likely to reflect the assumption of this role in these settings by headteachers, while primary SENCOs tend also to be relatively senior members of staff, all of whom are likely to be on the leadership pay spine.

Allowances awarded to SENCOs

In mainstream schools, headteachers are more likely to report the use of TLRs than SEN Allowances to recognise their SENCOs' additional work and responsibilities. This is particularly true of secondary schools, where headteachers are nearly six times as likely to say they give their SENCO a TLR as an SEN Allowance (87% and 15%, respectively); a similar pattern emerges in primary schools, where headteachers are almost twice as likely to say they award their SENCO a TLR as they are to say they use SEN Allowances (60% and 35%, respectively).

A more mixed picture emerges within special schools and PRUs. Under current arrangements, all special school teaching staff in England and Wales automatically receive an SEN1 Allowance (i.e. no other criteria have to be met by these practitioners). This may in part explain why special school headteachers are as likely to report awarding their SENCOs a TLR (61%) as they are to state they give a SEN Allowance (70%)²⁰. Perhaps tellingly, nearly half (45%) of special school headteachers – a higher proportion than headteachers working in any other type of school – say they award both SEN Allowances *and* TLR payments to their SENCO; they may be using TLRs to reward the managerial activities of the SENCO role in addition to the SEN Allowance which recognises their classroom responsibilities.

²⁰ The question asked specifically which allowances SENCOs were awarded for their SEN work; where special school headteachers did not mention SEN allowances, this may be due to the fact that their Séance's SEN allowance relates to their ordinary teaching work, and that they were considering the allowances awarded in respect of their additional SENCO responsibilities when answering the question.

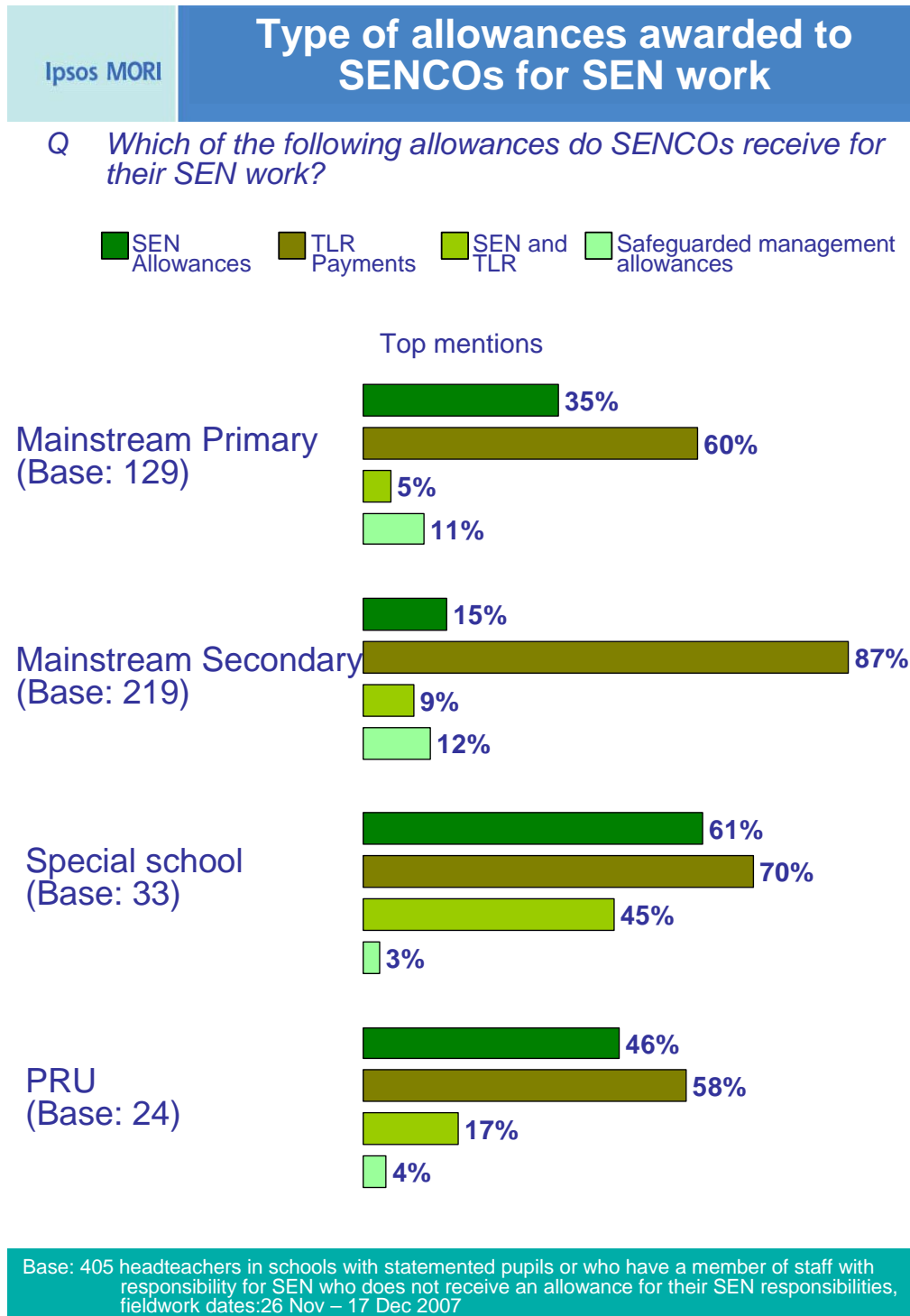
All the teachers currently have one SEN point. I never awarded the second SEN point for experience and qualification ... I always gave a management point for the curriculum and just one SEN point to all the teachers

Special school headteacher, South East

PRU teaching staff do not receive a mandatory SEN Allowance (unless the governing local authority has laid down policies which mandate this, as in one of the case-study areas covered by the qualitative research); however, the pattern of allowances given to SENCOs in PRUs echoes the distribution of allowances in special schools. PRU managers are equally likely to report awarding SEN and TLR payments (46% and 58%, respectively), and a large minority (17%) give both types of allowance.

While a third of special school headteachers use SEN2 Allowances for their SENCO (33%), use of SEN2 Allowances in other settings is fairly low: just one in ten (13%) PRU managers, one in ten secondary headteachers (9%), and one in fourteen primary headteachers (7%) award an SEN2 Allowance.

Figure 3.2: Use of SEN and TLR Allowances for SENCOs by phase



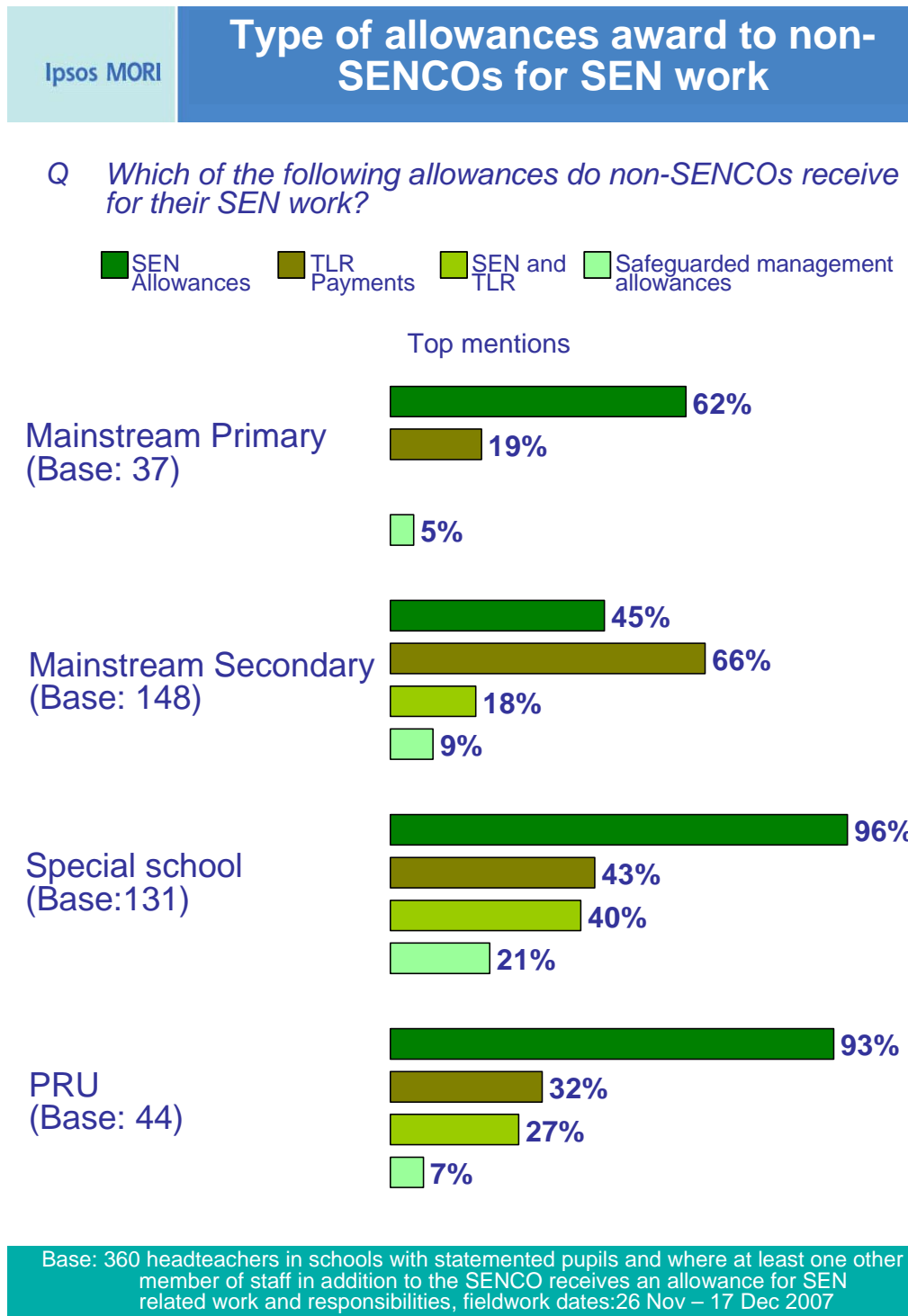
Allowances awarded to other teachers

In addition to the allowances given to those with overall responsibility for SEN, a majority of special school headteachers (96%) and PRU managers (69%) award allowances to other (non-SENCO) teachers, as do half of secondary school headteachers (49%). In contrast, primary school headteachers are much less likely to award allowances for SEN work to members of staff other than the SENCO (12%). Use of allowances for non-SENCO staff is associated with the size of the school, and the nature of pupils' SEN: headteachers in large primary and secondary schools, and those in schools with a higher proportion of pupils with severe (rather than mild or moderate) learning difficulties are more likely than average to award allowances to other members of staff.

Among those who award allowances to other teachers, the type of allowance used varies by school type. Unsurprisingly, and reflecting statutory requirements, almost all special school headteachers (96%) report the award of SEN Allowances. Where PRU managers give allowances to other members of staff (69% of cases), use of SEN Allowances is widespread (93%). However, use of TLRs for SEN responsibilities is also widespread within special schools and PRUs, with 43% and 32% respectively reporting their use for the SEN work done by non-SENCO members of staff.

Although very few (12%) primary school headteachers report awarding allowances to non-SENCO members of staff, SEN Allowances are the most frequently used type of payment where they are given (62%), with smaller numbers awarding TLR payments (19%). This is in contrast to secondary schools where non-SENCO staff are given allowances for their SEN work more frequently (49%) and, perhaps due to their larger staff numbers and greater potential for specialisation of roles and managerial responsibilities, these staff are more frequently awarded TLRs than SEN Allowances (66% compared with 45%).

Figure 3.3: Allowances given to non-SENCO teachers



Variability in awarding SEN Allowances

There is evidence of variability in terms of awarding SEN Allowances: in the qualitative stage, for example, some special school headteachers and one LA manager reported that they gave SEN2 Allowances across the board to their teachers and unattached teachers once they had passed a probationary period. Other special school interviewees reported that they used TLR payments rather than SEN2 Allowances to recognise experience, skills and curriculum responsibilities. Whilst a few special school headteachers

explained that SEN2 Allowances were used to award specialist qualifications and experience, and were valuable as an incentive for staff to acquire more qualifications, other special school headteachers did not award Allowances in these cases unless they were required to do the job effectively. In one authority, the LA manager explained that SEN2 Allowances were given to all PRU-based and peripatetic SEN teachers, but that PRU-based staff were expected to take on curriculum responsibilities in exchange for the allowance; in other settings (e.g. special schools) headteachers reported that staff were given SEN Allowances automatically, and that this did not imply or require any additional responsibilities.

There is also a perception among headteachers and teachers that a great deal of variability exists. For example, in the qualitative phase, several SENCOs were aware that their peers in other schools were being awarded on different terms for doing similar SEN work, and a few SENCOs were aggrieved that their applications to receive SEN Allowances had been refused. While SENCOs generally perceived variability to be unfair, headteachers were more divided on this point. Some felt that clearer definitions of the allowance criteria were needed, whilst others felt that variability was inevitable and welcome, given the amount of devolved responsibility which headteachers now hold, and the unique circumstances and conditions which exist in individual schools.

I think most schools have moved to a much more flexible approach [then in the past] ... you've got a huge range of different ways in which people can be paid additional sums, you've got advanced teachers, you've got excellent teachers, and then you've got UPS one, two and three, it is a very complex structure but I think ... what some schools use their SEN points for as opposed to others isn't significant. I think schools use their money in which ever way seems most appropriate to them. It might be nice to go back to a very simple system but I think, the whole thrust of the Government has been to give schools the financial freedom to get on and sort themselves out

Special school headteacher, South East

It would be good to see it standardised across the country I think because you're almost into a postcode lottery, depending on where you work will depend on how much you're going to be paid almost, so it would be good to see that standardised throughout the country definitely.

SENCO, South East

I think there should be a chance for schools to decide their own priorities, each school's unique

Primary school headteacher, North East,
high SEN roll

I don't receive the SEN Allowance although I think I should, as [I think that] all the children [I take] are statemented

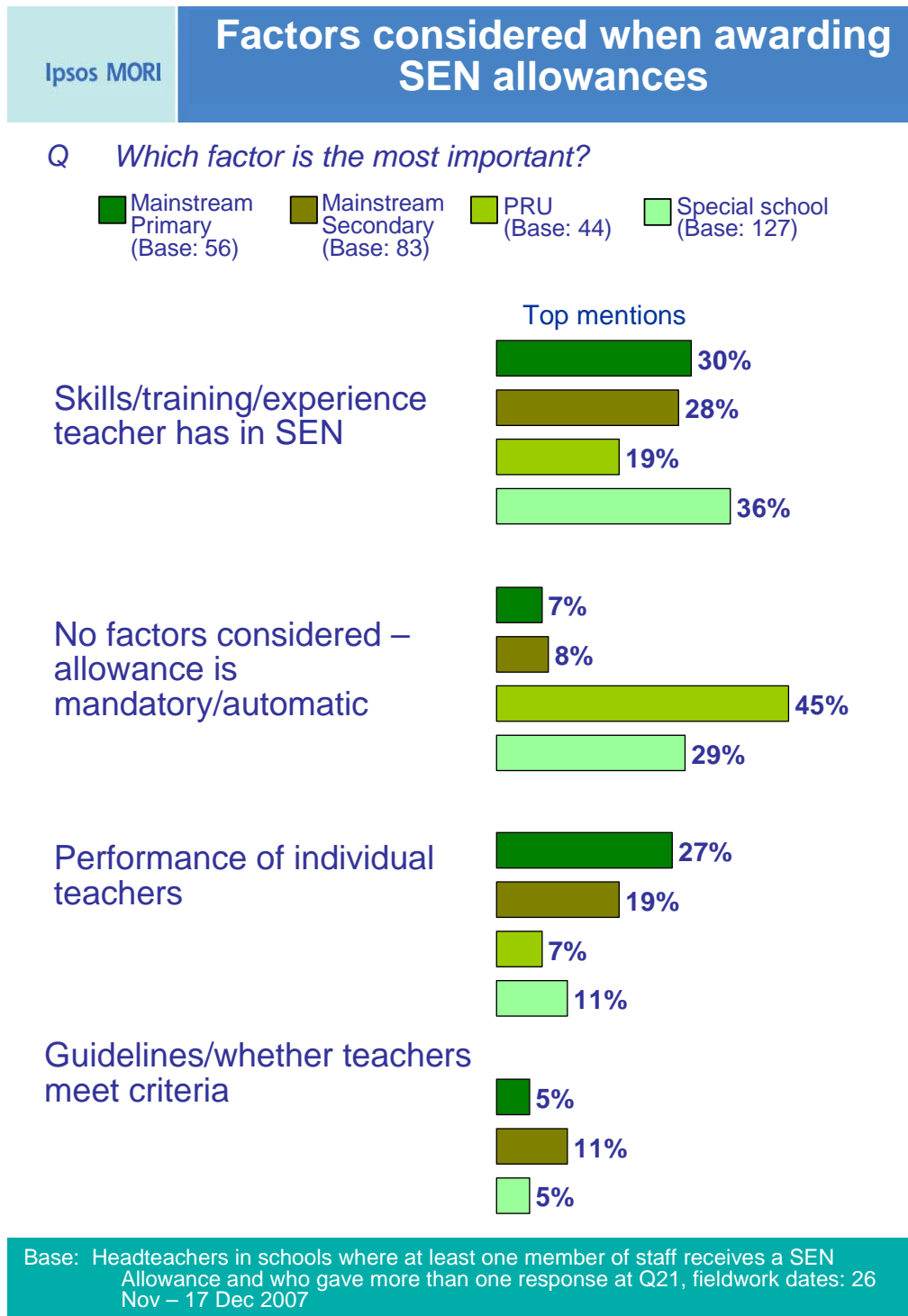
Primary school SEN teacher, Wales,
refused SEN1 Allowance

3.2 Factors affecting decisions to award SEN Allowances

Headteachers who stated that they award an SEN Allowance to at least one member of staff were asked about the factors they consider when reaching the decision to do so. The main factors cited by headteachers are illustrated in Figure 3.4 below. Special school headteachers and PRU managers are more likely than headteachers in mainstream schools to say that *no factors* are considered because the Allowances are mandatory. However, they also cite the skills, training and experience of the teacher concerned as a key factor, an element which also has significant bearing on the decisions of headteachers in mainstream schools. In the case of special schools and PRUs, considerations of skills, experience and training are likely to refer to the decision to award a discretionary SEN2 allowance rather than the mandatory SEN1, whilst in mainstream schools this is likely to relate to the awarding of an SEN1 allowance²¹. Teacher performance is an important factor for headteachers in mainstream schools (27% of primary headteachers and 19% of secondary headteachers cite this factor), but is less often mentioned by other headteachers.

²¹ Please see Section 4.1.2 above: SEN2 allowances are rarely awarded by headteachers of mainstream primary and secondary schools

Figure 3.4: Factors considered when awarding SEN Allowances



Findings from our qualitative work also reveal the importance of the school structure and the management of SEN within schools in the allocation of allowances. In response to the introduction of TLR payments, many schools reviewed their staffing structures (although some schools still award management allowances, and some schools converted the old management allowances directly into TLRs without any significant structural change²²).

²² If TLRs are replacing management allowances, the TLR does not have to be introduced until January 2009

Typically, this restructuring involved formal processes of consultation with the Senior Management Team and then the wider school staff to agree new staffing structures, which were then ratified by governors. In some cases, unions and outside bodies were also involved in agreeing new structures. Under the staffing structures developed, TLRs or SEN Allowances are attached to particular roles and responsibilities within the school: in nearly all schools where interviews were conducted, allowances were attached to positions held or applied for, and were not granted on a case-by-case basis. As a result, in addition to factors such as the performance of staff, or their training and skills in SEN, much of discussion about the rationale for awarding particular allowances was focussed on the staffing structures implemented.

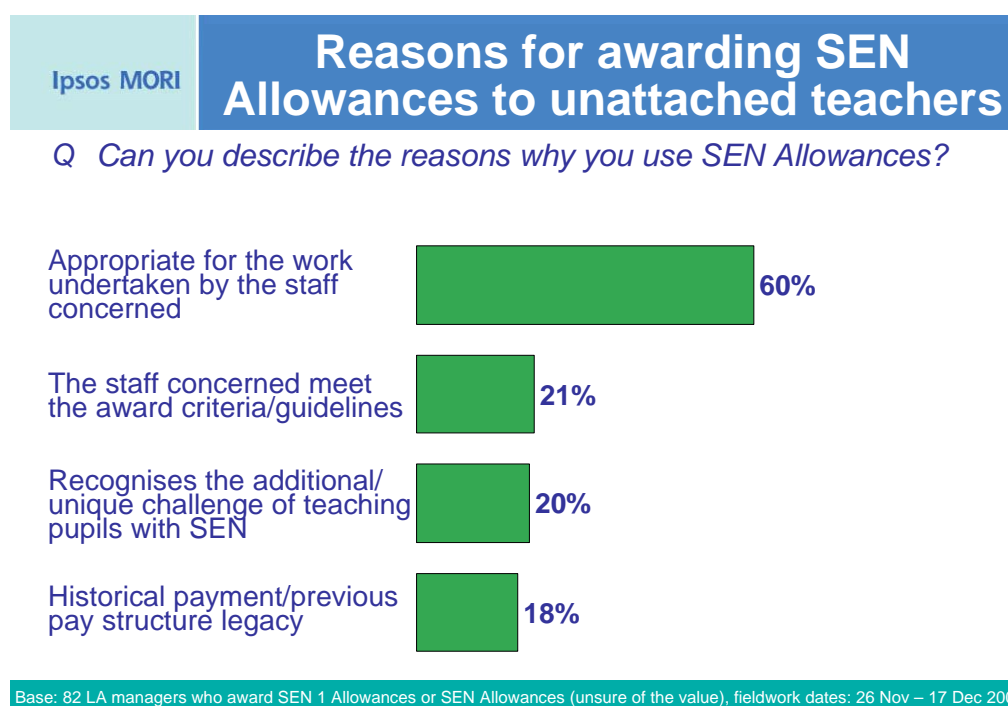
Another important factor to emerge from these discussions in the type of allowance awarded is the type of role undertaken by the SENCO. This role, within mainstream staffing structures, is varied and what they undertake influences views on the allowance deemed most appropriate for their SEN work. Broadly, there are two main areas of work in which SENCOs are involved: teaching and management/administration. Typically, SENCOs will focus on one of these areas. A minority of SENCOs – usually based in large secondary schools – are exclusively involved in teaching pupils with SEN, for example, by drawing pupils out of classes for catch-up sessions. Most SENCOs take on a management role, and lead SEN training and provision throughout the school (this may be in addition to their own work as a classroom teacher). For example, they are often involved in training other members of staff on SEN issues, liaising with the local authority or other organisations to arrange support, helping with the administrative side of the IEP and statementing processes, parent liaison and (sometimes) budgeting responsibilities (see Section 2.2.3 for roles and responsibilities of SENCOs).

3.3 Reasons for awarding SEN Allowances

3.3.1 Local authority SEN managers

As noted above, both SEN Allowances and TLR payments are used widely in local authorities. When asked to specify the reasons for giving an SEN Allowance to unattached teachers, three in five LA managers (60%) say they are appropriate for the work undertaken, and another one in five (21%) say they award SEN Allowances because their staff meet the award criteria. Another one in five respondents states that they award SEN Allowances in recognition of the unique challenges and importance of teaching pupils with SEN. This was also a common theme in the qualitative work: one LA manager stressed that SEN pupils' progression is often slower than that of pupils in mainstream schools, and sometimes more frustrating and less rewarding for their teachers; an allowance was an important way of recognising the unique difficulties faced by teachers in these roles. It is also noteworthy that around one in five LA managers describe the rationale for SEN payments in "legacy" terms, and that Allowances were given for purely historical reasons, or because a predecessor had originally awarded them.

Figure 3.5: Reasons for awarding SEN Allowances to unattached teachers



With regard to the award of SEN2 Allowances, LA managers are again most likely to say their award is appropriate for the work undertaken by the teachers involved. However, in reflection of the criteria for awarding SEN2 Allowances, respondents start to acknowledge the specialist experience and qualifications which the teachers concerned hold, and to indicate an understanding (at least among those who are using SEN2 Allowances) of their purpose. Hence, 35% of LA managers who award SEN2 Allowances cite SEN qualifications as the reason for awarding them, and 17% the skills and experience of the teachers involved. In addition, 16% feel the SEN2 Allowance recognises the specialised role of these unattached teachers.

3.3.2 Headteachers

Headteachers' reasons for awarding SEN1 and SEN2 Allowances are similar to those for LA managers. The top reason for headteachers across all types of setting is that they are appropriate for the work undertaken by the SENCOS and other teachers who receive them, reflecting the way in which Allowances are typically tied to particular positions and roles within schools' organisational structures. In the qualitative phase, most headteachers interpreted the guidance as relating to the amount of time teachers spend on teaching SEN pupils: where a teacher spends at least half their time doing this, an SEN Allowance would be appropriate but in cases where the SENCO has a more managerial role, a TLR is usually (but not always) seen as more appropriate. Again, reasons for awarding SEN2 Allowances were more likely to reference the skills, experience and qualifications of the staff concerned.

We have the SENCO role, we didn't really want it to be [awarded with] a TLR, we wanted it to be clearly defined as a SENCO allowance, and

obviously that brings with it its own job descriptions

Primary school headteacher, North East,
high SEN roll

Most teachers here have got more than one responsibility but ... in terms of getting their SEN point ... they get it ... partially because they're working in this environment, but partially for the subject leadership ... There is a second point that we will allocate to people who've been here for a minimum of two years and that would be allocated for the skills required to ... [teach] children with complex learning difficulties.

Special school headteacher, South East

Figure 3.6: Reasons for awarding SEN Allowances to teaching staff

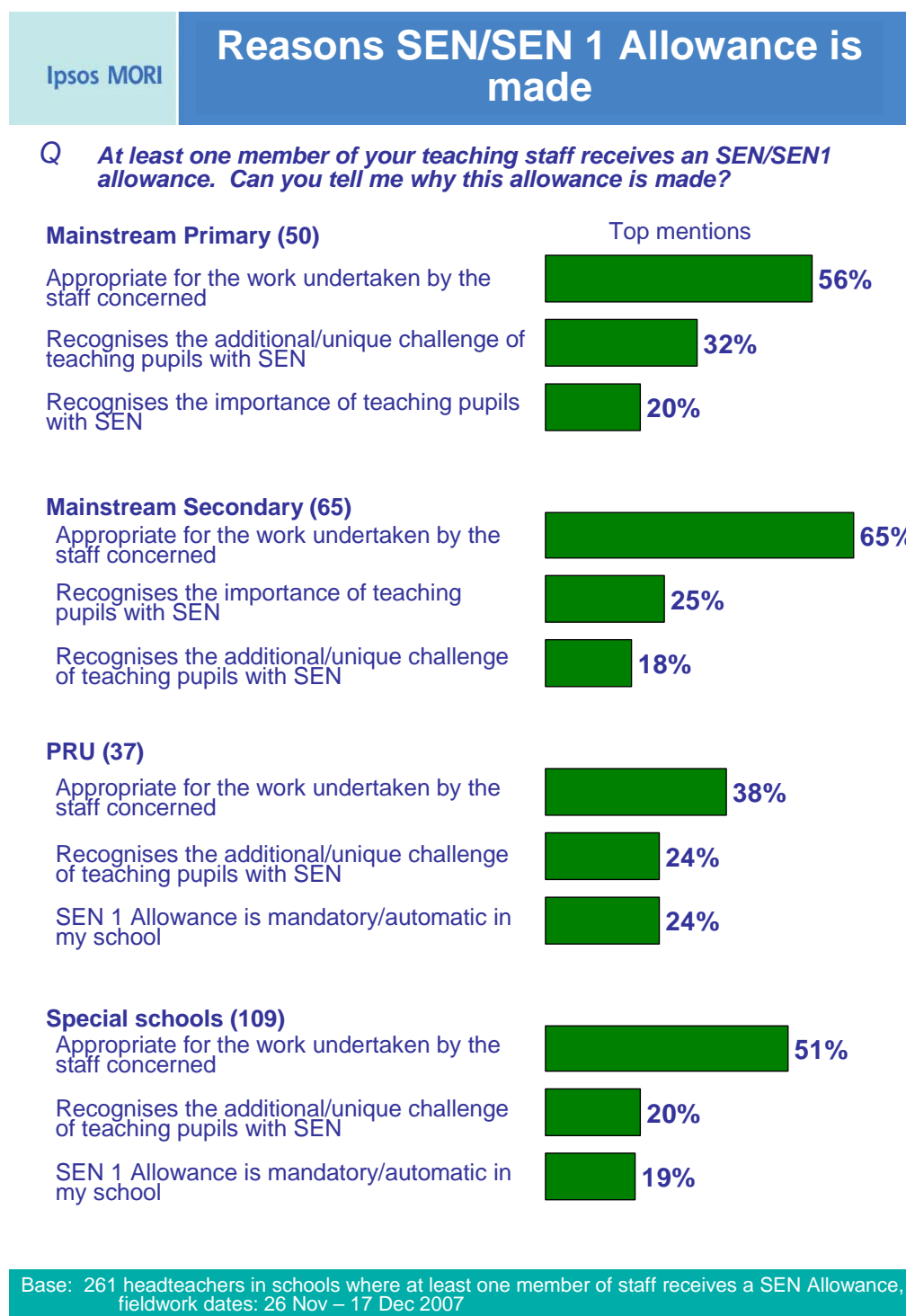
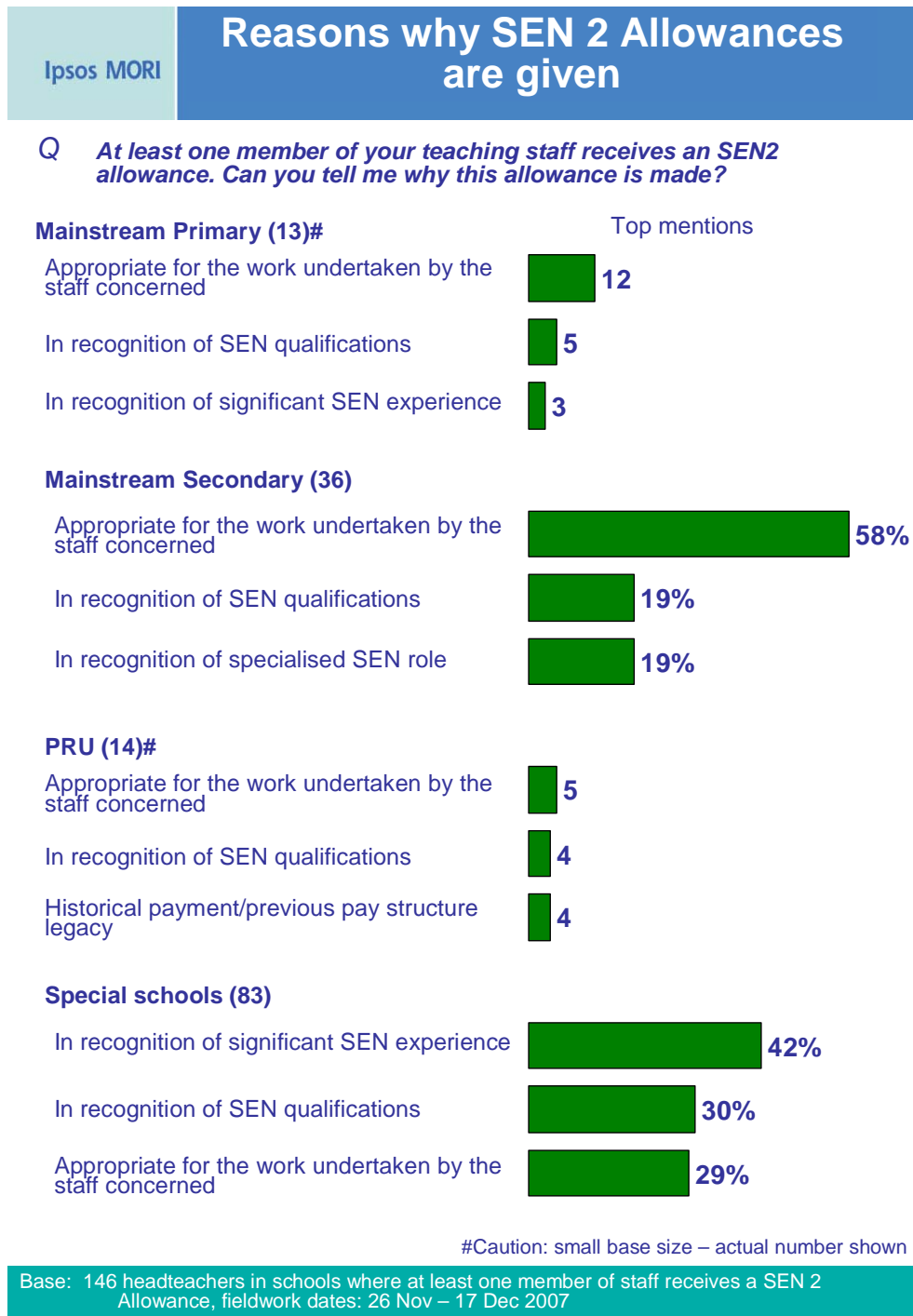


Figure 3.7: Reasons for awarding SEN2 Allowances



3.4 Reasons for awarding TLR payments for SEN work

3.4.1 Local authority SEN managers

Where TLR payments are awarded, LA managers were asked to explain the reasons for this. Two main reasons emerged: around half feel that TLRs are a better reflection of the management aspects of SEN roles (49% of those awarding a TLR), and a quarter (26%) feel that the value of a TLR better reflects the responsibilities of unattached teachers. While a minority expressed inaccurate views such as *TLRs have replaced SEN Allowances* (six percent), and *SEN Allowances are being phased out* (four percent), most had made an active decision to award a “more appropriate” TLR allowance.

When asked whether the introduction of TLRs made them more or less likely to award SEN Allowances, or whether it made no difference, around half of LA managers (48%) stated that there was *no difference*, while two in five (39%) said they are now *less likely* to use SEN Allowances. A small minority (9%) said they are *more likely* to use SEN Allowances since the introduction of TLRs.

3.4.2 Headteachers

Headteachers who award TLR payments rather than SEN Allowances to their SEN staff were asked for the reasons behind their decision. As noted above, TLRs are used particularly frequently by secondary school headteachers (who are much less likely than other headteachers to award SEN Allowances). Typically, TLRs are used by secondary school headteachers because they feel they are more appropriate for the management (22%) and administrative (15%) responsibilities involved in SEN roles, and that the value of the TLR payments provides a better reflection of the level of responsibility involved (19%). This ties in with the SENCO responsibilities reported by headteachers: secondary SENCOs are more likely than their peers in other schools to have line management responsibilities. Where primary school headteachers choose to award TLR payments rather than SEN Allowances, similar reasons are given. However, a variety of *other* reasons are given for awarding TLR payments for SEN work, reflecting a range of management and staffing structures, varying levels of understanding about the functions of TLRs and SEN Allowances, and differences in LA practice and recommendations.

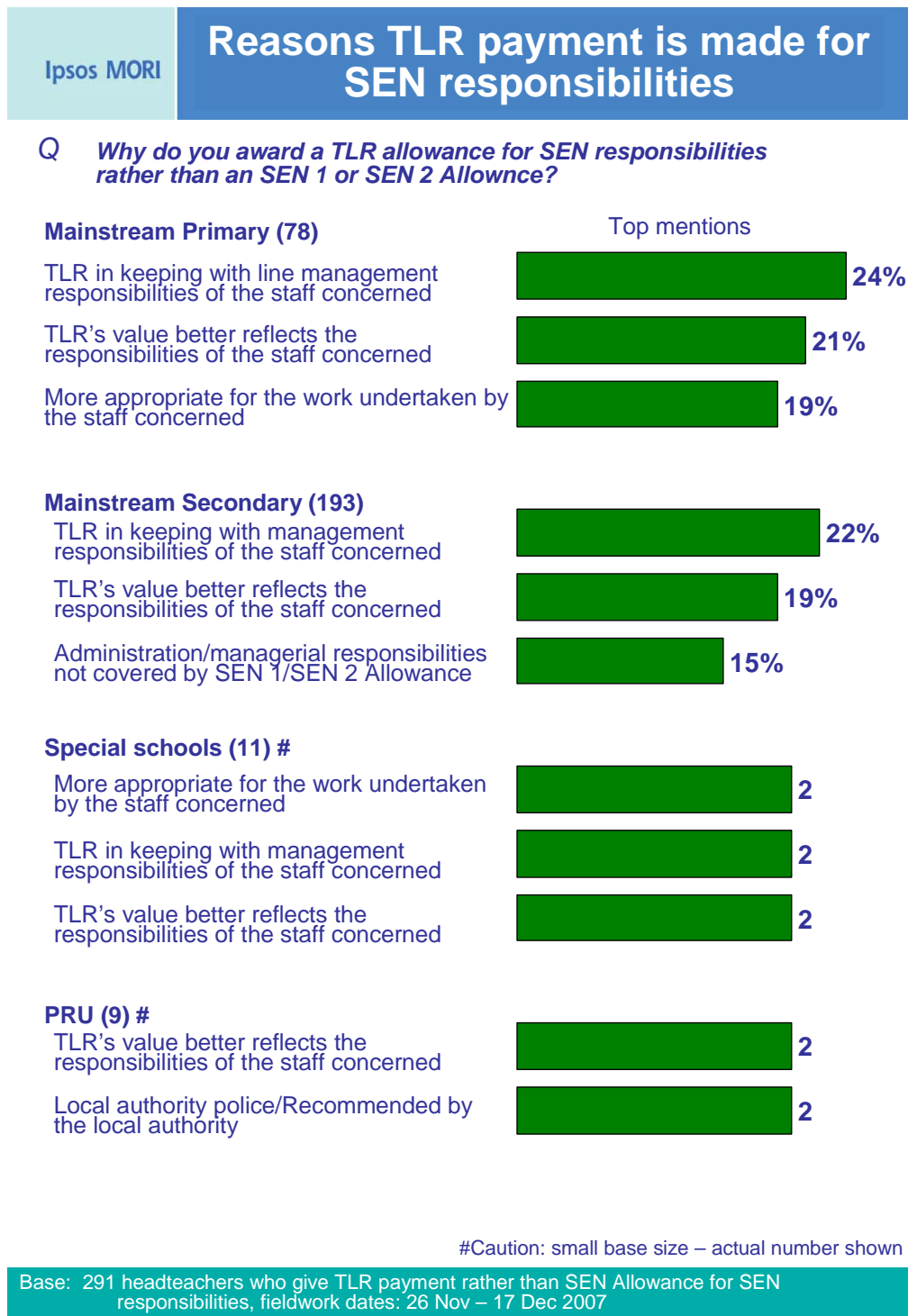
We thought that the [SEN guidelines] were clear ... and that it was clear that there was no compulsion to award one... The best way forward for us was to work with our TLR system rather than using the SEN allowance

Secondary school headteacher, North West,
high SEN roll

The ... present SENCO has got a TLR as well [as an SEN2 Allowance] to make her up to the same level as the other managers who [receive TLRs], because the SEN Allowance wasn't enough.

Primary school headteacher, South East,
high SEN roll

Figure 3.8: Reasons for awarding TLR payments



These findings mirror those from the qualitative stage of the study. Several headteachers felt that, as their SENCOs primarily undertake an administrative and managerial role in the school (rather than teaching classes of SEN pupils), a TLR is a more appropriate reflection of the work they do. Likewise, several headteachers stressed that TLRs signal a teacher's 'accountability' for SEN work, while an SEN Allowance did not imply the same level of responsibility. In addition, some headteachers felt that using TLRs gives a greater clarity to the school's organisational structure; they prefer to have one progression 'ladder' for all staff, not two parallel systems (one via SEN Allowances and one via TLRs).

We see it [the TLR system] as not only more flexible but more transparent in that there's a clear set of steps there which operate across a range of things so you can see the comparability between say a pastoral leader and a literacy co-ordinator – which is an SEN role – and that the work level and pay level bear some relation to each other

Secondary school headteacher, North West,
high SEN roll

3.5 Reasons for not awarding allowances for SEN responsibilities

3.5.1 Local Authority SEN managers

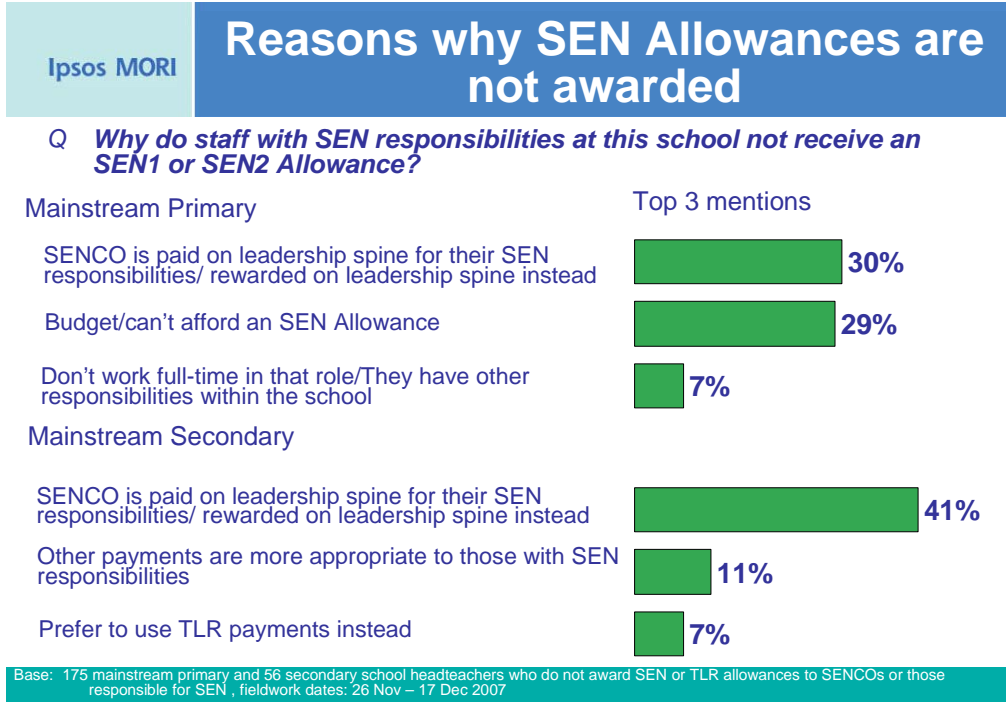
Only 10% of LA managers said that SEN Allowances are not awarded in their authority, because either the Advanced Skills Teacher scale or the Leadership spine is used instead. A few LA managers say they *don't know enough about the Allowances to award them*, or that *SEN Allowances are being phased out* (two respondents each). It is safe to conclude, therefore, that a lack of knowledge or certainty surrounds the use of these particular Allowances for only a tiny minority.

3.5.2 Headteachers

Headteachers who award neither TLRs nor SEN allowances to their SEN staff – which includes 58% of primary headteachers, 19% of secondary headteachers, and 27% of PRU managers but just four per cent of special school headteachers – were asked for the reasons behind this decision. Both primary and secondary headteachers who do not award allowances often give the reason that their SENCO is paid on the leadership spine and so is ineligible for an additional allowance (30% and 41%, respectively). Three in ten (29%) primary school headteachers add that they cannot afford to pay their staff an SEN1 or SEN2 allowance. Reflecting findings elsewhere in the research, a minority of secondary school headteachers say that other payments or TLRs are more appropriate.

One of the biggest reasons we don't give SEN Allowances is because we can't afford to
 Primary school headteacher/SENCO, South East, low SEN roll

Figure 3.9: Reasons why SEN Allowances not awarded



4. Understanding and perceived importance of the SEN Allowance system

The STRB's 16th report suggested that some of the variability and inconsistency in the use of SEN Allowances may be due to a lack of understanding of the current guidelines for allocating the awards, and especially when to award SEN Allowances and TLR payments. This section looks at headteachers' and LA managers' awareness of the specific guidelines in place that govern the allocation of SEN Allowances. It then goes on to look at how important headteachers and LA managers feel SEN Allowances are, and the reasons why they feel having dedicated SEN Allowances is important or unimportant.

LA managers' opinions about the clarity of current guidance on when to award SEN Allowances are split, with two-fifths agreeing and two-fifths disagreeing that current guidelines for unattached teachers are clear.

Amongst headteachers, awareness of the guidelines relating to the allocation of SEN Allowances tends to be most widespread among special school headteachers and PRU managers, and less widespread among their mainstream counterparts. However, no more than a third of headteachers from any type of educational setting exhibited a thorough understanding of the guidelines (i.e. correctly identified six or more of eight statements about SEN guidelines as true or false), and even where guidelines directly applied to them – such as special school headteachers' awareness of the mandatory award of SEN1 Allowances in special schools – a significant minority of headteachers were not clear about them.

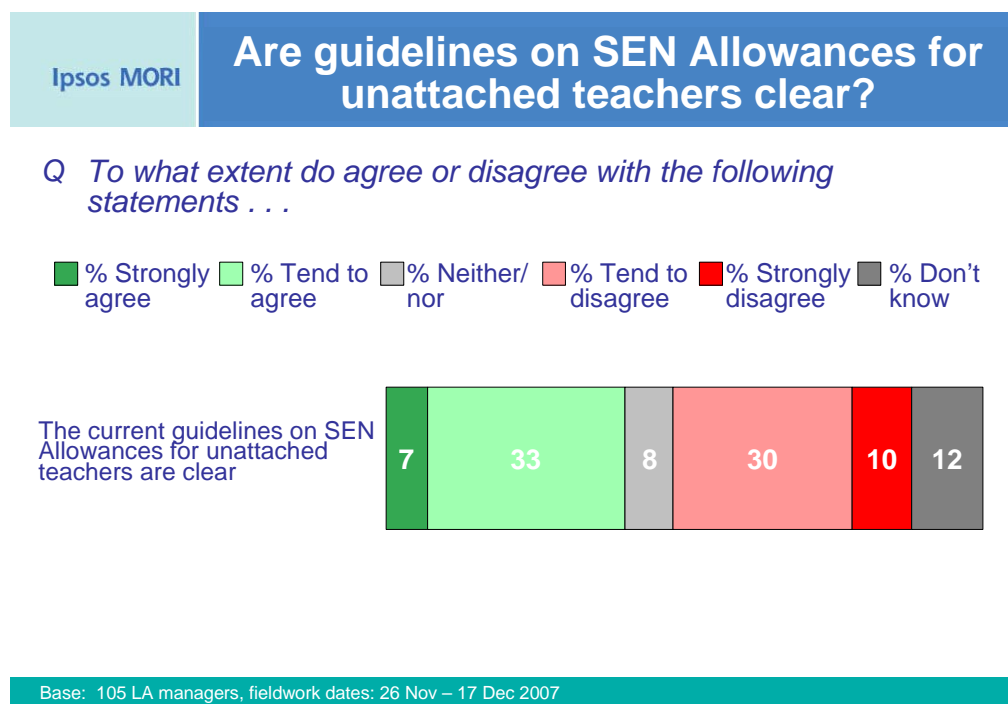
Despite their uncertainty about the detail of some of the guidelines, most PRU managers and a majority of primary and special school headteachers feel that it is important for them to be able to award SEN Allowances, including six in ten (60%) special school headteachers who say this is 'essential'. In line with lower levels of usage of SEN Allowances in secondary schools, secondary school headteachers are consistently less positive than other headteachers about the need for SEN Allowances in their schools.

Across all settings, where SEN Allowances are perceived as important this is often because they help in recruiting and retaining staff and are a way of recognising the specific and additional challenges of SEN roles. The key reasons why Allowances are perceived as unimportant by headteachers – and particularly secondary school headteachers – centre on the availability or appropriateness of alternatives, and especially TLRs.

4.1 LA managers' understanding of SEN Allowance guidelines

LA managers were asked a general question about the extent to which they agree or disagree that *the current guidelines on SEN Allowances for unattached teachers are clear*. Opinion on this is evenly split, with exactly two-fifths each agreeing and disagreeing.

Figure 4.1: Clarity of SEN Allowances guidelines for unattached teachers²³



4.2 Headteachers' awareness of SEN Allowance guidelines

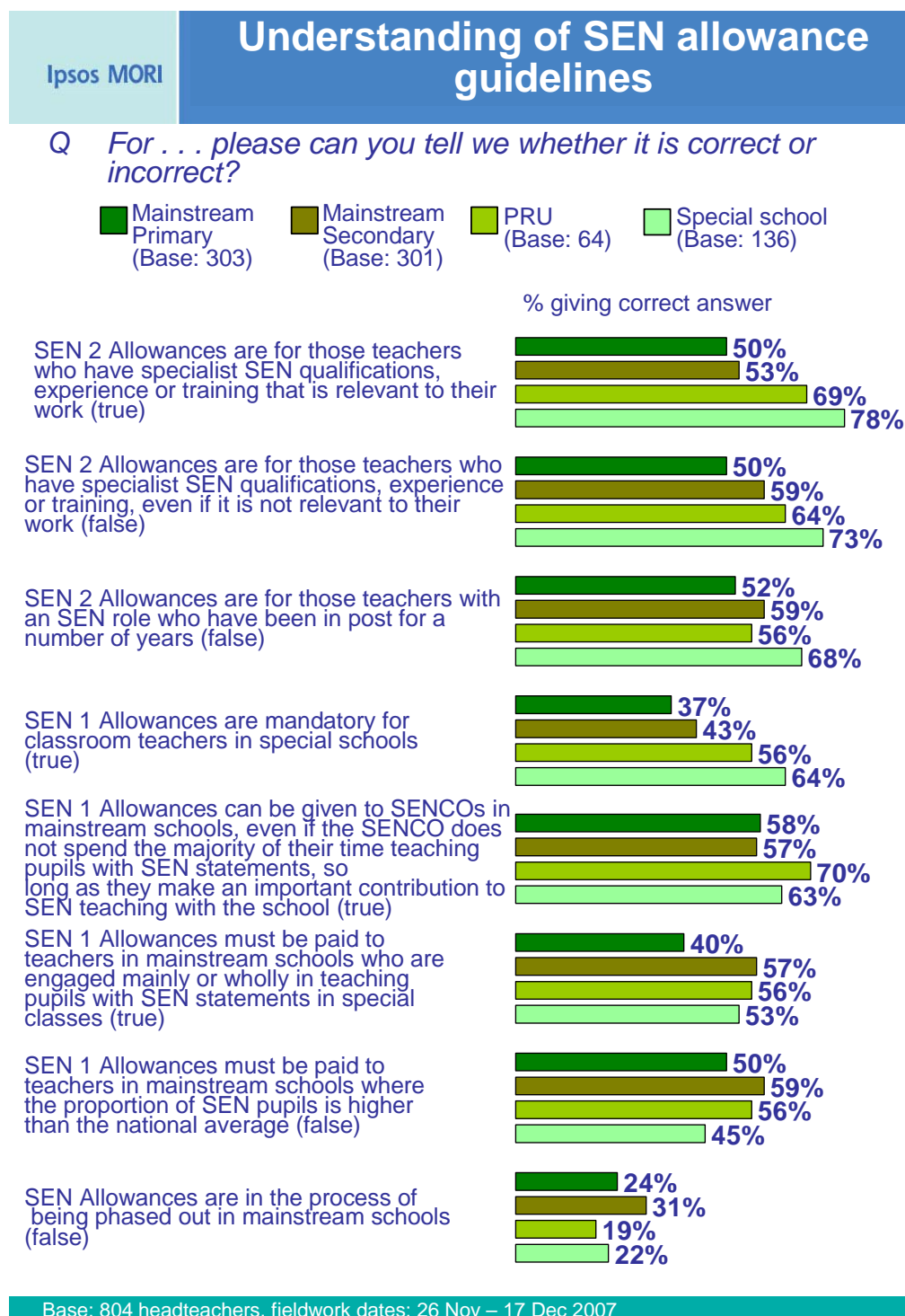
In order to assess headteachers' levels of understanding and awareness of current guidelines governing the allocation of SEN Allowances, respondents were presented with a number of statements (some of which were true and some false) and asked to indicate whether each statement was correct or incorrect.

The following chart shows the percentage of respondents who gave the correct response to each statement (i.e. they agreed with factually correct statements and disagreed with the factually incorrect). Overall, primary school headteachers tend to be less knowledgeable than their secondary counterparts about SEN Allowance guidelines, which may reflect that they are less likely to use the Allowances (overall 20% of primary headteachers and

²³ In this question, 'guidelines' refers to the statutory requirements on when to award SEN Allowances. Please see Appendix B for STPCD sections relating to SEN Allowances; note, however, that there is nothing specific about unattached teachers in the current document.

29% of secondary headteachers give SEN Allowances). On the whole, however, special school headteachers and PRU managers are more knowledgeable than those working in mainstream schools about SEN Allowance guidelines, with the exception of some of the guidelines that relate specifically to mainstream schools (as might be anticipated).

Figure 4.2: Awareness of SEN Allowance guidelines



As illustrated in Figure 4.2, guidelines relating to SEN2 Allowances tend to be reasonably well understood by headteachers: at least half correctly identify the statements relating to awarding SEN2 as true or false. A majority are also clear that *SEN1 Allowances can be awarded to teachers in mainstream schools who do not spend a majority of their time teaching SEN pupils, so long as they make an important contribution to SEN teaching within the school.*

However, there is less widespread awareness about other guidelines governing the use of SEN Allowances. While a majority of special school headteachers and PRU managers are aware that SEN1 Allowances are mandatory for special school teachers (56% and 64%, respectively, answered this correctly), a large minority do not know this is the case (44% and 36%, respectively); as would perhaps be expected, the majority of mainstream primary and secondary headteachers are unaware of this guidance (63% and 57%, respectively). There is also confusion about when mainstream headteachers can appropriately award SEN1 Allowances: primary school headteachers are more likely to think (incorrectly) they can do this when the proportion of SEN pupils in the school exceeds the national average than to identify the award should be made only when teachers *are engaged wholly or mainly in teaching pupils with SEN statements* (60% and 50%, respectively). Teachers also exhibit confusion and lack certainty about the future of the SEN Allowance system: a majority of headteachers in all types of school think that SEN Allowances are being phased out for mainstream schools.

Using an amalgamation of the responses above, headteachers were classified as having 'a good understanding' of the SEN Allowance system (three or more correct responses) or 'a poor understanding' (three or more incorrect responses). Whilst these classifications should be judged with caution – as headteachers were asked to recall specific parts of the SEN guidance during a short telephone interview, conditions that are likely to be very different to those in which they would make decisions about awarding allowances – the overall pattern of responses adds weight to the STRB's concerns that, in the absence of any recent guidance to headteachers about when and why SEN Allowances can and should be awarded, there is some confusion and uncertainty about the criteria. Figure 4.3 illustrates that many headteachers do not fully understand the guidelines for allocating SEN Allowances, with the majority from each type of setting having a 'poor' understanding. To some extent, the high levels of uncertainty reflect that the scope of the current guidelines is likely to go beyond the needs and experiences of any single headteacher or type of school. However, even where guidelines are directly relevant to a particular type of school (for example, the mandatory award of SEN1 Allowances in special schools, or the guidance on when SEN1 Allowances should be awarded in mainstream schools), there is still a degree of confusion and uncertainty among those headteachers affected.

Between only a quarter and a third have a 'good' understanding (i.e. gave the correct response to six or more of the eight statements). Primary school headteachers, as we have seen, are significantly more likely than secondary school headteachers to have a 'poor' understanding (77% compared with 69%), even though reported use of SEN Allowances is more widespread among primary headteachers than secondary headteachers.

Confusion about the purpose and reasons for awarding SEN Allowances emerged in a small number of schools during the qualitative work: some teachers and headteachers were unsure when SEN Allowances could/should be awarded and, in a few cases, neither the headteacher nor the SENCO could give clear reasons why an SEN Allowance had originally been awarded (in some cases this was a salary legacy, for example, with decisions taken by interviewees' predecessors). Generally, and typically because of their recent introduction, interviewees were able to give clearer reasons as to why TLRs were awarded than SEN Allowances (see Section 4.5 for reasons for awarding TLRs).

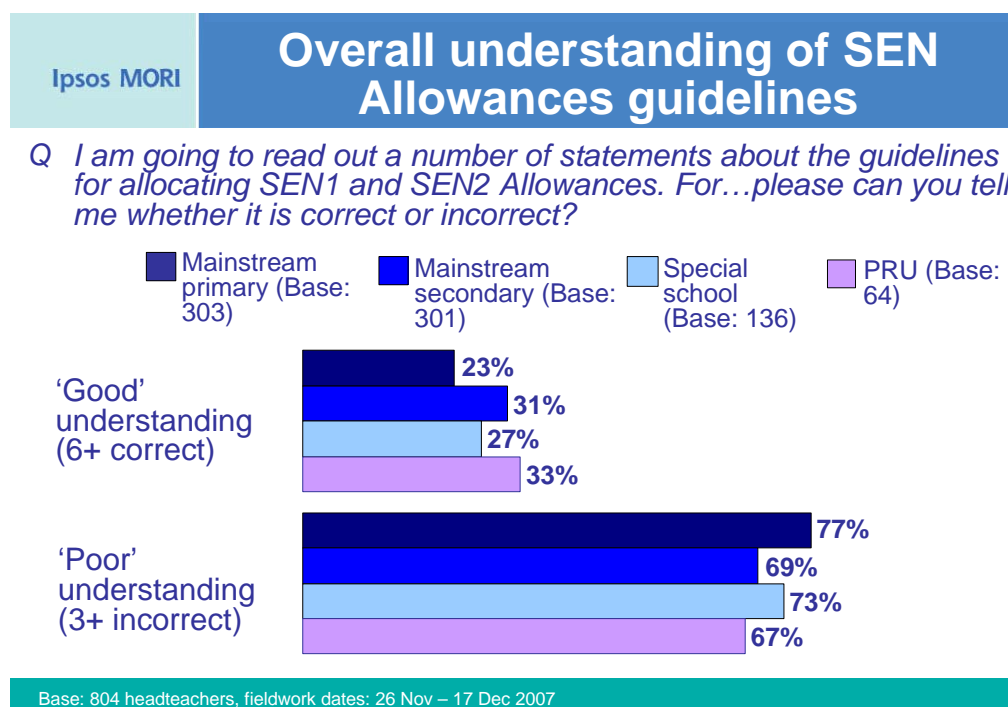
Probably in terms of the paying, the teachers' pay and conditions document, I think perhaps there needs to be better guidance in terms of the SEN Allowances. I think the TLR allowances is quite clear there, it's quite clearly set out. I don't feel it's just as clear with the SEN. And perhaps there needs to be some recognition of how that would work differently in a special school situation

Special school headteacher, North East

I always thought the SEN Allowances were more for people working in special schools. I didn't think that they were generally given within mainstream [schools]

Primary school SENCO, North East,
low SEN roll

Figure 4.3: Understanding of SEN Allowance guidelines



Looking in more detail at those who exhibited better levels of understanding (please note that groups may overlap):

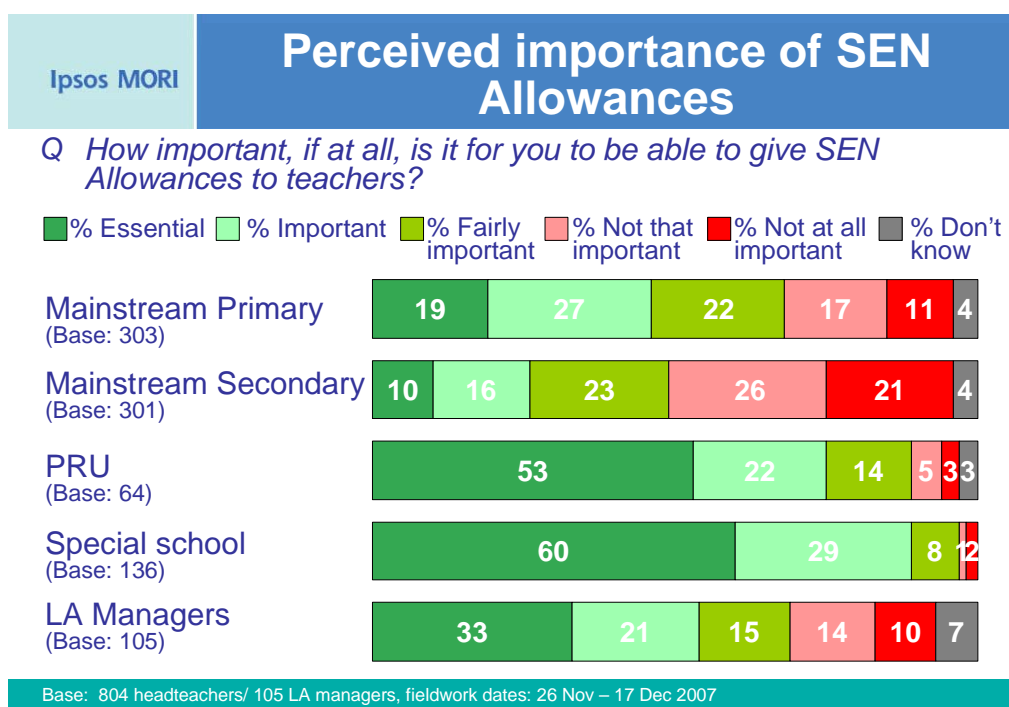
- Primary and secondary school headteachers who award SEN Allowances are more likely than those who award other allowances to have a 'good' understanding of the SEN Allowance guidelines (44% compared with 17% of primary headteachers, and 48% compared with 22% of secondary school headteachers).
- Headteachers working in larger schools are more likely than their colleagues in smaller schools to have a good understanding of the system (35% headteachers in large primary schools compared with 17% based in smaller schools, and 41% of headteachers in large secondary schools compared with 26% in smaller secondary schools).
- Primary school headteachers in schools with a larger proportion of SEN pupils, and/or pupils with statements are more likely than their counterparts in schools with a lower proportion of SEN pupils to have a good understanding of the system (6% and 8% gave the correct answers to all questions, respectively, compared with 1% and 0% of those working in schools with a lower than average SEN roll).

In part due to the relatively small sample sizes, there are few significant differences between special school headteachers or PRU managers in this respect.

4.3 Importance of SEN Allowances

With the exception of those in secondary schools, a majority of headteachers in each setting feels that it is important for them to be able to give SEN Allowances – despite the fact that many reported using TLRs to reward their own SENCOs and SEN staff. Similarly, a majority of LA managers feel that they need to be able to award SEN Allowances. Feelings are particularly strong among special school headteachers, almost all of whom (97%) feel that their ability to give SEN Allowances to teachers is important, six in ten of whom (60%) describe it as 'essential'.

Figure 4.5: Perceived importance of SEN Allowances



Some groups of headteachers are more likely to feel that SEN Allowances are important:

- Unsurprisingly, those who **currently award SEN Allowances** are more likely than those who do not to say it is important that they can award the Allowances²⁴. However, even among those who do not award allowances, a majority think that it is important that they are able to do so. In addition, headteachers based in primary schools where other staff in addition to the SENCO receive an SEN Allowance are more likely than those where they do not to say it is *essential* for them to be able to award these Allowances (32% compared with 17%).
- There is some indication that primary headteachers who have a **good understanding of the SEN Allowance system** are more likely than others to feel it is important that they can award SEN Allowances (83% of primary teachers with a good understanding compared with 69% of all primary headteachers). To some extent, this reflects differences among users and non-users of SEN Allowances, as those who award Allowances are more likely to have a good understanding of the system.

²⁴ Ninety per cent of primary headteachers who award SEN Allowances and 60% who do not think the Allowances are important; secondary headteachers: 68% of secondary headteachers who award the Allowances and 58% who do not think they are important; and 95% of PRU managers who award the Allowances and 85% who do not think they are important.

- The **seniority of the SENCO** also appears to influence how important secondary headteachers perceive Allowances to be: if the person primarily responsible for SEN is the headteacher, deputy headteacher or a teacher on the SMT, they are more likely to say SEN Allowances are important than if the SENCO sits outside the SMT (60% compared with 43%). This may be a reflection of the perceived importance or priority given to SEN within schools.
- Perhaps surprisingly, the proportion of pupils with statements and with SEN generally appears to have little impact on whether or not headteachers feel SEN Allowances are important.

4.3.1 Why are SEN Allowances perceived as important?

As shown in Figure 4.6, SEN Allowances are valued particularly highly in helping to recruit and attract staff among special school headteachers (46%), PRU managers (56%) and LA managers (56%). LA managers also stress that SEN Allowances are important in helping to retain staff (36%). Other benefits of SEN Allowances – including rewarding teachers for their expertise and qualifications, and to recognise the additional challenge and importance of SEN work – are important across all settings.

Findings from the qualitative phase of the research support these findings: several special school headteachers stressed that recruitment and retention could be difficult in their schools, and the higher-level salaries they could offer (via mandatory SEN Allowances) helped them to compete with mainstream schools to keep their posts appealing to high-quality candidates. Several others pointed out that SEN2 Allowances were an important incentive for their staff to gain extra qualifications and skills.

I think the [automatic SEN Allowances] keep a lot of people in the post [of unattached teacher]. Certainly within our service we have an awful lot of people who come to unattached teaching later on: they've had families [and career breaks] and come back and moved into SEN. If they'd gone back into mainstream, to be earning what you're earning on [SEN2] you would have to be head of a small department. Quite a few will see it as, that's their career – you don't want to move up a ladder: you've got your SEN points and [SEN teaching is] your career. You can actually stay with the children and do what you want to do. I think we've kept a lot in the classroom [by awarding SEN2].

LA manager, North West

When I first went to work in a special school in London, I did it because I thought, well I was interested in it, but also, wow, I'll get more money as well

Special school headteacher, South East

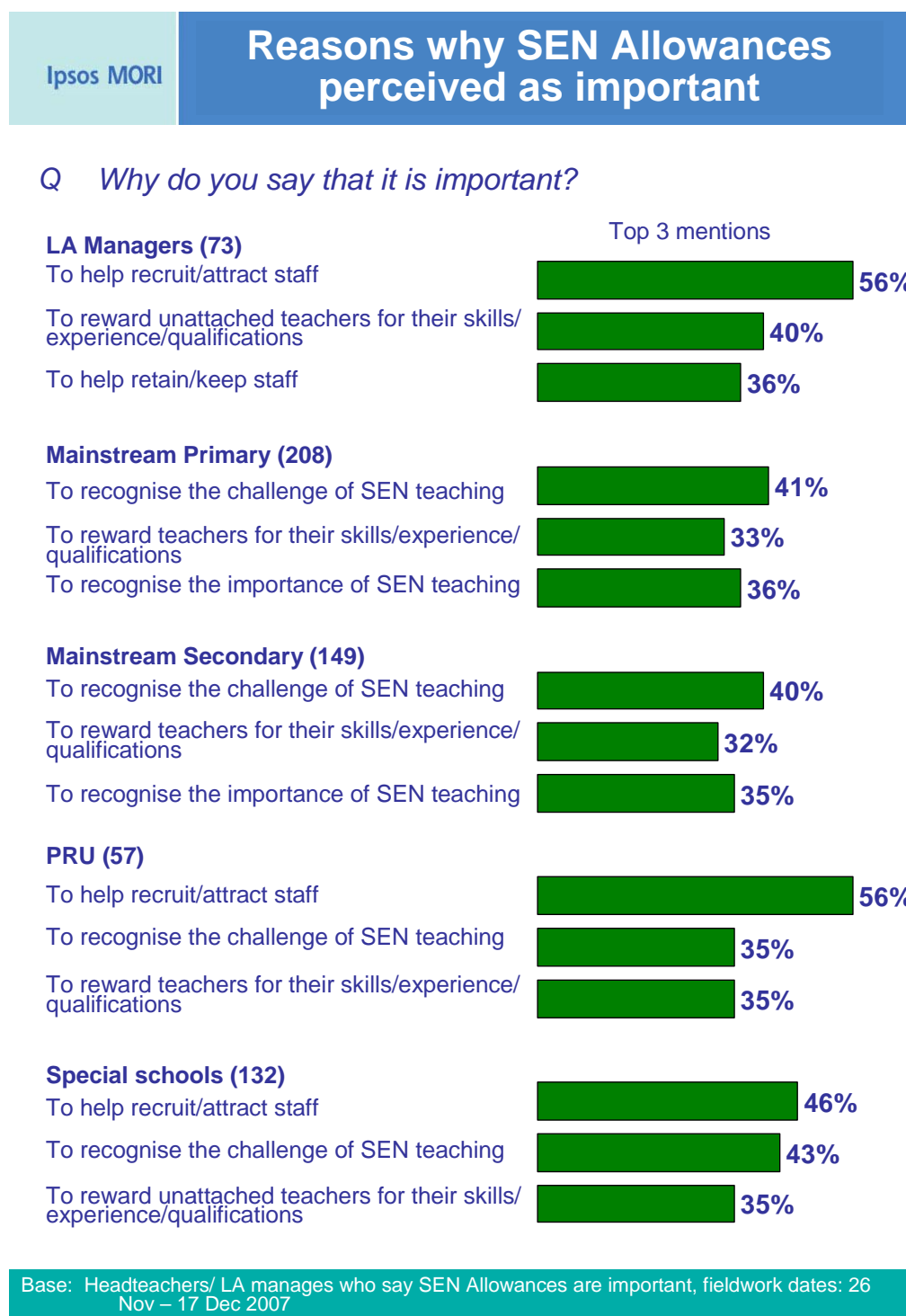
[I was awarded an SEN point] to keep me on here. I'd got lots of other options, I wanted to go, I had a child, wanted to go part-time, the head wanted to keep me on at this school, I didn't want to be literacy co-ordinator anymore because part time literacy co-ordination I don't think works very well within the school. So I was looking for something else and she said, I'd like to keep you on ...

Primary SENCO, London

I think [SEN2 is] an acknowledgement for people when they come in here that [you've] got to develop your skills: ... you just don't walk in and [are able to] do the kind of job that this place involves

Special school headteacher, South East

Figure 4.6: Reasons why SEN Allowances are perceived as important



Looking in more detail at the differing reasons given to explain why SEN Allowances are important:

- A greater proportion of primary headteachers with an average or above average proportion of statemented pupils, and those who award SEN Allowances, say SEN Allowances are important because they help to recruit/attract staff (31% and

27% respectively, compared with 16% of all primary headteachers).

- Primary and secondary headteachers who do not award any allowances are more likely than others to think SEN Allowances are important because they recognise the challenge (49% compared with 41% average among primary teachers) and importance of SEN teaching (44% compared with 36% average among primary headteachers)²⁵. Although this may seem counter-intuitive, many schools interviewed during the qualitative phase of the research did not feel Allowances were appropriate in their own schools but acknowledged that schools in other circumstances may find them useful or necessary.

4.3.2 Why are SEN Allowances not perceived as important?

As Figure 4.7 shows, of those who do not think SEN Allowances are important, two in five (40%) secondary headteachers and one in five (20%) primary headteachers say this is because TLRs are more appropriate. Similarly, around one in five primary (19%) and secondary (20%) headteachers suggest they are not important because other allowances could be used instead.

A similar proportion of primary (22%) and secondary (14%) headteachers feel that SEN Allowances do not apply to mainstream schools, that they do not have enough SEN pupils, or that SEN Allowances are not part of their school's structure. One in ten primary school headteachers say that SEN Allowances are not important because SEN is simply part of the job description for their staff.

During the qualitative phase, headteachers in many of the mainstream schools interviewed awarded TLRs to their SENCOs rather than SEN Allowances – in these schools the headteachers seemed to understand the SEN Allowance guidelines, but felt that TLRs were more appropriate for their schools for various reasons. In many cases, the SENCO role was more administrative and managerial than pedagogical, and headteachers felt a TLR was therefore more appropriate. Other headteachers, meanwhile, believed TLRs give a more transparent staff structure, allowing all staff to progress along the same promotions path in preference to using two parallel systems. A few headteachers pointed out that, in their school, the definition of 'SEN' had been broadened to encompass other specialised needs (such as the inclusion of pupils for whom English is a second language, or Gifted and Talented pupils) meaning that an SEN Allowance was not strictly applicable. Some also felt that, since all their teachers deal with SEN pupils, it would be difficult to justify awarding SEN Allowances to some but not others.

²⁵ Similarly, secondary headteachers who award SEN Allowances are *less* likely than secondary headteachers on average to mention that SEN Allowances are important because they recognise the importance of teaching SEN (24% compared with 35% average).

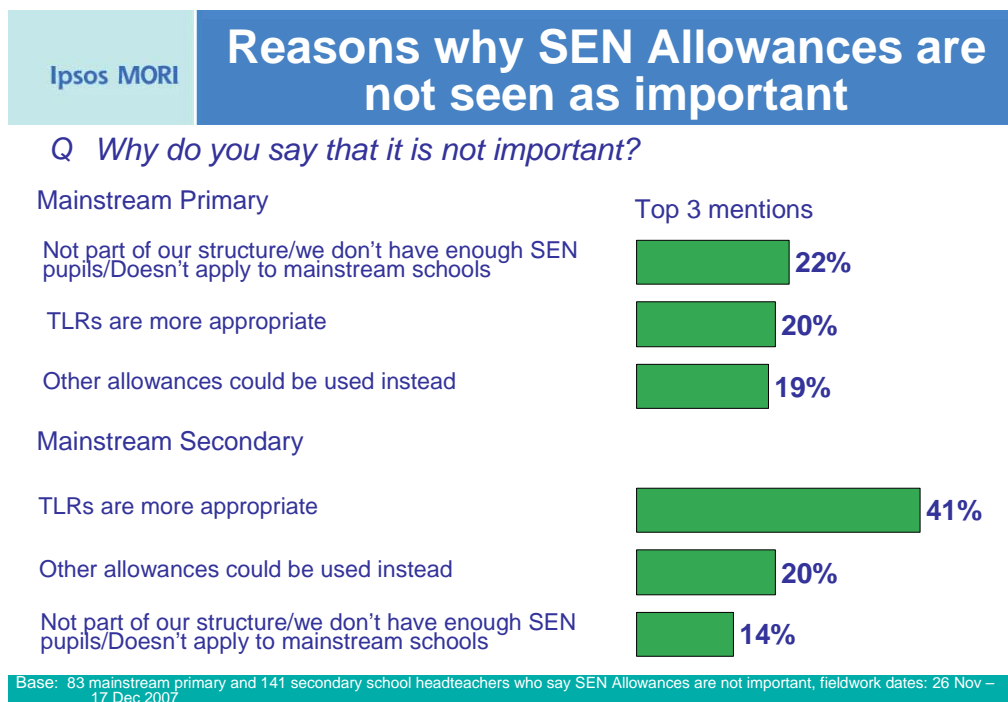
I think the inclusion agenda is for everybody, and I don't see that members of the staff should be financially rewarded when everybody else is teaching the students, maybe in a bottom set maths, or in a bottom set English, who don't receive an allowance whereby other teachers do.

Secondary school SENCO, North East,
low SEN roll

It's difficult for, well I've been here for 16 years, and I can't think of any occasion during that time where I would have needed a specialist person, who's paid a different salary to manage special educational needs, there just isn't the need. The biggest difficulty we have I suppose, is that the whole inclusion agenda, which we support and it's worked very well, is that every child is so different, their needs are so unique, to appoint someone to oversee those needs, probably wouldn't be applicable

Primary school headteacher, South East,
low SEN roll

Figure 4.7: Reasons why SEN Allowances are perceived as unimportant



The number of special school headteachers and PRU managers who say that SEN Allowances are not important is too small (4 and 5 respectively) to allow meaningful analysis of their reasons for this, as is the number of LA managers (25). However, it is interesting to note that, as with primary and secondary headteachers, the most common reason given by LA managers is that TLRs are more appropriate (64%).

A more detailed analysis indicates that among those who do not feel it is important for *them* to be able to award SEN Allowances:

- Primary school headteachers who have a lower than average proportion of SEN pupils are more likely than those with an average or above average SEN roll to say that teaching SEN pupils is a part of their teachers' job description (18% compared with 3% of all primary headteachers).
- Interestingly, secondary school headteachers working in schools with an average or above average proportion of SEN pupils are more likely than those with a lower than average SEN roll to say that the value of SEN Allowances is too low for the role/to have an impact (9% compared with none).
- Headteachers in large secondary schools who feel that SEN Allowances are unimportant to them are more likely than secondary headteachers generally to say this is because TLRs are more appropriate (59% compared with 41% average). Meanwhile, headteachers of small secondary schools are more likely to say that 'other' allowances in general could be used instead (33% compared with 20% average)
- Secondary headteachers with a 'poor' understanding of the SEN Allowance guidelines are more likely than secondary school headteachers generally to say that 'other' allowances could be used instead (26% compared with 7% of those with a 'good' understanding).

5. Perceived applicability and the functions of SEN Allowances

This section looks at how SEN Allowances are perceived by headteachers and LA managers. It examines whether practitioners feel that the functions and purpose of the Allowances overlap with other awards, or whether they feel dedicated SEN Allowances are still necessary. It looks at whether those responsible for allocating Allowances feel that SEN Allowances are still applicable, given the Inclusion agenda and the availability of other allowances such as TLRs. It then goes on to look at attitudes and opinions towards some of the other principles underpinning SEN Allowances, including whether teaching SEN pupils is more challenging than other types of teaching,

Later, we look at perceptions of SEN teaching roles and views about the level of pay these positions attract.

While primary and special school headteachers and PRU managers tend to agree that dedicated SEN Allowances are appropriate and necessary, the views of secondary school headteachers tend to be more mixed. Likewise, secondary school headteachers are less likely than headteachers in other types of school to consider that teachers in special schools face unique challenges that deserve the payment of a dedicated Allowance.

Although they tend to think that SEN roles are not perceived as particularly attractive by teachers, headteachers and PRU managers do believe that SEN positions in mainstream and special schools offer teachers good opportunities for career progression.

5.1 Is it still appropriate to have dedicated SEN Allowances?

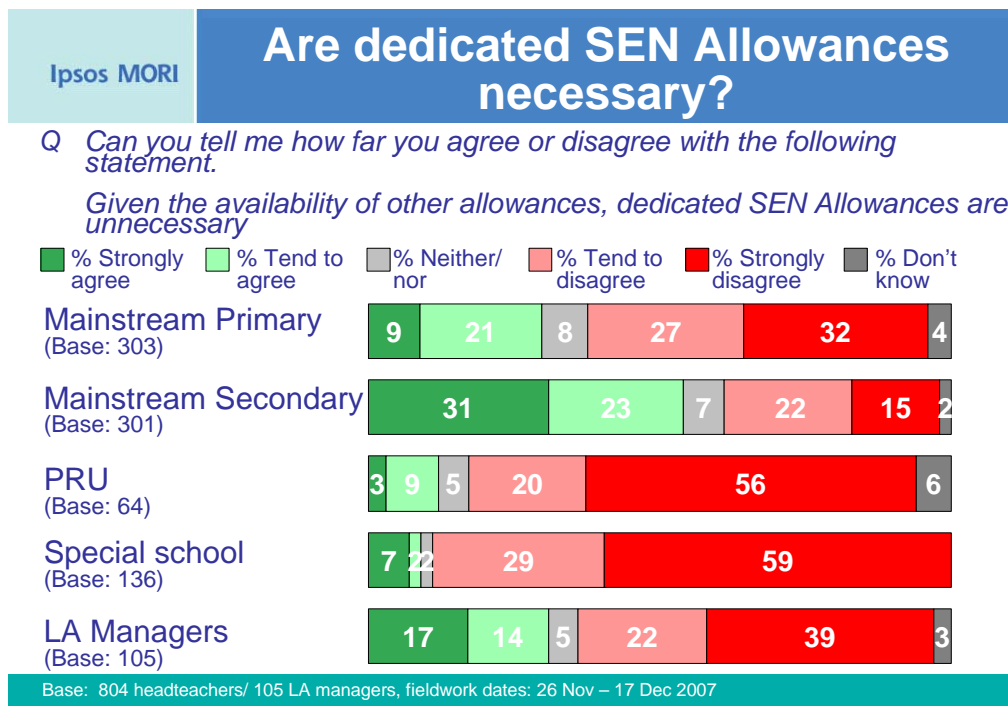
Headteachers were asked to give their opinion on three statements to address the issue of whether SEN Allowances are still appropriate, given changes in mainstream education engendered by the inclusion agenda over the past decade. Specifically, the statements aimed to identify whether, when all teachers play a role in teaching and monitoring SEN pupils, it is still appropriate to award SENCOs with a dedicated SEN Allowance.

Reflecting their ambivalence about the importance of SEN Allowances to them, secondary school headteachers were more likely to agree than disagree that *given the availability of other allowances, dedicated SEN Allowances are unnecessary* (54% agree, 37% disagree). Meanwhile, headteachers in other settings were, on balance, in favour of SEN Allowances, with more disagreeing than agreeing with the statement. Headteachers from special schools and PRU managers feel particularly strongly that dedicated SEN Allowances are needed (88% and 76% disagree, including 59% and 56% who *strongly* disagree that they are unnecessary).

... in mainstream schools I don't think it has a place...I think you're better off looking at your TLR structure, and looking at the roles that you need within a school, and making the structure up within that one system rather than having something [else] that's an anomaly to the system.

Secondary school SENCO, North East,
low SEN roll

Figure 5.1: Headteachers' views on whether dedicated SEN Allowances are necessary



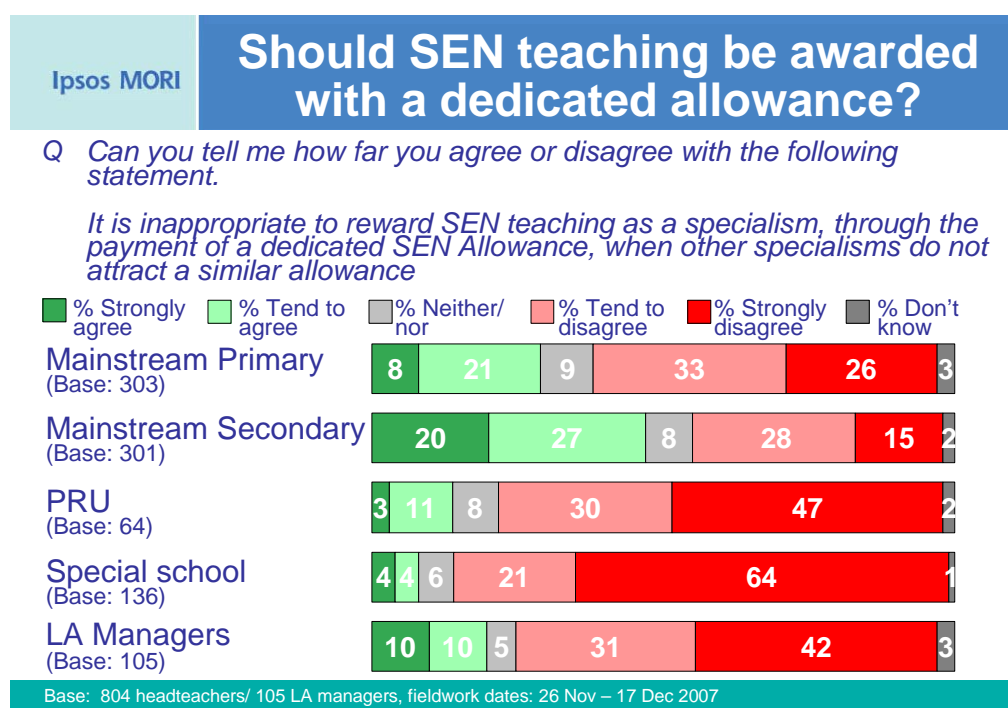
Among primary and secondary school headteachers, those most likely to agree that SEN Allowances are unnecessary include:

- those in medium or large schools (39% of primary headteacher working in medium/large schools agree that the Allowances are unnecessary compared with 30% of all primary headteachers; and 44% of secondary headteachers in larger schools compared with 30% among all secondary headteachers);
- those who award TLRs Allowances (45% of primary headteachers who award TLRs agree compared with 30% of all primary headteachers; and 51% of secondary headteachers who award SEN Allowances disagree, compared with 37% of all secondary headteachers).

Responses were similar when headteachers were asked their views on whether it is inappropriate to reward SEN teaching as a specialism, through the payment of a dedicated SEN Allowance, when other specialisms do not

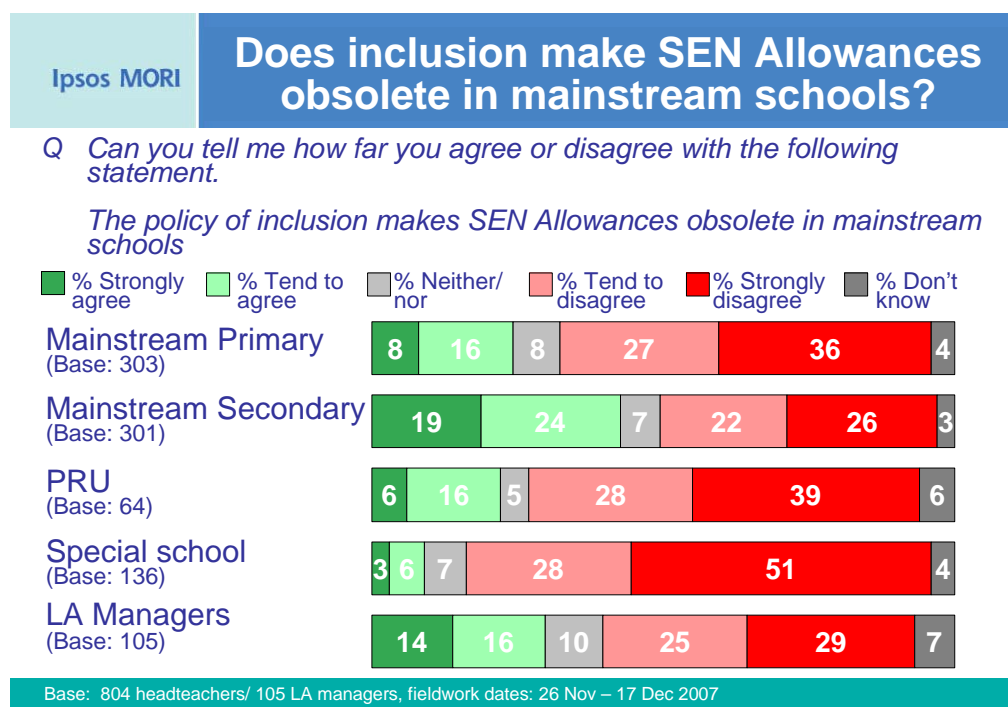
attract a similar allowance. Secondary headteacher views are split (47% agree, 43% disagree), while the vast majority of PRU managers, primary and special school headteachers and LA managers disagree (77%, 59%, 85% and 73% respectively). Again, support for the principle of allowances for SEN teaching is particularly widespread and particularly strong among special school headteachers (64% *strongly* disagree).

Figure 5.2: Views on appropriateness of rewarding SEN teaching as a specialism



Comparable views emerged when headteachers were asked a similar question about whether *the policy of inclusion makes SEN Allowances obsolete in mainstream schools*. Secondary headteachers are again less favourable towards the principle of having SEN Allowances than other types of headteacher, although even here opinion is split (43% agree compared with 47% disagree), whereas around two-thirds (64%) of primary headteachers and PRU managers disagree (64% and 67%), as do around eight in ten (79%) special school headteachers. Just over half of (53%) LA managers disagree.

Figure 5.3: Views on impact of inclusion policies on principle of awarding SEN Allowances



I feel that the students are in the school, and there isn't a reason for you to be paid more than any other member of staff who takes them for any other subject.

Primary school SENCO, North East,
low SEN roll

[Teaching SEN pupils is] part and parcel of the teaching. That's our job. OK ... at times we're doing something that's a little bit specialised, but my view is that, so is somebody teaching 35 kids in a science lab. It's just a different sort of specialism. And the nature of the children on the whole that we've got in this school, we're not looking at hugely specific things.

Secondary school SENCO, Wales,
high SEN roll

The comments of some headteachers and SENCOs also indicated that, in the eyes of some teachers and teaching assistants, there is a valuable symbolic value of having a special allowance dedicated to SEN. The change in the titles and status of teaching assistants was referred to by a few respondents as a comparison with SEN Allowances for teachers.

Two years ago, we changed the status of our teaching assistants ... They used to be called special support assistants, but then that went

out and [nationally] everybody was [called] a teaching assistant ... [But] they all wanted to be called special teaching assistants because they felt it recognised that their job was different. And I think, in a way, people coming in here, feel that the SEN allowance is a recognition that they are working in a demanding and specialist field.

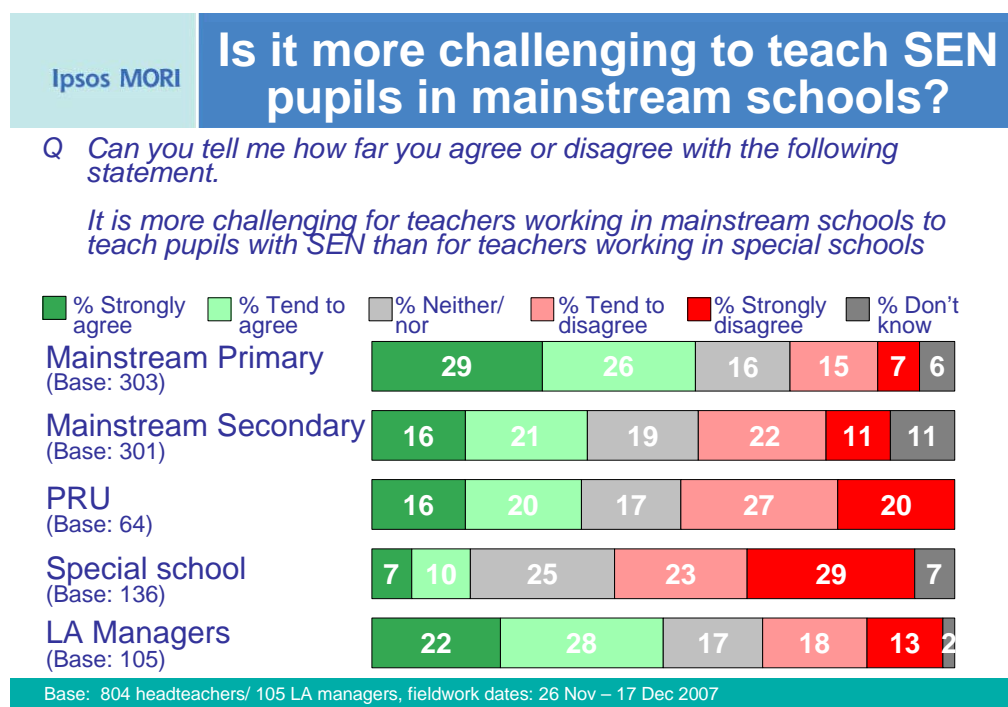
Special school teacher, South East

5.2 Is it more challenging to teach SEN pupils?

As noted above, one of the key reasons why headteachers in all types of school award allowances for SEN work is due to the perceived additional challenge of teaching pupils with special needs. Having an award that specifically recognises the difficult nature of the work involved is also one of the key reasons why SEN Allowances are perceived as important by many headteachers. To assess opinion on the difficulties faced by teachers working with SEN pupils, respondents were asked their opinions about two statements relating to the potential challenges involved.

Mainstream secondary headteachers and PRU managers are divided about whether or not *it is more challenging for teachers working in mainstream schools to teach pupils with SEN than for teachers working in special schools*, with roughly equal numbers disagreeing and agreeing (among secondary headteachers 33% disagree and 37% agree, and among PRU managers 47% disagree and 36% agree). Primary school headteachers and LA managers are more likely to agree than disagree (among primary school headteachers 55% agree and 22% disagree, and among LA managers 50% agree and 31% disagree). On the other hand, as might be anticipated, headteachers in special schools are the least likely to agree, although a marked minority (17%) do agree that SEN teaching in mainstream schools is more difficult.

Figure 5.4: Views on the relative difficulty of teaching SEN pupils in mainstream and special schools



These findings echo differences that emerged during the qualitative interviews with headteachers. While some special school headteachers felt that the nature of their work was far more difficult and challenging than would be typical in a mainstream school – as they had to deal with pupils with more severe learning needs and disabilities, had much more work to do in terms of parent liaison, and had to fulfil a much broader range of responsibilities than a normal classroom teacher might to support their pupils – several mainstream teachers felt that special school teachers benefited in many ways which mainstream teachers do not, such as having smaller class sizes, a narrower range of abilities within their class, and more support assistants to help children with more serious problems.

If you're working in a challenging school in inner London and you're dealing with special needs children who are mainstream special needs, the whole time, then, it's difficult, isn't it? Do you say that 50% of your class is special and that means you get an allowance?

Primary headteacher, South East,
low SEN roll

In a school like this you're all the time trying to hit national standards, where as in a special school you know that this child is going to, might learn one word in six weeks, so I don't think that the pressure is on quite so much in special schools.

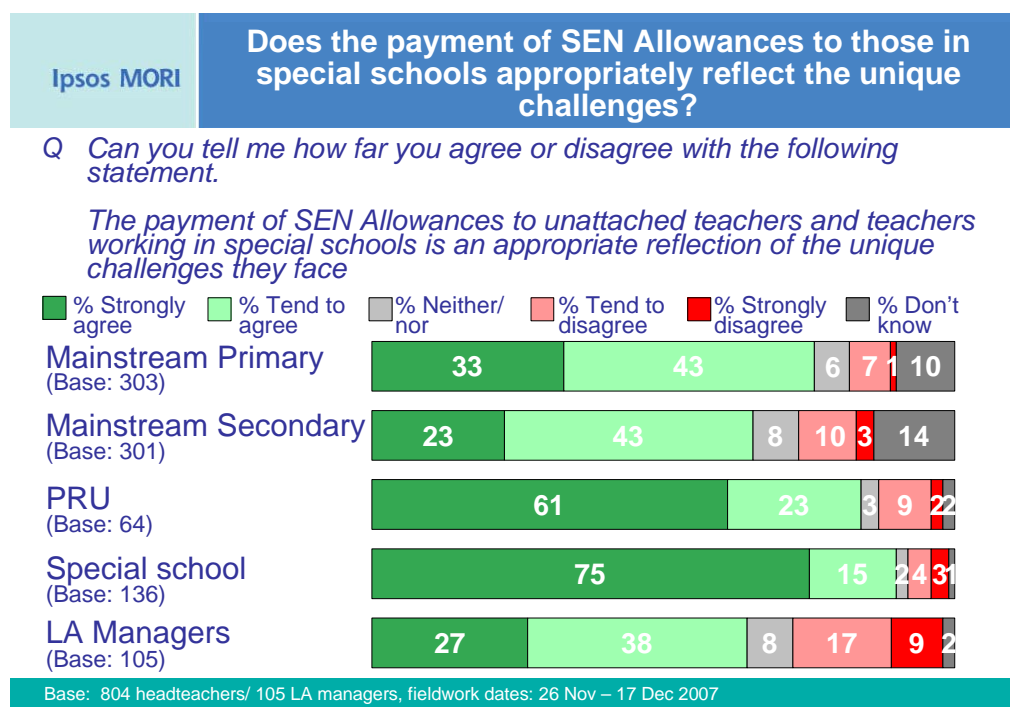
Primary school headteacher, South East,
high SEN roll

Those most likely to feel that teaching SEN in mainstream settings is more challenging include:

- Headteachers from small and medium sized primary schools – who tend to be more positive about SEN Allowances generally – and secondary headteachers working in small schools (58% small/medium primary schools compared with 40% in large primary schools, and 44% large secondary school headteachers compared with 29% in small schools);
- Primary schools with a lower than average proportion of statemented pupils, whose schools may not be structured to cater for SEN teaching as effectively as schools with larger SEN rolls that have a greater need and more resources to dedicate to SEN teaching (58% compared with 42% of those with an average or above average SEN roll). However, this pattern is reversed in secondary schools where those with a higher than average SEN roll are more likely to feel that mainstream SEN teaching is more difficult (45% agree compared with 34% of those with a lower than average SEN roll);
- Secondary headteachers working in schools where the SENCO sits on the SMT (44% compared with 32% if this is a teacher outside the SMT).

As Figure 5.5 illustrates, the majority of headteachers across all settings, as well as most LA managers, agree that the payment of SEN Allowances to teachers working in special schools is an appropriate reflection of the unique challenges they face (65% of secondary, 76% of primary, 84% of PRU and 90% of special school headteachers and 65% of LA managers agree). However, it is notable that the proportion of secondary school headteachers who agree that allowances for special school teachers are appropriate is significantly smaller than for other types of headteacher.

Figure 5.5: Are SEN Allowances in special schools an appropriate reflection of the challenges of teaching in this setting?



These kids are in your face morning, noon and night. When I worked in mainstream you did get a breather to be able to sit at your desk, get the kids down at work and catch up with something. Here you've got twelve kids in your face all the time and therefore physically this work is extremely demanding and they're worth every penny of that point for that because they're knackered at the end of the week, there's no doubt about that ... that physical and emotional battering that teachers get needs to be recognised ... I'm not saying these things aren't in mainstream but all these kids [in special schools] have failed to try and many have been excluded and [are] beyond the boundaries of what mainstream have been able to manage and I think that needs to be recognised ... within the salary structure

Special school headteacher, South East

Having worked on both sides of the fence, what goes on in special schools warrants that point without a shadow of a doubt

SENCO, Secondary school, South East

*You do see the down and the up [side of pupils] in a mainstream school: with our [Pupil Referral] Units, you don't very often see the up, especially with the older [pupils]. If a pupil says 'hello' to you rather than 'f*** off' that's your bounce for the day ... And every lesson's got to be a new lesson for this lot to keep them entertained and attending*

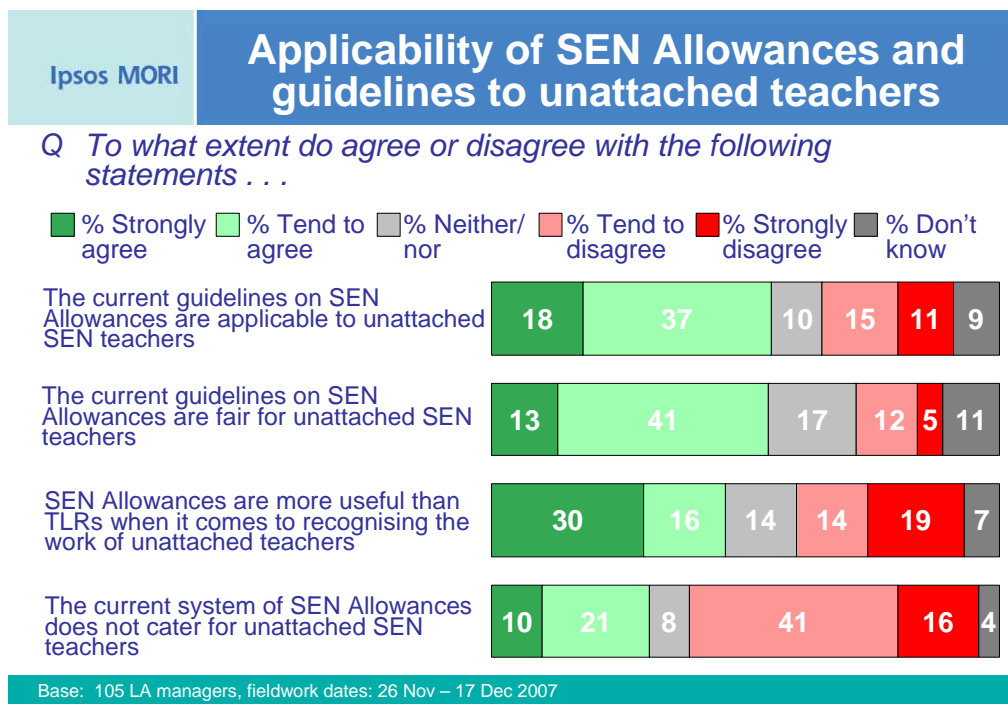
LA manager, North West

5.3 Applicability of guidelines to unattached teachers

LA managers were asked to state the extent to which they agreed or disagreed with a number of statements regarding the applicability and appropriateness of SEN Allowances as they relate to unattached teachers specifically.

As the following chart shows, the balance of opinion is generally positive. LA managers are more likely to agree than disagree that *the current guidelines on SEN Allowances are applicable to unattached teachers* (55% compared with 27%) and that *the current guidelines on SEN Allowances are fair for unattached teachers* (54% compared with 17%). They are also more likely to disagree than agree that *the current system of SEN Allowances does not cater for unattached SEN teachers* (57% compared with 31%). They are also slightly more likely to agree than disagree that *SEN Allowances are more useful than TLRs when it comes to recognising the work of unattached teachers* (46% compared with 33% disagree).

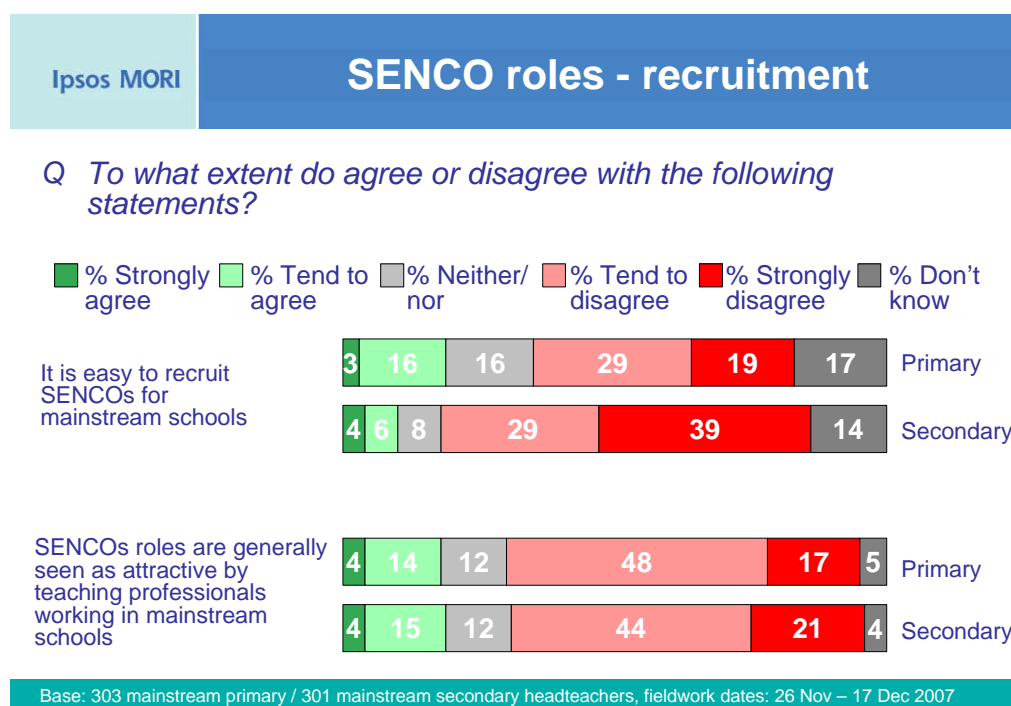
Figure 5.6: LA managers' views on applicability of SEN Allowance guidelines to unattached teachers



5.4 Recruitment of SENCOs in mainstream schools

As illustrated in Figure 5.7, the majority of both primary and secondary headteachers do not find the recruitment of SENCOs to be easy, although primary headteachers are less likely to find it problematic - 49% of primary and 68% of secondary headteachers *disagree* that *it is easy to recruit SENCOs for mainstream schools*. Reflecting this, almost two-thirds of both primary (65%) and secondary (64%) headteachers *disagree* that *SENCO roles are generally seen as attractive by teaching professionals working in mainstream schools*.

Figure 5.7: Views on the ease of SENCO recruitment and perceptions of the attractiveness of SENCO positions



Headteachers less likely to report that SENCO roles are attractive include:

- Headteachers from small primary schools (71% disagree that SENCO roles are attractive compared with 65% among all primary headteachers);
- Secondary headteachers who award SEN Allowances (76% disagree that SENCO roles are attractive, compared with 64% among all secondary headteachers); these headteachers are also more likely than secondary headteachers generally to report problems with recruitment (77% compared with 68%); and
- Secondary headteachers who have pupils with severe learning difficulties (75% disagree compared with 64% of all secondary headteachers); these headteachers are also more likely to report problems with recruitment (80% disagree that it

is easy to do so compared with 68% of all secondary headteachers).

Secondary school headteachers who are more likely than average (10%) to agree that it is easy to recruit SENCOs include: those with two or more SENCOs (19%), those who award allowances other than SEN Allowances (14%) and those who think SEN Allowances are not important (14%).

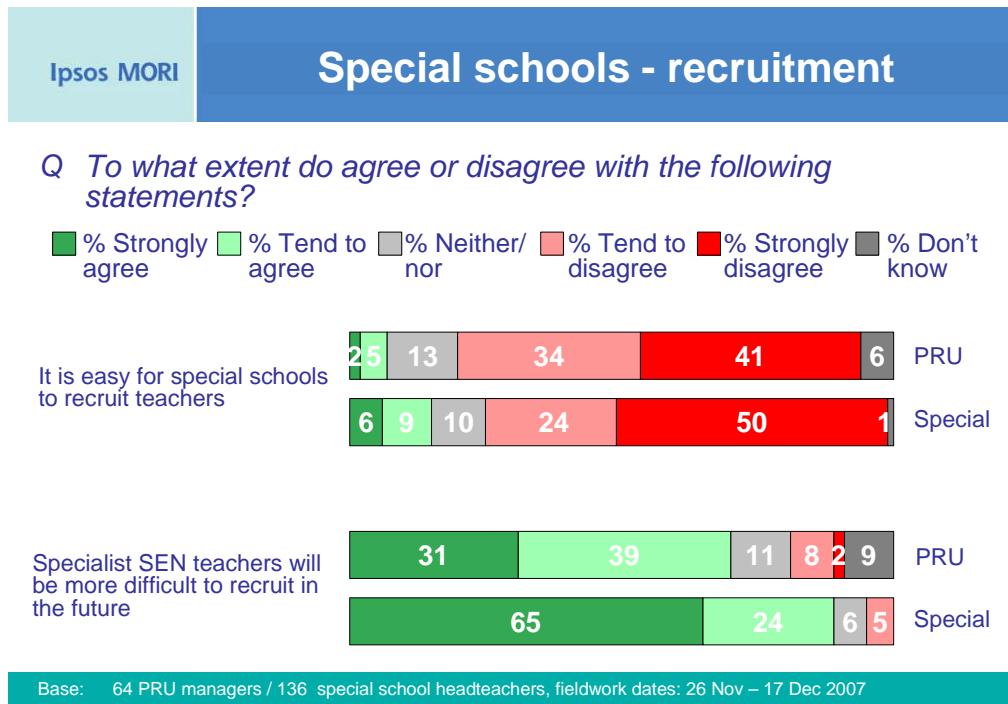
5.5 Recruitment in special schools and PRUs

A similar pattern can be seen among headteachers in both special schools and PRUs, who also tend to perceive that SEN roles are not seen as particularly attractive among teachers. For example, around three-quarters disagree that *it is easy for special schools to recruit teachers* (74% special school headteachers and 75% PRU managers), and approaching six in ten disagree that *teaching positions in special schools are generally seen as attractive by teaching professionals* (58% and 56%, respectively). They are no more positive when looking forward, as nine in ten special school headteachers (89%) and seven in ten PRU managers (70%) agree that *specialist SEN teachers will be more difficult to recruit in the future*. Likewise, in the qualitative phase, a number of special school teachers stressed that it was vital for them to be able to award automatic SEN Allowances to encourage recruitment and retention.

I think it helps [with] recruitment and retention ... if you get somebody coming from a mainstream school ... the fact that she's going to get an additional allowance in recognition for the challenges that this work has [helps]... They're not for the faint-hearted and it is a demanding job and therefore I think ... the allowance does help with recruitment and retention. You have people think, well we're being recognised that they are doing something above and beyond working as a teacher. And I think that's fair enough....

Special school headteacher, South East

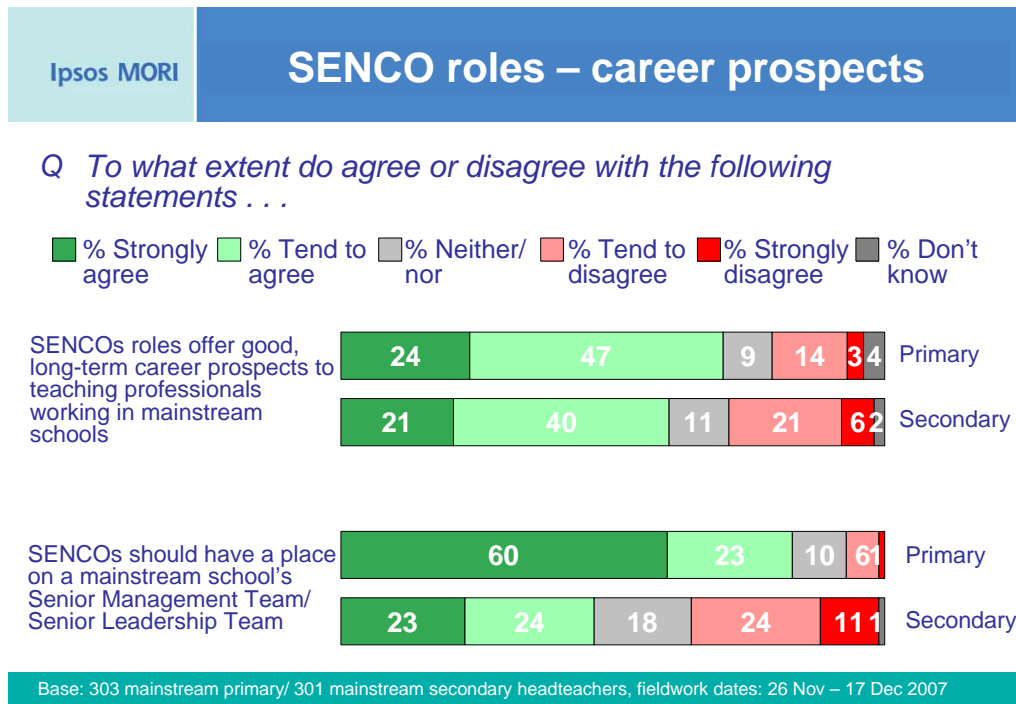
Figure 5.8: Views on recruitment in special schools



5.6 Career prospects for mainstream SEN roles

Although primary and secondary headteachers have a tendency to think that teachers do not see SEN-related roles as attractive, the majority believe that SENCO roles in mainstream schools do, in fact, offer good long-term career prospects, although in this instance secondary headteachers are slightly less positive than primary headteachers (60% and 70% respectively agree that *SENCO roles offer good, long-term career prospects to teaching professionals working in mainstream schools*). Reflecting this positive opinion of career prospects for SENCOs, primary headteachers are more likely to agree than disagree that SENCOs *should have a place on a mainstream school's Senior Management Team/Senior Leadership Team* (83% compared with 7% who disagree). While secondary headteachers are more likely to agree than disagree that the SENCO should have a place on the school's Senior Management Team, a high proportion disagree with this principle (47% agree and 34% disagree). These views are clearly associated with reality of staffing structures in primary and secondary schools, with primary school SENCO positions being much more likely to be filled by teachers on the SMT, and secondary school SENCO positions often filled by less senior members of staff (see Section 2.2.2).

Figure 5.9: Views on the career prospects of SENCO positions

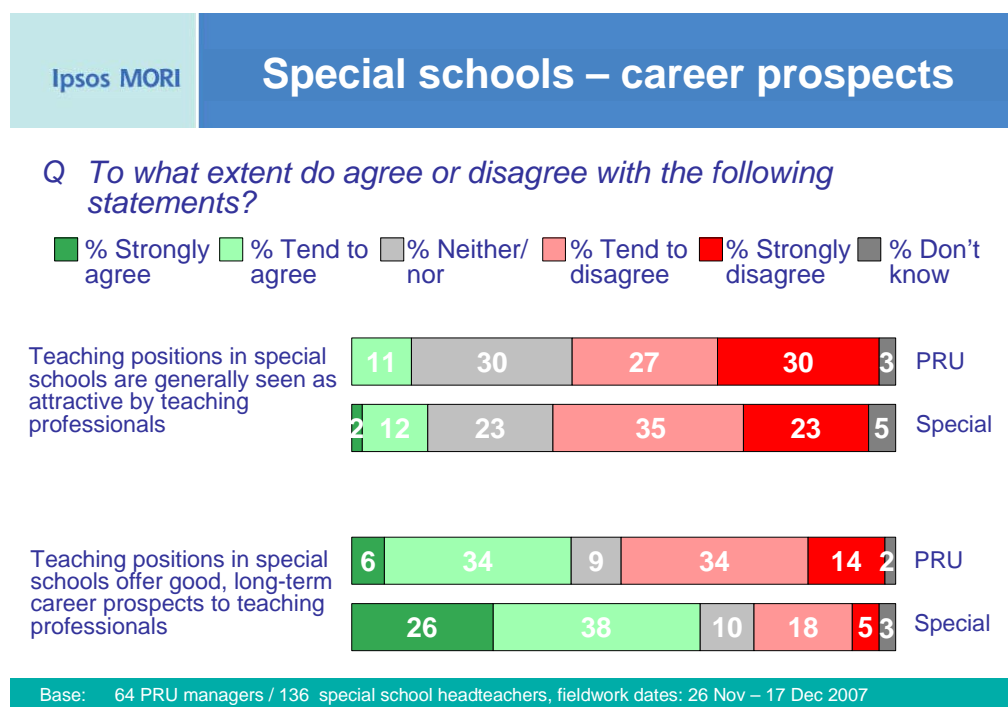


Primary school headteachers with a 'good' understanding of the SEN Allowance system are more likely than average to agree that SENCO roles offer good long-term prospects (86% compared with 70% of all primary headteachers). So too are secondary headteachers who see SEN Allowances as important (68% compared with 53% average), while secondary school headteachers whose schools have an average or above average proportion of statemented pupils on roll are more likely to disagree (35% compared with 22% of those with a lower than average proportion). Meanwhile, secondary school headteachers from small schools (57%), and those who think SEN Allowances are important (54%), are more likely than secondary headteachers on average (47%) to agree that SENCOs should have a place on the SMT.

5.7 Career prospects for special school teachers

The majority of special school headteachers also tend to have positive opinions about the career prospects of SEN teachers, as around three quarters (64%) agree that *teaching positions in special schools offer good long-term career prospects to teaching professionals*, but opinion among PRU headteachers is polarised (41% agree compared with 48% disagree).

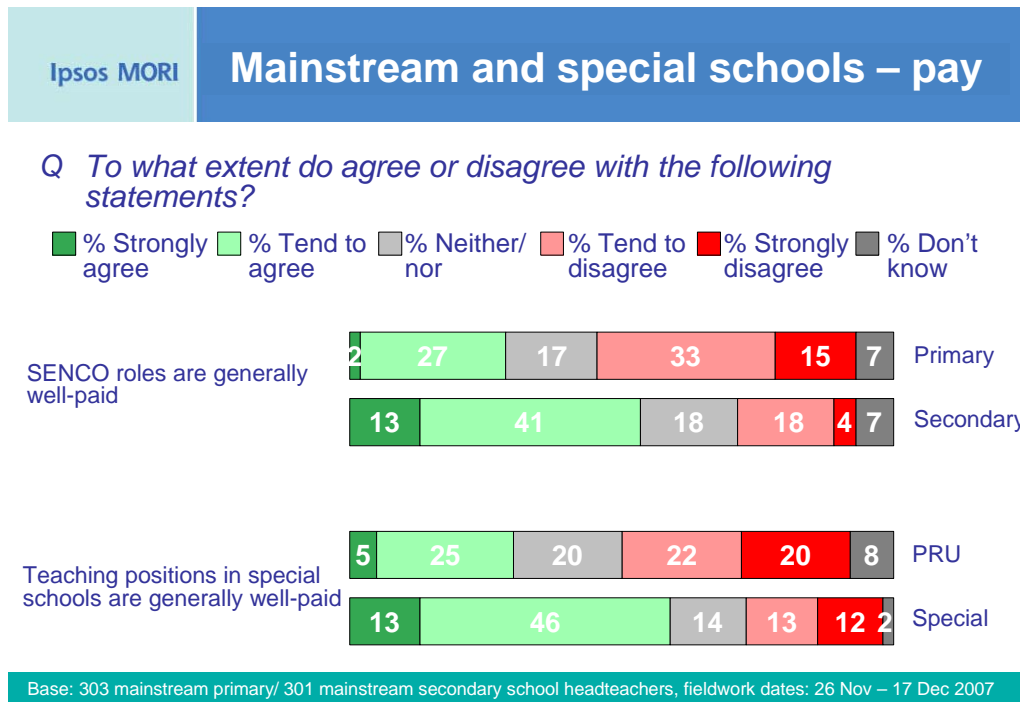
Figure 5.10: Views on the career prospects of special school teachers



5.8 Views about SEN teachers' pay

There is a noticeable difference between headteachers in terms of whether or not they think SENCO roles are well paid. The headteachers in around half (48%) of all primary schools *disagree* that SENCOs are 'generally well paid' (compared with 28% who agree). On the other hand, just over half (54%) of secondary headteachers and around six in ten (59%) special school headteachers *agree* that they are well paid (compared with 22% and 25% who disagree respectively). Opinion among PRU managers is, as we have seen previously, more mixed (30% agree and 42% disagree). This may tie in with the more widespread usage of allowances reported by secondary school headteachers and special school headteachers, and the wider use of higher-value TLR payments in secondary schools.

Figure 5.11: Views on the pay of SEN roles



Primary headteachers who are more likely than average (48%) to disagree that SENCO roles are generally well-paid include those from small schools (60%) and those who do not award any allowances (60%). Secondary headteachers more likely than average (22%) to disagree also include those who do not award allowances (45%) and those from small schools (29%), as well as those where the person responsible for SEN is a member of the SMT (31%).

Among special school headteachers, those who award TLRs are more likely to agree that teachers in special schools are generally well-paid than those who pay SEN Allowances (69% compared with 59%).

6. Respondents' views on practical changes to the system

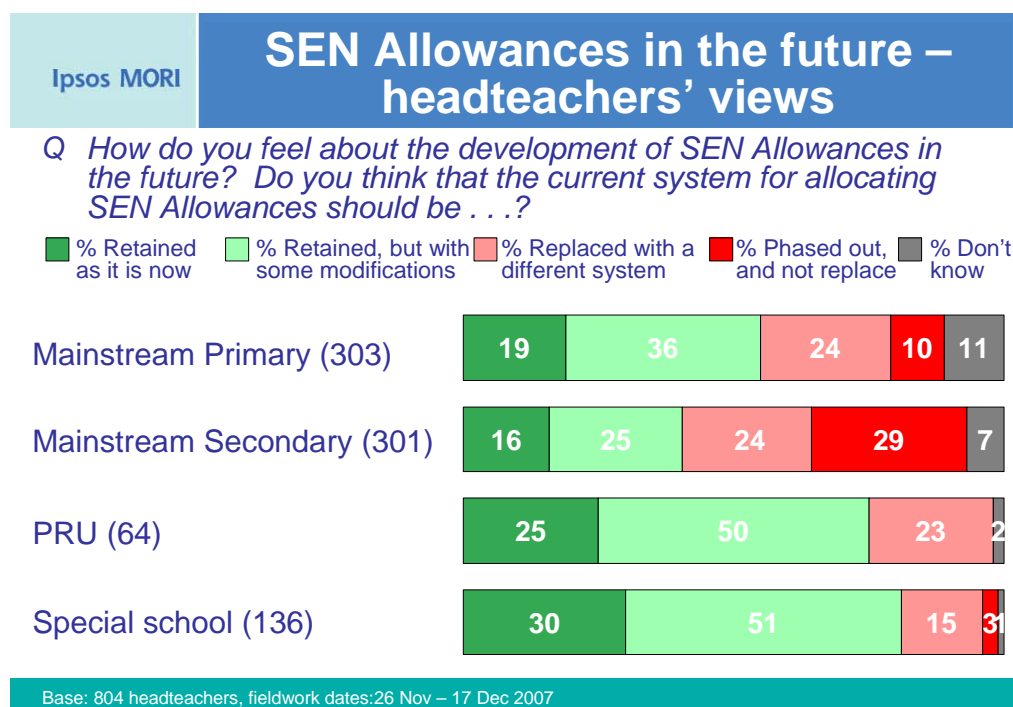
The majority of headteachers and LA managers feel that some form of allowance system for SEN work should be retained, although opinions vary about whether the current system should be modified and, if so, to what extent. Generally special school headteachers and LA and PRU managers tend to feel that minor modifications to the current system are required, although a minority do support more substantial change. Reflecting their less widespread usage of SEN Allowances, secondary headteachers are more likely than others to say the system could be abolished altogether (29%).

Various recommendations for practical changes to the system are made by headteachers, including the incorporation of greater flexibility into the guidelines, making the guidelines more specific and clear, and including a formal recognition of qualifications in the awarding criteria.

6.1 The future of SEN Allowances: headteachers' views

Collectively, the great majority of headteachers hold that some form of dedicated allowance system for SEN work should be retained, although the majority in each type of educational setting feel that some modification to the current system is needed. This said, views are mixed as to how much (if any) change is required. Generally, special school headteachers and PRU managers are more in favour of retaining some semblance of the current system than mainstream headteachers. Reflecting the variety of factors which affect mainstream schools' decisions to award Allowances, the views of primary and secondary headteachers are split between those who would retain, modify, and replace the current system. Secondary headteachers, reflecting their typically low usage of SEN Allowances, are more likely than other headteachers to say the entire SEN Allowances system could be phased out and not replaced. However, even among secondary school headteachers, the majority are interested in retaining some form of allowances system for SEN.

Figure 6.1: Headteachers' views on the development of the SEN allowance system



In both mainstream primary and secondary schools, headteachers who currently award SEN Allowances for SEN work are significantly more likely than those who award a TLR allowance to think that the current system of allocations should be retained (primary headteachers: 80% compared with 56%; secondary headteachers: 49% compared with 39%). Primary school headteachers who believe they have a 'good' understanding of the SEN Allowances system are also significantly more likely than those who report their understanding to be 'poor' to want to retain the current system (71% compared with 51% respectively).

In addition, headteachers in secondary schools where SENCO responsibilities fall within the SMT are significantly more likely than those in schools where the SENCO sits outside the SMT to want to retain the current SEN Allowances system (53% compared with 32% respectively).

... in mainstream schools I don't think it has a place ... I think you're better off looking at your TLR structure, and looking at the roles that you need within a school, and making the structure up within that one system rather than having something [else] that's an anomaly to the system

Secondary school SENCO, North East,
low SEN roll

6.2 Potential changes to the system: headteachers

Headteachers' suggestions for changes they would like to see made to the current system of SEN Allowances fall – broadly speaking – into three categories: changes to eligibility, changes to funding, and changes to the payments themselves (see Table 6.1). While headteachers from all four educational settings identify similar aspects of the allowance system for attention, priorities do appear to vary by setting, reflecting the individual nature of the interaction between setting and SEN Allowances.

Around one in ten headteachers from all types of setting would like to see greater flexibility in the allocation criteria. This links to findings from the qualitative stage of the research, where several headteachers noted that the current system is too rigid because they are unable to commit large chunks of their budget to paying an ongoing SEN1 or SEN2 Allowance. One headteacher suggested that allowances should be available to give as one-off bonuses for specific activities and projects, while another suggested the introduction of banded SEN Allowances including a range of values (as with TLRs), rather than a fixed amount. Several headteachers in the quantitative survey made a similar proposal (including 13% of PRU managers), suggesting that the scale or range of SEN payments is broadened.

It would probably be quite helpful if Allowances were flexible. For example if you had a particular project within SEN, i.e. developing ... some ICT or when ... there's lots of initiatives going through schools, like healthy schools, ... it would be quite handy to be able to keep a Teaching and Learning Responsibility Point as a lump sum for completion of a project ... but I don't think that flexibility's in the system now. It's very much set, so if I awarded someone a Teaching and Learning Responsibility Point for SEN, then I'd be stuck with it...

Primary school headteacher/SENCO, South East

However, while some headteachers call for greater flexibility in the system, others would like to see more specific and clearer guidelines on eligibility. Special school headteachers and PRU managers in particular are keen to see more explicit rules about when Allowances can be awarded, which – given the mandatory use of SEN1 Allowances in special schools and their near-universal use in PRUs – may relate to perceived ambiguity which the STRB highlighted surrounding the use of discretionary SEN2 Allowances in these settings (and, in particular, which qualifications/expertise should be recognised by SEN2 Allowances). While headteachers' calls for flexibility might imply that they would like less specific guidelines, striking a balance is possible: for example, some headteachers suggested there should be flexible levels of payments but clearer guidelines about when Allowances could be given.

Special school headteachers and PRU managers are particularly likely to call for changes which gave better recognition to teachers' qualifications and

experience (19% PRUs and 18% special schools). This again may link to an alleged lack of clarity over when SEN2 Allowances can be awarded, and particularly in cases where teachers are specialised in areas where no recognised qualifications exist.

Other headteachers suggest changes which would require new considerations in the use of allowances, and different (or additional) ways of defining SEN work. For example, headteachers variously suggest that the Allowances should reflect the number of pupils in a school (including 8% of primary headteachers), the type of special needs that children have (including 6% of primary headteachers), and SEN *per se*, not just statemented pupils (including 14% of PRU managers). This may reflect the unique position of PRUs, only some of whose pupils will have a statement of SEN, but all of whom will need special and focussed attention. One PRU manager interviewed as part of the qualitative stage felt that one of the most serious problems she faces is the under-diagnosis of SEN among PRU pupils, who have been excluded from mainstream schools without their SEN being assessed or statemented.

I think [SEN Allowances] are justified here because of the nature of the children that we deal with. All the teachers have to deal with children with special needs every day... they are vulnerable kids. They have got SENCOs in schools: I think schools ought to do more to assess these kids. They're excluding kids without assessing them properly. I'm finding that they've got needs and issues that the school should have dealt with and haven't.

PRU manager, North West

Headteachers from mainstream secondary schools place the most emphasis on arguably the more radical potential changes to the system. Around one in ten wish either to phase out the payments completely or to replace the current Allowances with TLR payments (12% and 11% respectively) – something which many secondary headteachers are already doing in practice.

Funding is the most frequently cited area for change by primary school headteachers; specifically they are most likely to call for an increase in the general funding level for SEN (14%). During the qualitative stage, some primary school headteachers expressed the view that SEN allocations are often inadequate when the schools' size means there are only one or two children with SEN statements on roll at any one time. As such, they do not receive enough, or regular, SEN funding to be able to fund a SENCO and support SEN activities.

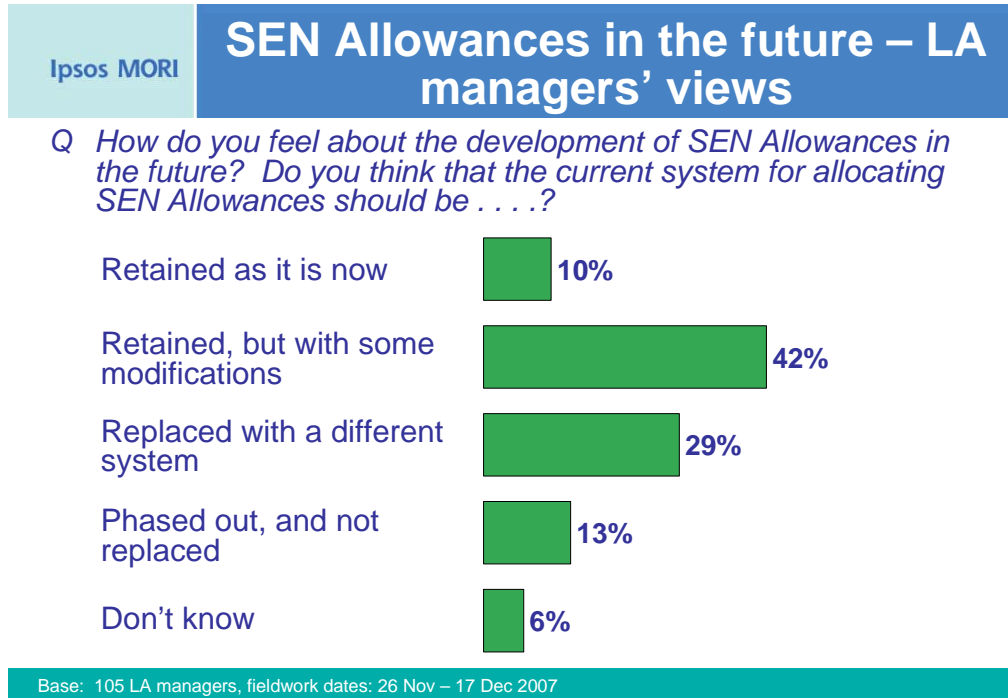
Table 6.1: Headteachers' proposed changes to the system for allocating SEN Allowances				
<i>Base: all respondents</i>	Primary (303) %	Secondary (301) %	Special (136) %	PRUs (64) %
Payments				
Make the payment allocation criteria more flexible	11	12	13	11
Use TLR payments instead	5	11	3	1
Increase the scale or range of the payments	5	5	13	5
Increase the value of payments	5	1	3	5
Eligibility				
Make the criteria for eligibility more specific	4	6	13	9
Qualifications and experience should be more recognised in the awards	8	5	18	19
To reflect SEN overall and not just statemented pupils	6	5	4	14
Clear guidelines on who is eligible for an allowance	9	4	15	11
They should reflect the types of needs a child has	6	4	3	3
They should reflect the number of pupils in a school	8	1	1	3
Funding				
General increase in the funding for SEN	14	6	6	2
Give heads/governors more control over the allocation of the budget	3	6	4	3
Nothing/no change	7	9	11	16
Phase them out	2	12	1	2
<i>Source: Ipsos MORI</i>				

6.3 The future of SEN Allowances: LA managers' views

In common with headteachers, LA managers tend to feel that an SEN Allowance system should be retained: four in five (81%) say this. Even so, the majority support some degree of change, whether in modifications to the current system or through its replacement (42% and 29%). The remainder are split equally between those who want to keep the current system

unchanged (10%) and those who would phase out SEN Allowances completely (13%).

Figure 6.2: LA managers' views on the future of the SEN Allowances



6.4 Potential changes to the system: LA managers

Although LA managers give a wide range of views on how the current system could be changed, matters relating to the eligibility criteria for SEN Allowances are the most commonly mentioned area for change. As would perhaps be expected, given the specialised nature of the work done by unattached teachers, LA managers' suggestions for change closely mirror those put forward by special school headteachers and PRU managers. Hence, one in five (21%) LA managers expressed a desire to see clearer guidelines on who is eligible for SEN allocations. Meanwhile, giving more recognition to qualifications and experience in their award is mentioned by one in six.

Table 6.2: LA managers' proposed changes to the system for allocating SEN Allowances	
<i>Base: all where authority employs unattached teachers who are working to standard teachers' pay and conditions</i>	LA support service managers (105) %
Clear guidelines on who is eligible for an allowance	21
Qualifications and experience should be more recognised in the awards	17
Use TLR payments instead	10
To reflect SEN overall and not just statemented pupils	9
Increase the scale or range of the payments	8
Make the criteria for eligibility more specific	8
SEN payments should be included in salaries	6
They should recognise the difference between special and mainstream schools	5
Change/review the whole SEN system, not just allowances	4
Make the allocation criteria more flexible	2
Increase the value of payments	2
They should be made mandatory for those with SEN responsibilities	2
Nothing/no change	5
Phase them out	9
<i>Source: Ipsos MORI</i>	

Appendices

Appendix A Characteristics of participating respondents

This Appendix describes the key characteristics of participants in the quantitative and qualitative elements of the research. It describes how the research design and survey samples aimed to ensure a broad range of participants across factors which may have an impact on the use and perceptions of SEN and SEN Allowances.

A.1 Respondent characteristics: qualitative phase

In the qualitative phase of the study, 50 interviews were conducted in five case-study local authorities (LAs) with headteachers, SENCOs and teachers from a range of primary, secondary and special schools. In addition, interviews were conducted with the SEN Support Service manager (LA manager) in each of the five case-study authorities. The case-study areas were selected to give a good geographical spread and covered LAs in Wales, the south east, north east and north west of England, and London. A spread of authority types was also represented in the sample, which included two county councils, one metropolitan borough council, one unitary authority and one Greater London authority.

Schools were recruited according to loose quotas to ensure a range of respondents. Within each authority, researchers aimed to interview a mix of personnel from primary, secondary and special schools, and PRUs, including those with high and low proportions of SEN pupils on their roll, and those that did and did not award Allowances. In addition, researchers aimed to talk to a range of staff, including headteachers, SENCOs and regular classroom teachers. In a small number of cases, interviews were conducted with headteachers and SENCOs in the same school.

A.2 Respondent characteristics: quantitative phase

During the quantitative phase, 804 headteachers were interviewed across England and Wales. Samples were stratified to ensure a good spread of schools in terms of type (mainstream primary, mainstream secondary, special or PRU), geographical location and size.

School type

Table A.2 shows the proportion and number of each type of educational setting that took part in the research, and the proportion in the schools population. In total, headteachers from 303 mainstream primary schools (38% of the achieved sample), 301 mainstream secondary schools (37% of the achieved sample), 136 special schools (17% of the achieved sample) and 64 PRUs (8% of the achieved sample) were interviewed. Please note that the difference in the survey sample and the population distribution is a deliberate function of the sample design; as the number of primary schools in the population accounts for such a large proportion of the school population,

secondary schools, special schools and PRUs were sampled in larger numbers to ensure that robust samples of all school types were interviewed.

Table A.1: Profile by educational setting²⁶

	Primary	Secondary	Special	PRU
Population (N)	18,915	3,620	1,051	489
Population (as percentage of school population)	78%	15%	5%	2%
Sampled (N)	1,158	1,382	402	192
Interviewed (N)	303	301	136	64
Interviewed (as percentage of achieved sample)	38%	37%	17%	8%
<i>Source: Ipsos MORI</i>				

Educational setting size

For each educational setting, the following charts compare the percentage of small, medium and large settings interviewed (based on the number of pupils and defined separately for primary, secondary and special schools and PRUs) to the proportion of each setting in the actual school population.

The figures show that the final sample profiles for all four school types are largely representative of the actual schools population in terms of size.

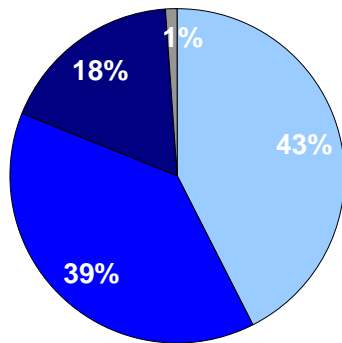
²⁶ Population figures taken from Edubase

Figures A.1-A.4: School profiles by school size

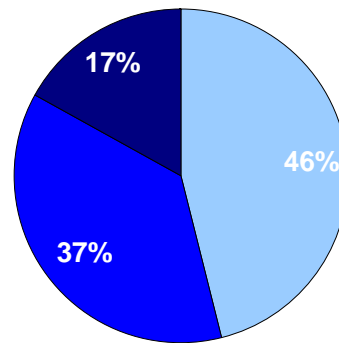
Ipsos MORI **Profile - primary school size**

■ Small (1-199 pupils)
 ■ Medium (200-349 pupils)
 ■ Large (350+ pupils)
 ■ Unknown

Population profile



Achieved sample

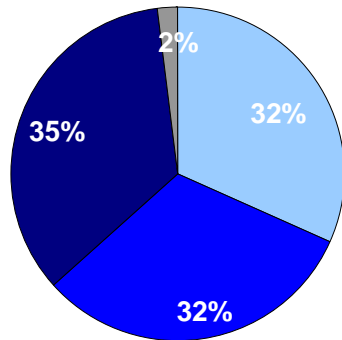


Base: 303 mainstream primary school headteachers, fieldwork dates: 26 Nov – 17 Dec 2007

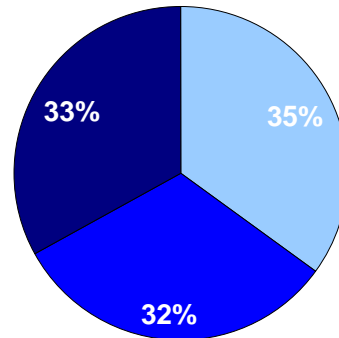
Ipsos MORI **Profile - secondary school size**

■ Small (1-799 pupils)
 ■ Medium (800-1,099 pupils)
 ■ Large (1,100+ pupils)
 ■ Unknown

Population profile



Achieved sample

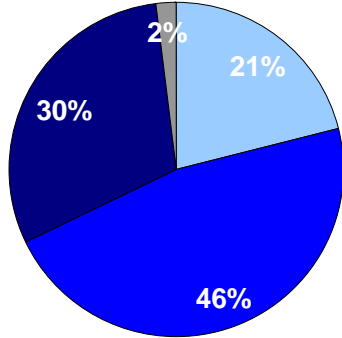


Base: 301 mainstream secondary school headteachers, fieldwork dates: 26 Nov – 17 Dec 2007

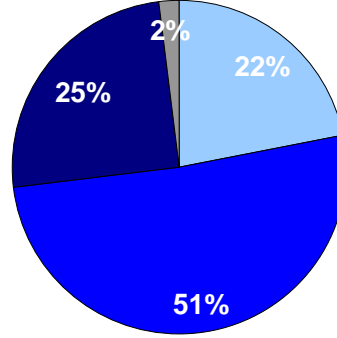
Profile - special school size



Population profile



Final sample

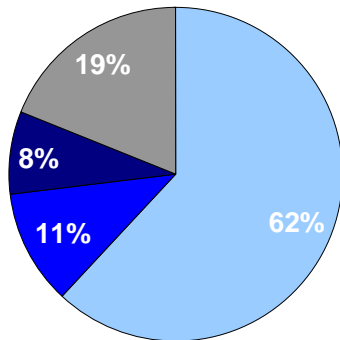


Base: 136 special school headteachers, fieldwork dates: 26 Nov – 17 Dec 2007

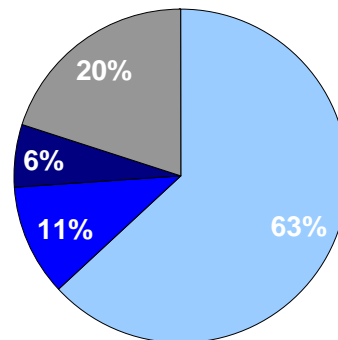
Profile - PRU size



Population profile



Final sample



Base: 64 PRU managers, fieldwork dates: 26 Nov – 17 Dec 2007

Proportion of pupils with SEN

Table A.3 indicates the proportion of pupils with a statement of special needs in both the final sample (as confirmed/stated by the headteachers interviewed) and the population.

As would be expected, in the majority of mainstream secondary (85%) and primary (81%) schools between one percent and 10% of pupils have a statement of special needs, as do almost all the pupils in special schools. Just over half (56%) the pupils in PRUs have a statement.

Table A.2 indicates that the final sample contains a good range of schools in terms of the proportion of pupils with a statement of special needs and also that it is broadly representative of the school population.

	Primary %		Secondary %		Special %		PRUs %	
	Popu- lation	Final sample	Popu- lation	Final sample	Popu- lation	Final sample	Popu- lation	Final sample
None	18	15	2	7	0	0	0	0
1-10%	81	77	98	89	*	1	21	38
11-20%	1	1	*	*	1	1	16	14
21-30%	*	*	*	1	1	1	8	11
31-40%	*	*	-	-	*	-	6	8
41-50%	-	*	-	-	*	-	5	3
51-60%	-	-	-	-	1	1	*	-
61-70%	-	-	-	-	1	-	1	-
71-80%	-	-	-	-	1	1	1	-
81-90%	-	-	-	-	5	2	1	2
91-99%	-	-	-	-	20	11	1	-
100%	-	-	-	-	70	80	2	2
Unknown	*	6	*	3	1	1	39	23

Source: Ipsos MORI

Table A.3 illustrates the proportion of pupils within each setting with special educational needs, but not *necessarily* a statement, as estimated by the headteachers interviewed. Again, the table indicates that the final sample contains a good range of settings in terms of the proportion of pupils with special needs and also that it is broadly representative of the proportion in the population of settings.

²⁷ Population figures taken from Edubase

	Primary %		Secondary %		Special %		PRUs %	
	Popu- lation	Final sample	Popu- lation	Final sample	Popu- lation	Final sample	Popu- lation	Final sample
None	*	*	*	-	-	-	-	-
1-10%	16	19	16	25	*	-	2	12
11-20%	44	38	46	32	*	1	3	6
21-30%	27	22	25	20	*	1	2	8
31-40%	9	11	9	9	*	1	4	4
41-50%	2	4	3	5	*	1	1	-
51-60%	1	*	1	1	*	1	4	2
61-70%	*	*	*	*	*	-	4	-
71-80%	*	1	-	*	*	-	5	6
81-90%	-	*	*	-	*	2	6	4
91- 100%	-	-	*	*	97	96	38	57
Unknown	*	4	*	8	1	-	32	-
None	*	*	*	-	-	-	-	-

Source: Ipsos MORI

Local authority type

From a total of 173 local authority SEN Support Service managers, five were interviewed for the qualitative phase of this study. A further 105 were interviewed in the quantitative phase.

As shown in Figure A.5, just over half (53%) the LA managers who took part in the quantitative phase of this study work within metropolitan borough councils, three in ten (30%) within unitary authorities and two in ten (20%) within county councils.

²⁸ Population figures taken from Edubase.

Figure A.5: Local authority profile – type of authority

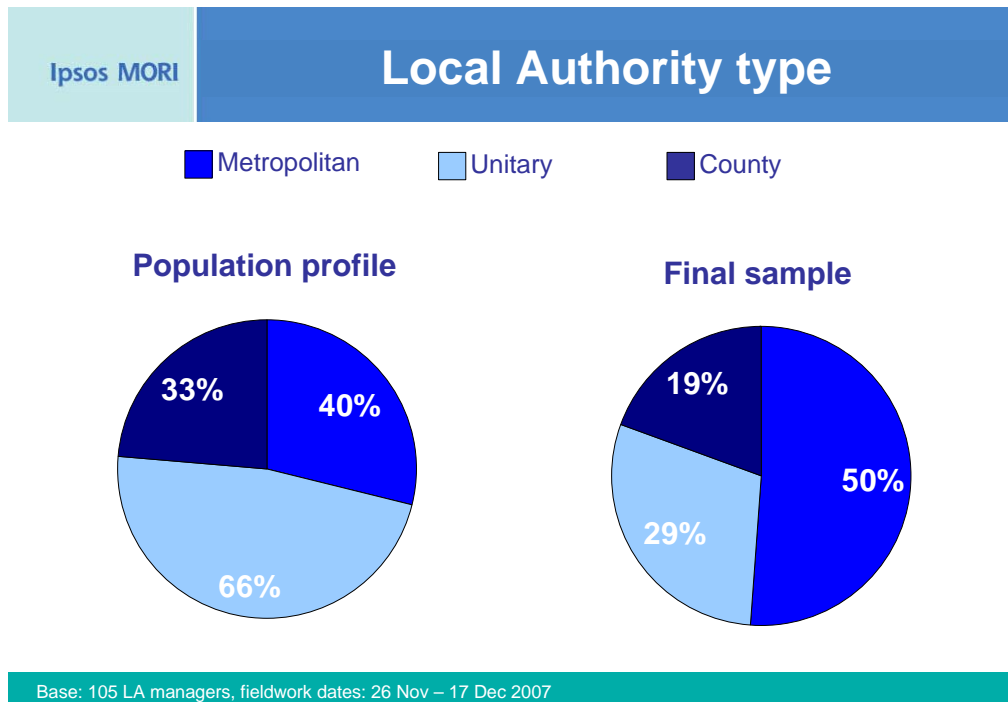


Figure A.6 illustrates that the sample profile is broadly representative of the types of local authority in England and Wales in terms of the number of schools covered by each - around a third each in the final sample are defined as small (32%), medium (37%) and large (30%).

Figure A.6: Local authority profile – size of authority

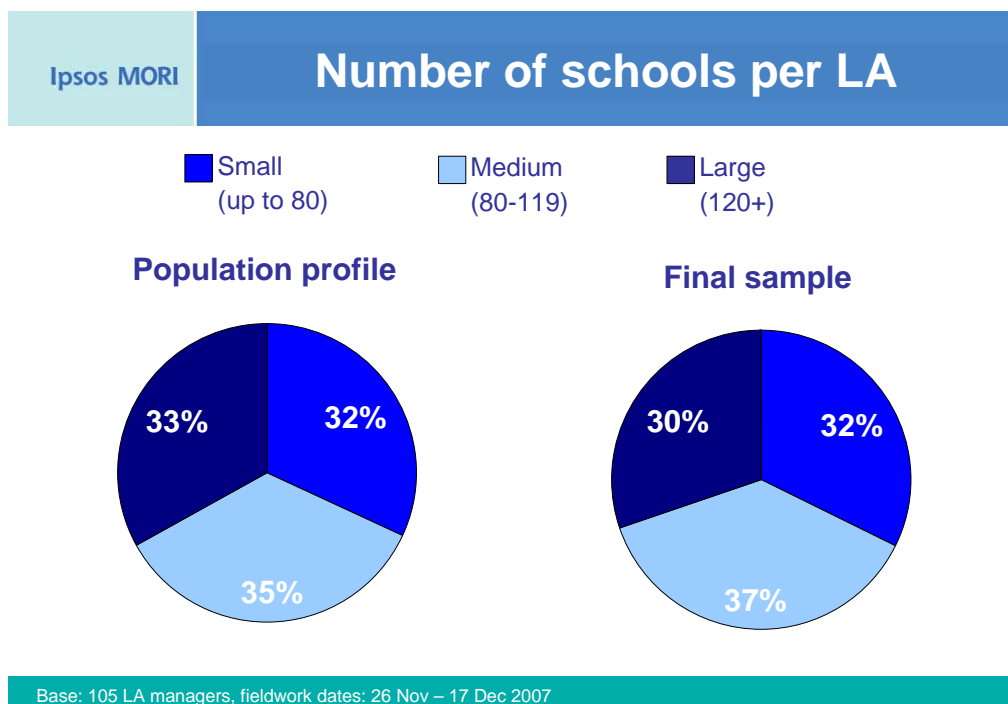
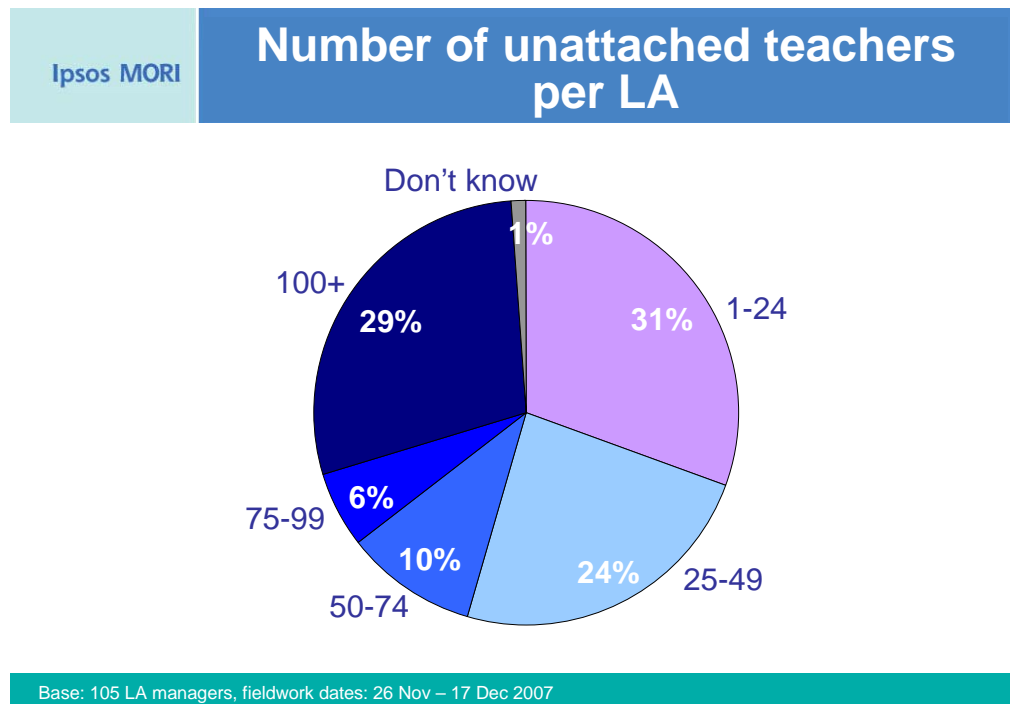


Figure A.7 demonstrates the variation across LAs by the number of unattached teachers they employ. Around three in ten (31%) of LAs

interviewed employ between one and 24 unattached teachers, around a quarter (24%) employ between 25 and 49, around one in seven (15%) employ 50-99 unattached teachers, and three in ten (29%) employ 100 or more.

Figure A.7: Local authority profile – numbers of unattached teachers employed



Local authority participants

A list of relevant contacts for each local authority was provided by the DCSF at the outset of the research. To ensure that interviewers spoke to the most relevant member of staff, advance e-mails were sent to authorities explaining the aims and content of the interview and asking them to nominate other colleagues if these would be better-placed to respond. In addition, before the interview began, interviewers asked to speak to those who had responsibility and input into making decisions about the pay and allowances given to unattached teachers. The complexity and range of management structures in place within different authorities, and the variety of representatives who take responsibility for unattached teachers' management and pay, is indicated by the range of job titles for respondents (Table A.4).

Table A.4: Local authority respondents	
Job title	%
Head of Inclusion	19
Head/Manager of SEN Services	13
Head of Learning Support Services	10
Manager/Head of Specialist Support Services	7
Head/Manager of Services	6
Principal Educational Psychologist	6
Head/Manager of Additional Needs	4
HR Manager for Schools	3
Head of Psychology Services	3
Strategic Manager/Leader for Learning and Inclusion	3
District Co-ordinator/Advisor for Inclusion and Diversity	3
Principle Advisor/Officer of Inclusion Services	3
Head/Manager of Disability and Learning Difficulties	3
Head/Manager of Specialist Teacher Advisory Service	3
Assistant Director of Specialist Services	2
Assistant Director for Inclusion	2
Head/Team Co-ordinator of Language Learning	2
Head of Behaviour Support Service	2
Head of Assessment	2
Manager/Assistant Head of Pupil Support	2
Other	21
<i>Source: Ipsos MORI</i>	

Appendix B

Statutory guidance on awarding of SEN Allowances and TLR payments (from the School Teachers' Pay and Conditions Document)

Special educational needs allowance

- 27.1 The annual value of a first SEN allowance is £1,866, and the annual value of a second SEN allowance is £3,687.
- 27.2 The relevant body shall award a first SEN allowance to a classroom teacher-
- (a) in a special school; or
 - (b) in an ordinary school who is engaged wholly or mainly-
 - (i) in teaching pupils with statements of special educational needs in designated special classes; or
 - (ii) in taking charge of special classes consisting wholly or mainly of children who are hearing impaired or visually impaired.
- 27.3 The relevant body may award a first SEN allowance to a classroom teacher in an ordinary school.
- 27.4 A SEN allowance may be awarded under sub-paragraph 3 of this paragraph only where the relevant body consider that the classroom teacher makes a particular contribution to the teaching of pupils with special educational needs in the school which is significantly greater than that which would normally be expected of a classroom teacher.
- 27.5 The relevant body may award a second SEN allowance to a classroom teacher who would otherwise be entitled to, or eligible for, a first SEN allowance and who has experience or qualifications or both which the relevant body consider are particularly relevant to the teacher's work.

Teaching and Learning Responsibility payments

- 23.1 The relevant body may award a TLR to a classroom teacher for undertaking a sustained additional responsibility in the context of their staffing structure for the purpose of ensuring the continued delivery of high-quality teaching and learning

and for which he is made accountable. The award may be while a teacher remains in the same post or occupies another post in the temporary absence of the post-holder, in accordance with and subject to paragraph 3 and subparagraphs 2 to 4 of this paragraph.

23.2 Having decided to award a TLR, the relevant body must determine whether to award a first TLR (“TLR1”) or a second TLR (“TLR2”) and its value, in accordance with their pay policy, provided that—

- (a) the annual value of a TLR1 shall be no less than £6,829 and no greater than £11,557;
- (b) the annual value of a TLR2 shall be no less than £2,364 and no greater than £5,778; and
- (c) if the relevant body award TLRs of different annual values to two or more teachers, the minimum difference in the annual value between each award of a TLR1 is £1,500 and between each award of a TLR2 is £1,500.

23.3 Before awarding a TLR the relevant body must be satisfied that the teacher’s duties include a significant responsibility that is not required of all classroom teachers and that—

- (a) is focused on teaching and learning;
- (b) requires the exercise of a teacher’s professional skills and judgement;
- (c) requires the teacher to lead, manage and develop a subject or curriculum area; or to lead and manage pupil development across the curriculum;
- (d) has an impact on the educational progress of pupils other than the teacher’s assigned classes or groups of pupils; and
- (e) involves leading, developing and enhancing the teaching practice of other staff.

23.4 In addition, before awarding a TLR1, the relevant body must be satisfied that the significant responsibility referred to in subparagraph 3 of this paragraph includes line management responsibility for a significant number of people.

Appendix C Advanced Letter

The following letter is an example of those sent to headteachers as part of this research. Similar letters were also sent to Local Authority Managers.

HEADTITLE HEADFIRSTNAME HEADLASTNAME
SCHOOLNAME
Address 1
Address 2
Address 3
Address 4
Postcode

Reference:<<ID NUMBER>>

2 November 2007

Allocating Special Educational Needs Allowances – A DCSF Survey

Dear HEADTITLE HEADLASTNAME

In 2006, the Department for Children, Schools and Families asked the School Teachers' Review Body (STRB) to consider the extent to which SEN allowances fulfilled an appropriate function in the teachers' pay system. In response, the DCSF has asked Ipsos MORI to conduct a national review of the way SEN allowances are used and awarded in schools. As a result, Ipsos MORI is conducting telephone interviews with headteachers across England and Wales, including those who do and do not award SEN allowances, to understand their views of the allowances system.

The survey aims to find out how SEN responsibilities are organised in your school and how well the allowance system caters for your school's needs. It is an opportunity for you to give your views about how the allowance system works. We very much hope you will be able to participate, as we want to hear the views of a range of headteachers from primary, secondary and special schools and PRUs, including the views of headteachers in schools where there are currently no teachers receiving SEN allowances.

Interviews will take no longer than 15 minutes. The interviews will be conducted by telephone by an experienced Ipsos MORI interviewer at a time that is convenient for you (including outside normal working hours if preferred). The full confidentiality of everyone who participates in the research is assured. Participation in the research is voluntary.

We are conducting interviews from 21 November – 7 December. One of our interviewers will call you to arrange a convenient time to conduct the interview. If you do not wish to take part, there is no need to do anything: please just tell our interviewers when they call. If you or colleagues have any questions about this project, and/or would like to take part, please get in touch with David Jeans at Ipsos MORI by telephone or e-mail.

We are conscious that there will be many calls on your time, particularly at this point in the year, but we hope you will feel able to help with this important survey.

Yours sincerely,



David Jeans
Researcher, Ipsos MORI
Tel: 020 7347 3084
david.jeans@ipsos-mori.com



Stephen Dance
Team Leader, SEN & Disability Team
Department for Children, Schools and Families
stephen.dance@dcf.gsi.gov.uk

Appendix D Marked-up questionnaires

**The allocation of SEN allowances in England and Wales
for the Department for Children, Schools and Families (DCSF)
HEADTEACHERS
Topline Results
January 2008**

- Ipsos MORI interviewed a total of 804 headteachers across England and Wales. Of these, 303 were mainstream primary headteachers, 301 were mainstream secondary headteachers, 136 were headteachers of special schools and 64 managers of Pupil Referral Units (PRUs)
- Results are based on all headteachers interviewed in each type of school unless otherwise stated
- Interviews were carried out over the telephone by Ipsos MORI's in-house telephone centre (IMTS)
- Fieldwork was conducted between 26 November and 18 December 2007
- Where fewer than 30 respondents answered a question, raw numbers (n) are shown rather than percentages
- An asterisk (*) denotes a finding of less than 0.5%, but greater than zero
- Where results do not add up to 100, this is due to multiple responses, computer rounding or the exclusion of don't knows/not stated categories
- Data are unweighted

BACKGROUND

Q1 Can I ask approximately what percentage of pupils in your school has a statement of Special Educational Needs?

	Primary %	Secondary %	Special %	PRU %
0%	15	7		
1 – 10%	77	89	1	38
11 – 20%	1	*	1	14
21 – 30%	*	1	1	11
31 – 40%	*	0	0	8
41 – 50%	*	0	0	3
51 – 60%	0	0	1	0
61 – 70%	0	0	0	0
71 – 80%	0	0	1	0
81 – 90%	0	0	2	2
91 – 99%	0	0	11	0
100%	0	0	80	2
Don't know	6	3	1	23

Q2 And could you tell me approximately what proportion of pupils in your school have Special Educational Needs? Please include anyone on your SEN register, even if they don't have a formal statement of SEN.

Base: All except those saying don't know at Q1

	Primary (285) %	Secondary (292) %	Special (134) %	PRU (49) %
0%	*	0	0	0
1 – 10%	19	25	0	12
11 – 20%	38	32	1	6
21 – 30%	22	20	0	8
31 – 40%	11	9	0	4
41 – 50%	4	5	1	0
51 – 60%	*	1	1	2
61 – 70%	*	*	0	0
71 – 80%	1	*	0	6
81 – 90%	*	0	2	4
91 – 100%	0	*	96	57
Don't know	4	8	0	0

Q3 Please can you give me an indication of the types of Special Educational Needs which pupils in this school have? I just need a summary, not a pupil-by-pupil breakdown.

Base: All those who have pupils with special education needs

	Primary (274) %	Secondary (269) %	Special (134) %	PRU (49) %
Behavioural, emotional and/or social (for example, disruption, hyperactivity, poor concentration or social skills)	79	95	69	90
Cognition and/or learning (for example, learning difficulties)	93	96	90	80
Sensory, physical and/or medical (for example, difficulties related to impaired vision or hearing and other physical disabilities.)	70	87	81	43
Speech, language and/or communication difficulties	87	78	83	59
Other	3	1	11	6

Q4 **And can you give me an indication of the severity of the Special Educational Needs which pupils in this school have. I just need a summary, not a pupil-by-pupil breakdown.**

Base: All those who have pupils with special education needs

	Primary (274) %	Secondary (269) %	Special (134) %	PRU (49) %
Mild	65	78	20	47
Moderate	79	86	45	78
Severe	43	52	78	63
Profound	19	24	57	22
Other	1	*	4	2
Don't know	1	1	1	0

SEN-RELATED ROLES IN THIS SCHOOL

Q5 Do you have a Special Educational Needs Co-ordinator(s) [SENCO(s)] at this school WHO IS A MEMBER OF THE TEACHING STAFF?

	Primary %	Secondary %	Special %	PRU %
Yes – 1 SENCO	90	77	60	67
Yes – 2+ SENCOs	9	18	17	16
No	1	5	23	17
YES	99	95	77	83

Q6 Why does this school not have a SENCO?

Base: All who do not have SENCO

	Primary (2) n	Secondary (16) n	Special (31) %	PRU (11) n
Low SEN roll/too few SEN pupils	0	0	0	3
All teachers are SENCOs in special school/PRU	0	1	90	1
Small school	0	0	3	5
SENCO is not part of the teaching staff	2	11	3	0
Waiting for a new appointment	0	1	0	1
We have a learning support manager	0	2	0	1
Other	0	0	6	3
Don't know	0	1	0	0

Q7 What is the role/position of the MOST SENIOR person with responsibility for SEN in this school?

Base: All who do not have SENCO

	Primary (2) n	Secondary (16) n	Special (31) %	PRU (11) n
The headteacher	1	2	94	9
The deputy/assistant headteacher	0	11	3	2
A teacher on the Senior Management or Leadership Team	0	0	3	0
A teacher outside the Senior Management or Leadership Team	0	1	0	0
Higher Level Teaching Assistant (HLTA)	1	1	0	0
Other	0	1	0	0
NoOne	0	0	0	0

Q8 Which of the following, if any, best describes the role/position of the SENCO in your school?

Base: All those with one SENCO

	Primary (274) %	Secondary (232) %	Special (82) %	PRU (43) %
The headteacher	25	1	41	35
The deputy/assistant headteacher	12	15	33	26
A teacher on the Senior Management or Leadership Team whose ONLY specialist role is SENCO	21	13	5	9
A teacher on the Senior Management or Leadership Team who is SENCO in addition to another specialist role or roles	19	6	16	16
A teacher outside the SMT/SLT whose ONLY specialist role is SENCO	14	53	1	7
A teacher outside the SMT who is SENCO in addition to another specialist role or roles	6	10	2	5
Other	2	2	1	2

Q9 Which of the following, if any, best describes the role/position of the *principal* SENCO in your school?

Base: All those with two or more SENCOs

	Primary (27) n	Secondary (53) %	Special (23) n	PRU (10) n
The headteacher	6	4	10	4
The deputy/assistant headteacher	7	30	7	1
A teacher on the Senior Management or Leadership Team whose ONLY specialist role is SENCO	7	17	2	2
A teacher on the Senior Management or Leadership Team who is SENCO in addition to another specialist role or roles	3	2	2	3
A teacher outside the SMT/SLT whose ONLY specialist role is SENCO	4	40	0	0
A teacher outside the SMT who is SENCO in addition to another specialist role or roles	0	8	1	0
Other	0	0	1	0

Q10 Does [the SENCO/ the person with principal SENCO responsibilities/ the most senior person with responsibility for SEN] receive an allowance for their SEN work, or for their SEN work and other responsibilities?

Base: All those with stated pupils or who have a member of teaching staff with responsibility for SEN

	Primary (302) %	Secondary (300) %	Special (136) %	PRU (64) %
Yes	43	73	24	38
No	57	21	75	61
Don't know	*	*	1	2

Q10b Why is that – is it because ... ?

Base: All those with stated pupils or who have a member of staff with responsibility for SEN who does not receive an allowance for their SEN responsibilities

	Primary (172) %	Secondary (80) %	Special (102) %	PRU (39) %
They are paid on the leadership spine or AST spine and are therefore not eligible to receive an allowance	59	70	86	72
Because we do not have the funds	13	0	1	8
They are paid on a higher leadership or AST range to take account of additional SEN work, or for SEN work and other responsibilities	9	18	14	10
Part-time/temporary worker	4	0	0	0
They are paid as a Higher Level Teaching Assistant instead	2	3	0	0
Employed for this role only	2	0	0	0
Because they are not teachers	2	4	0	0
Paid on teaching salary	2	1	0	3
Role doesn't fit the criteria	1	0	0	0
They are paid with a TLR	1	3	0	0
Because it's a Special Needs school	0	0	3	3
Other	10	8	1	15
Don't know	1	0	1	0

Q11 Which of the following allowances does [the SENCO/ the person with principal SENCO responsibilities/ the most senior person with responsibility for SEN] receive?

Base: All those with statemented pupils or who have a member of teaching staff with responsibility for SEN who receives an allowance

	Primary (129) %	Secondary (219) %	Special (33) %	PRU (24) n
Safeguarded management allowance	11	12	3	1
SEN1 allowance	26	7	36	8
SEN2 allowance	7	9	33	3
Teaching and Learning Responsibility (TLR) payment Level 1	10	49	6	7
Teaching and Learning Responsibility (TLR) payment Level 2	49	37	64	7
SEN allowance – other/unspecified/unknown level	2	0	0	1
Teaching and Learning Responsibility payment (TLR) – other/unspecified/unknown level	1	1	0	2
Recruitment and Retention incentive	0	0	3	0
Other	2	1	15	2
Don't know	2	1	0	1

Q12 In addition, do any **other** members of teaching staff receive an allowance for their SEN work and responsibilities?

Base: All those who have any member of staff with responsibility for SEN

	Primary (303) %	Secondary (301) %	Special (136) %	PRU (64) %
Yes	12	49	96	69
No	88	51	4	30
Don't know	0	0	0	2

Q13 Which of the following allowances do other teachers receive for their SEN work?

Base: All those with statemented pupils and where at least one other member of staff in addition to the SENCO receives an allowance for SEN related work and responsibilities

	Primary (37) %	Secondary (148) %	Special (131) %	PRU (44) %
Safeguarded management allowance	5	9	21	7
SEN1 allowance	43	34	82	75
SEN2 allowance	11	14	63	27
Teaching and Learning Responsibility (TLR) payment Level 1	3	18	20	11
Teaching and Learning Responsibility (TLR) payment Level 2	16	49	28	30
SEN allowance – other/ unspecified/ unknown level	8	3	2	2
Teaching and Learning Responsibility payment (TLR) – other/ unspecified/ unknown level	0	1	2	0
Recruitment and Retention incentive	0	1	0	0
Other	14	3	2	2
Don't know	46	36	82	75

Q14 And how many teachers receive Safeguarded management allowances?

Base: All who gave safeguarded management allowance at Q13

	Primary (2) n	Secondary (13) n	Special (27) n	PRU (3) n
1 - 2	2	10	17	67
3 - 4	0	1	5	33
5+	0	2	4	0
Don't know	0	0	1	0

Q14 And how many teachers receive SEN1 allowances?

Base: All who gave SEN1 allowance at Q13

	Primary (16) n	Secondary (51) %	Special (107) %	PRU (33) %
1 - 2	14	69	17	24
3 - 4	1	25	12	18
5+	1	6	68	58
Don't know	0	0	3	0

Q14 And how many teachers receive SEN2 allowances?

Base: All who gave SEN2 allowance at Q13

	Primary (4) n	Secondary (20) n	Special (82) %	PRU (12) n
1 - 2	4	17	13	5
3 - 4	0	13	12	3
5+	0	0	70	4
Don't know	0	0	5	0

Q14 And how many teachers receive Teaching and Learning Responsibility (TLR) payments (Level 1)?

Base: All who gave TLR1 allowance at Q13

	Primary (1) n	Secondary (26) n	Special (26) N	PRU (5) n
1 - 2	1	17	14	5
3 - 4	0	4	4	0
5+	0	3	8	0
Don't know	0	2	0	0

Q14 And how many teachers receive Teaching and Learning Responsibility (TLR) payments (Level 2)?

Base: All who gave TLR2 allowance at Q13

	Primary (6) n	Secondary (73) %	Special (37) %	PRU (13) n
1 - 2	6	64	35	8
3 - 4	0	11	38	3
5+	0	18	27	1
Don't know	0	7	0	1

Q14 And how many teachers receive SEN allowance (unspecified/unknown level)?

Base: All who gave SEN allowance at Q13 but unable to specify level

	Primary (3) n	Secondary (4) n	Special (3) n	PRU (1) n
1 - 2	2	3	1	0
3 - 4	1	0	0	0
5+	0	0	2	1
Don't know	0	1	0	0

Q14 **And how many teachers receive Teaching and Learning Responsibility payment (TLR) (unspecified/unknown level)?**

Base: All who gave TLR allowance at Q13 but were unable to specify level

	Primary (0) n	Secondary (2) n	Special (2) n	PRU (0) n
1 - 2	0	2	0	0
3 - 4	0	0	1	0
5+	0	0	1	0
Don't know	0	0	0	0

Q14 **And how many teachers receive another type of allowance**

Base: All who gave other types of allowance at Q13

	Primary (5) n	Secondary (5) n	Special (2) n	PRU (1) n
1 - 2	5	4	1	0
3 - 4	0	1	0	1
5+	0	0	1	0
Don't know	0	0	0	0

Q14b **We'd like to get an understanding of what proportion of all the allowances you give are awarded for SEN responsibilities. To help us understand this, could you tell me the total number of SEN allowances, safeguarded management allowances and TLRs your school awards?**

	Primary %	Secondary %	Special %	PRU %
None	5	5	0	3
1 - 2	41	29	2	22
3 - 4	21	10	1	16
5 - 6	8	4	6	6
7 - 8	3	2	8	14
9 - 10	2	2	13	9
11 - 14	1	3	16	6
15 - 19	*	2	20	2
20 - 99	0	26	29	11
Don't know	18	17	6	11

SEN-RELATED ACTIVITIES IN THIS SCHOOL
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Q15 What responsibilities does [the SENCO/ the person with principal SENCO responsibilities/ the most senior person with responsibility for SEN] have in this school?

	Primary %	Secondary %	Special %	PRU %
Administrative/managerial/budget				
Administrative work and IEP processes	57	36	44	47
Line management of other SEN teachers/ teaching assistants	29	49	26	23
Control of the budget for SEN	11	11	18	6
Selection/purchase of resources and specialist equipment for SEN	7	7	11	8
Teaching/monitoring/assessing				
Monitoring and assessment of pupils with SEN	47	41	40	45
Developing lesson plans/schemes of work for pupils with SEN	28	31	26	22
Teaching classes mainly or wholly comprising pupils with SEN	22	34	22	25
Curriculum planning for SEN pupils	22	24	32	23
Training				
SEN-related training for teaching staff	26	23	26	22
SEN-related training for support staff	22	25	17	20
Liaison with agencies/parents				
Liaison with other agencies, such as health agencies or Educational Psychologists, over SEN issues	50	32	40	45
Liaison with parents/carers	39	24	31	19
Liaison with the local authority over SEN issues	20	14	28	20
Liaison with Pupil Referral Units	10	5	14	14
Others				
Annual reviews	4	4	13	14
Internal liaison/staff support	4	1	1	2
I'm responsible for everything	2	4	6	0
Attend meetings	1	2	1	2
Child protection	*	1	1	2
Re-integration of SEN pupils back into mainstream education	*	1	1	2
Recruitment	*	*	0	0
Pastoral care	0	1	1	3
Other	7	9	12	11
Don't know	*	2	2	2

Q16 **And what are the responsibilities of any other teachers who receive an allowance/payment for their SEN work in this school?**

Base: All those with statemented pupils and where at least one other member of staff in addition to the SENCO receives an allowance for SEN related work and responsibilities

	Primary (37) %	Secondary (148) %	Special (131) %	PRU (44) %
Administrative/managerial/budget				
Administrative work and IEP processes	14	14	21	11
Line management of other SEN teachers/ teaching assistants	14	14	9	9
Selection/purchase of resources and specialist equipment for SEN	5	2	3	2
Control of the budget for SEN	5	0	1	0
Teaching/monitoring/assessing				
Teaching classes mainly or wholly comprising pupils with SEN	59	55	71	70
Monitoring and assessment of pupils with SEN	30	22	29	41
Developing lesson plans/schemes of work for pupils with SEN	22	17	27	23
Curriculum planning for SEN pupils	19	14	34	25
Training				
SEN-related training for teaching staff	11	7	7	5
SEN-related training for support staff	11	7	6	2
Work related training	0	1	2	0
Liaison with agencies/parents				
Liaison with parents/carers	27	7	26	23
Liaison with other agencies, such as health agencies or Educational Psychologists, over SEN issues	19	7	20	14
Liaison with Pupil Referral Units	11	2	5	5
Liaison with the local authority over SEN issues	8	3	9	5
Others				
SENCO support	3	6	0	2
Internal liaison/staff support	3	1	0	5
Pastoral Care	0	0	2	2
Inclusion work	0	1	1	2
Subject leadership	0	0	3	0
Annual reviews	0	0	3	0
Counselling	0	1	0	0
They do a lot of additional work	0	1	1	0
Other	5	11	8	14
Don't know	5	3	1	0

RECRUITMENT AND RETENTION

Q17 Please can you tell me how far you agree or disagree with the following statements?

a) It is easy to recruit SENCOs for mainstream schools

Base: All primary and secondary school headteachers

	Primary %	Secondary %
Strongly agree	3	4
Tend to agree	16	6
Neither agree nor disagree	16	8
Tend to disagree	29	29
Strongly disagree	19	39
Don't know	17	14

Q17 Please can you tell me how far you agree or disagree with the following statements?

b) SENCO roles are generally seen as attractive by teaching professionals working in mainstream schools

Base: All primary and secondary school headteachers

	Primary %	Secondary %
Strongly agree	4	4
Tend to agree	14	15
Neither agree nor disagree	12	12
Tend to disagree	48	44
Strongly disagree	17	21
Don't know	5	4

Q17 Please can you tell me how far you agree or disagree with the following statements?

c) SENCO roles are generally well-paid

Base: All primary and secondary school headteachers

	Primary %	Secondary %
Strongly agree	2	13
Tend to agree	27	41
Neither agree nor disagree	17	18
Tend to disagree	33	18
Strongly disagree	15	4
Don't know	7	7

Q17 Please can you tell me how far you agree or disagree with the following statements?

d) SENCO roles offer good, long-term career prospects to teaching professionals working in mainstream schools

Base: All primary and secondary school headteachers

	Primary %	Secondary %
Strongly agree	24	21
Tend to agree	47	40
Neither agree nor disagree	9	11
Tend to disagree	14	21
Strongly disagree	3	6
Don't know	4	2

Q17 Please can you tell me how far you agree or disagree with the following statements?

e) SENCOs should have a place on a mainstream school's Senior Management Team/Senior Leadership Team (SMT/SLT)

Base: All primary and secondary school headteachers

	Primary %	Secondary %
Strongly agree	60	23
Tend to agree	23	24
Neither agree nor disagree	10	18
Tend to disagree	6	24
Strongly disagree	1	11
Don't know	0	1

Q17 Please can you tell me how far you agree or disagree with the following statements?

f) It is easy for special schools to recruit teachers

Base: All special school and PRU headteachers

	Special %	PRU %
Strongly agree	6	2
Tend to agree	9	5
Neither agree nor disagree	10	13
Tend to disagree	24	34
Strongly disagree	50	41
Don't know	1	6

Q17 Please can you tell me how far you agree or disagree with the following statements?

g) Specialist SEN teachers will be more difficult to recruit in the future

Base: All special school and PRU headteachers

	Special %	PRU %
Strongly agree	65	31
Tend to agree	24	39
Neither agree nor disagree	6	11
Tend to disagree	5	8
Strongly disagree	0	2
Don't know	0	9

Q17 Please can you tell me how far you agree or disagree with the following statements?

h) Teaching positions in special schools are generally seen as attractive by teaching professionals

Base: All special school and PRU headteachers

	Special %	PRU %
Strongly agree	2	0
Tend to agree	12	11
Neither agree nor disagree	23	30
Tend to disagree	35	27
Strongly disagree	23	30
Don't know	5	3

Q17 Please can you tell me how far you agree or disagree with the following statements?

i) Teaching positions in special schools are generally well-paid

Base: All special school and PRU headteachers

	Special %	PRU %
Strongly agree	13	5
Tend to agree	46	25
Neither agree nor disagree	14	20
Tend to disagree	13	22
Strongly disagree	12	20
Don't know	2	8

Q17 Please can you tell me how far you agree or disagree with the following statements?

j) **Teaching positions in special schools offer good, long-term career prospects to teaching professionals**

Base: All special school and PRU headteachers

	Special %	PRU %
Strongly agree	26	6
Tend to agree	38	34
Neither agree nor disagree	10	9
Tend to disagree	18	34
Strongly disagree	5	14
Don't know	3	2

SEN1 AND SEN2 ALLOWANCES – KNOWLEDGE

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

a) **SEN1 allowances are mandatory for classroom teachers in special schools**

	Primary %	Secondary %	Special %	PRU %
Correct ²⁹	37	43	64	56
Incorrect	12	11	28	22
Don't know whether statement is correct	39	38	7	16
Don't know what SEN1/SEN2 allowance is	2	1	0	0
Not answered ³⁰	10	7	1	6

²⁹ Please note that responses are those given by headteachers (not whether the answers given by respondents were correct or incorrect).

³⁰ Please note that where respondents indicated at any part of Q18 that they did not know what an SEN1/SEN2 allowance was, they were routed to the following question. During the interview the order in which respondents were asked questions 18a – 18h was rotated so that some respondents appear in 'not answered' even at Q18a.

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

b) SEN1 allowances must be paid to teachers in mainstream schools who are engaged mainly or wholly in teaching pupils with SEN statements in special classes

	Primary %	Secondary %	Special %	PRU %
Correct	40	57	53	56
Incorrect	23	23	19	28
Don't know whether statement is correct	25	12	26	9
Don't know what SEN1/SEN2 allowance is	1	0	1	0
Not answered	11	8	1	6

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

c) SEN1 allowances must be paid to teachers in mainstream schools where the proportion of SEN pupils is higher than the national average

	Primary %	Secondary %	Special %	PRU %
Correct	10	9	15	25
Incorrect	50	59	45	56
Don't know whether statement is correct	27	25	38	13
Don't know what SEN1/ SEN2 allowance is	1	1	0	0
Not answered	12	7	1	6

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

d) SEN allowances are in the process of being phased out in mainstream schools

	Primary %	Secondary %	Special %	PRU %
Correct	24	28	14	27
Incorrect	24	31	22	19
Don't know whether statement is correct	40	34	63	48
Don't know what SEN1/ SEN2 allowance is	1	*	0	0
Not answered	11	7	1	6

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

- e) **SEN1 allowances can be given to SENCOs in mainstream schools, even if the SENCO does not spend the majority of their time teaching pupils with SEN statements, so long as they make an important contribution to SEN teaching within the school**

	Primary %	Secondary %	Special %	PRU %
Correct	58	57	63	70
Incorrect	11	20	4	8
Don't know whether statement is correct	20	16	31	16
Don't know what SEN1/SEN2 allowance is	1	1	0	2
Not answered	10	6	1	5

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

- f) **SEN2 allowances are for those teachers with an SEN role who have been in post for a number of years**

	Primary %	Secondary %	Special %	PRU %
Correct	8	12	18	16
Incorrect	52	59	68	56
Don't know whether statement is correct	29	22	13	23
Don't know what SEN1/SEN2 allowance is	2	1	0	0
Not answered	9	6	1	5

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

- g) **SEN2 allowances are for those teachers who have specialist SEN qualifications, experience or training that is relevant to their work**

	Primary %	Secondary %	Special %	PRU %
Correct	50	53	78	69
Incorrect	13	20	14	14
Don't know whether statement is correct	25	19	7	11
Don't know what SEN1/SEN2 allowance is	2	2	0	5
Not answered	10	6	1	2

Q18 I am going to read out a number of statements about the guidelines for allocating SEN1 and SEN2 allowances. For each one, please can you tell whether it is correct or incorrect?

h) SEN2 allowances are for those teachers who have specialist SEN qualifications, experience and training, even if it is not relevant to their work

	Primary %	Secondary %	Special %	PRU %
Correct	13	10	13	14
Incorrect	50	59	73	64
Don't know whether statement is correct	25	23	13	16
Don't know what SEN1/SEN2 allowance is	2	2	1	0
Not answered	10	6	1	6

SEN1 AND SEN2 ALLOWANCES – ATTITUDES

Q19 At least one member of your teaching staff receives an SEN/SEN1 allowance. Can you tell me why this allowance is made?

Base: All schools where at least one member of staff receives a SEN allowance

	Primary (50) %	Secondary (65) %	Special (109) %	PRU (37) %
Appropriate for the work undertaken by the staff concerned	56	65	51	38
Recognises the additional/unique challenge of teaching pupils with SEN	32	18	20	24
Recognises the importance of teaching pupils with SEN	20	25	13	14
Historical payment/previous pay structure legacy	12	8	7	11
To reflect additional time needed for SEN work	10	5	4	3
SEN 1 allowance is mandatory/automatic in my school	8	3	19	24
Guidelines/ the staff concerned meet the award criteria	6	2	5	8
Recognition of their qualification	6	2	1	0
Helps to recruit staff to SEN role	2	3	5	14
Helps to retain staff in SEN role	2	2	3	3
Only allowance that can be awarded for SEN responsibilities	0	3	9	5
More appropriate allowance than others than might be made instead	0	0	1	3
Other	4	3	1	3
Don't know	0	0	1	0

Q20 At least one member of your teaching staff receives an SEN2 allowance. Can you tell me why this allowance is made?

Base: All schools where a member of staff receives a SEN 2 allowance

	Primary (13) n	Secondary (36) %	Special (83) %	PRU (14) n
Appropriate for the work undertaken by the staff concerned	12	58	29	5
In recognition of SEN qualifications	5	19	30	4
In recognition of specialised SEN role	1	19	17	2
In recognition of significant SEN experience	3	14	42	3
Recognises the additional/unique challenge of teaching pupils with SEN	0	14	22	1
Recognises the importance of teaching pupils with SEN	2	14	5	0
Historical payment/previous pay structure legacy	0	0	11	4
Helps to retain staff in SEN role	0	11	7	0
Helps to recruit staff to SEN role	0	6	2	1
To reflect additional time needed for SEN work	1	8	2	0
More responsible role	0	8	4	0
More appropriate allowance than others than might be made instead	0	0	2	0
More flexible than other allowances	0	3	0	0
Only allowance that can be awarded for SEN responsibilities	1	0	2	0
Guidelines/the staff concerned meet the award criteria	0	3	0	1
SEN 2 allowance is mandatory/automatic in my school	0	3	0	1
Other	0	8	4	3
Don't know	0	0	1	0

Q21 What factors do you consider in deciding whether to award an SEN allowance?

Base: All schools where at least one member of staff receives a SEN allowance

	Primary (56) %	Secondary (83) %	Special (127) %	PRU (42) %
Skills/training/experience teacher has in SEN	43	46	47	29
No factors considered – allowance is mandatory/automatic	9	8	29	45
Performance of individual teachers	36	27	22	10
Guidelines/ whether teachers meet criteria	9	16	16	5
School staffing structure	9	5	9	5
Recruitment/attracting staff to SEN roles/school	9	5	9	2
Retaining staff in SEN role	5	1	8	0
Budgets/whether I can afford it	5	1	2	5
Needs of the SEN pupils	2	5	2	2
Whether the teacher deals with SEN pupils	2	5	2	5
Degree of responsibility they have	4	6	1	0
Number of children in class	2	2	0	0
We don't award them/Local authority decides	2	4	2	7
Other	7	13	5	10
Don't know	7	4	0	2

Q22 And of these, which factor is the most important?

Base: All schools where at least one member of staff receives a SEN allowance and who gave more than one response at Q21

	Primary (21) n	Secondary (30) %	Special (43) %	PRU (10) n
Skills/training/experience teacher has in SEN	7	33	53	3
Performance of individual teachers	7	33	19	3
School staffing structure	3	0	9	0
Degree of responsibility they have	0	10	0	0
Guidelines/ whether teachers meet criteria	0	10	0	0
Recruitment/attracting staff to SEN roles/school	0	3	7	1
Needs of the SEN pupils	0	7	0	0
Retaining staff in SEN role	2	0	2	0
No factors considered – allowance is mandatory/automatic	0	0	2	1
Budgets/whether I can afford it	0	0	0	1
Whether the teacher deals with SEN pupils	1	0	0	0
Number of children in class	0	0	0	0
Other	0	3	5	1
Don't know	1	7	2	0

Q22b **At least one member of your teaching staff receives a Safeguarded Management Allowance for their SEN work. Can you tell me why this allowance is made?**

Base: all schools who award a safeguarded management allowance

	Primary (16) n	Secondary (35) %	Special (28) n	PRU (4) n
Appropriate for the work undertaken by the staff concerned	7	34	3	0
Historical payment/previous pay structure legacy	0	29	12	1
Not moved over to TLR payments yet	1	11	8	1
Only allowance that can be awarded for SEN responsibilities	1	11	1	0
Recognises the importance of teaching pupils with SEN	1	11	0	0
Recognises the additional/unique challenge of teaching pupils with SEN	4	9	0	0
More appropriate allowance than others that might be made instead	0	6	1	0
Helps to recruit staff to SEN role	0	6	0	0
To reflect additional time needed for SEN work	2	6	0	0
Guidelines/ the staff concerned meet the award criteria	1	6	0	1
Allowance is mandatory/ automatic in my salary	1	3	3	0
Helps to retain staff in SEN role	0	3	1	0
To recognise their management role/ structure	1	0	2	0
Other	1	6	4	0
Don't know	1	0	4	1

Q23 Why do you award a TLR allowance for SEN responsibilities rather than an SEN1 and/or SEN2 allowance?

Base: All who award a TLR payment rather than a SEN award for SEN responsibilities

	Primary (78) %	Secondary (193) %	Special (11) n	PRU (9) n
Administration/managerial responsibilities not covered by SEN1/SEN2 allowance	13	15	1	0
More appropriate for the work undertaken by the staff concerned	19	14	2	1
TLR in keeping with management responsibilities of the staff concerned	24	22	2	1
TLR's value better reflects the responsibilities of the staff concerned	21	19	2	2
More flexible allowance than the SEN1/SEN2 allowance	13	5	1	0
Clearer criteria/guidelines for awarding this allowance	8	10	0	1
Historical/inherited system	3	6	1	0
For equality/consistency purposes	1	5	0	0
Fits the school structure	1	5	0	0
Don't know enough about SEN1/SEN2 allowances to know whether to pay them	3	3	0	0
SEN budget insufficient to cover SEN-specific allowances	3	0	0	1
More important to their career progression to receive a TLR	1	3	0	0
More transparent than the SEN1/SEN2 allowance	1	3	0	0
SEN1/SEN2 allowances are being phased out/replaced by TLRs	0	2	1	0
Local authority police/Recommended by the local authority	3	0	0	2
Unaware previously that such a thing as SEN1/SEN2 allowance	1	2	0	0
Value of SEN1/SEN2 too low for the responsibilities involved	0	2	0	0
The staff concerned do not meet the SEN1/ SEN2 award criteria	1	0	0	0
Helps to recruit staff to SEN role	0	1	1	0
Helps to retain staff in SEN role	0	1	1	0
Value of leadership role	3	2	0	0
New structure we have been asked to incorporate	1	1	0	0
Other	12	9	1	2
Don't know	1	3	2	0

Q24 Why do staff with SEN responsibilities at this school not receive an SEN1 or SEN2 allowance?

Base: All who do not award SEN or TLR allowances to SENCOs or those responsible for SEN

	Primary (175) %	Secondary (56) %	Special (5) n	PRU (18) n
SENCO is paid on leadership spine for their SEN responsibilities/rewarded on leadership spine instead	30	41	0	3
Budget/can't afford an SEN allowance	29	5	0	0
Don't work full-time in that role/They have other responsibilities within the school	7	4	0	0
There are no/Not enough special needs children to merit payment	5	5	0	1
Historically they have never been paid	4	0	0	1
Guidelines/teachers do not fit the SEN allowance criteria	3	5	0	1
Don't have any teachers with special needs responsibilities	3	5	0	0
Other payments are more appropriate to those with SEN responsibilities	2	11	0	2
Not part of our pay/staffing/management structure	3	4	0	1
Prefer to use TLR payments instead	1	7	0	1
I don't know enough about SEN allowances	2	2	0	0
Lack of flexibility of the SEN Allowance	1	2	0	0
SEN responsibilities are mostly with teaching assistants	1	5	0	0
Our SEN role is taken by a non teacher	1	4	0	0
Reward SEN responsibilities on Advanced Skills Teacher spine instead	1	2	0	1
The size of the school/we are a very small school	2	2	0	0
SEN Administration and management tasks aren't covered in an SEN allowance	1	2	0	0
As headteacher it is not appropriate to pay myself a SEN allowance	3	0	0	0
We all teach special needs	1	2	0	0
Already built into the staffing structure	1	2	0	1
SEN allowances are being phased out	0	2	0	0

Other	10	5	5	6
Don't know	5	5	0	1

Q25 Thinking now about SEN allowances generally, including SEN1 and SEN2 ... How important, if at all, is it for you to be able to give SEN allowances to teachers? Would you say it is ...?

	Primary %	Secondary %	Special %	PRU %
Essential	19	10	60	53
Very important	27	16	29	22
Fairly important	22	23	8	14
Not that important	17	26	1	5
Not at all important	11	21	2	3
Don't know	4	4	0	3

Q26a Why do you say that it is important?

Base: All who say SEN allowances are important at Q25

	Primary (208) %	Secondary (149) %	Special (132) %	PRU (57) %
To recognise the challenge of SEN teaching	41	40	43	35
To recognise the importance of SEN teaching	36	35	27	19
To reward teachers for their skills/ experience/ qualifications	33	32	35	35
To help recruit/attract staff	16	25	46	56
To encourage teachers to do specialist training	10	5	10	11
To help retain/keep staff	7	9	20	30
Demands of the job/ Extra paperwork/ Extra responsibility	3	1	2	0
Depends on the size of the school	3	1	0	0
Important to recognise the needs of the children/ Show they are valued	1	4	1	0
Gives additional flexibility	*	2	0	0
To make the salaries of SEN teachers/SENCO competitive with other positions	*	1	4	2
Teachers who specialise in SEN don't qualify for most other allowances	1	0	2	2
It's mandatory/ Required in special schools	1	1	2	0
To boost morale	*	1	0	2
We have a high number of SEN pupils	1	0	0	0
Other	8	6	3	2
Don't know	0	1	1	0

Q26b **Why do you say that it is not important?**

Base: All who say SEN allowances are not important at Q25

	Primary (83) %	Secondary (141) %	Special (4) n	PRU (5) n
Not part of our structure/ We don't have enough SEN pupils/ Doesn't apply to mainstream schools	22	14	0	0
TLRs are more appropriate	20	41	2	1
Other allowances could be used instead	19	20	0	2
It is part of our job role/ Job description	10	3	0	0
Teachers should not get paid extra for teaching SEN pupils	6	6	0	1
Too expensive/ Can't afford it	6	1	0	0
Teachers should teach all children	5	4	1	0
Value of SEN allowances is too low for the role/to have an impact	0	4	1	0
We employ additional/ Temporary/ non teaching staff	4	1	0	0
Every teacher here teaches children in special needs	4	1	0	0
Do not know enough about SEN allowance	4	0	0	0
Never had to use/ Deal with this allowance	0	3	0	0
Other	11	10	1	1
Don't know	0	1	0	0

Q27 **Please can you tell me how far you agree or disagree with the following statements?**

a) Given the availability of other allowances, dedicated SEN allowances are unnecessary

	Primary %	Secondary %	Special %	PRU %
Strongly agree	9	31	7	3
Tend to agree	21	23	2	9
Neither agree nor disagree	8	7	2	5
Tend to disagree	27	22	29	20
Strongly disagree	32	15	59	56
Don't know	4	2	0	6

Q27 Please can you tell me how far you agree or disagree with the following statements?

- b) It is inappropriate to reward SEN teaching as a specialism, through the payment of a dedicated SEN allowance, when other specialisms do not attract a similar allowance**

	Primary %	Secondary %	Special %	PRU %
Strongly agree	8	20	4	3
Tend to agree	21	27	4	11
Neither agree nor disagree	9	8	6	8
Tend to disagree	33	28	21	30
Strongly disagree	26	15	64	47
Don't know	3	2	1	2

Q27 Please can you tell me how far you agree or disagree with the following statements?

- c) It is more challenging for teachers working in mainstream schools to teach pupils with SEN than for teachers working in special schools**

	Primary %	Secondary %	Special %	PRU %
Strongly agree	29	16	7	16
Tend to agree	26	21	10	20
Neither agree nor disagree	16	19	25	17
Tend to disagree	15	22	23	27
Strongly disagree	7	11	29	20
Don't know	6	11	7	0

Q27 Please can you tell me how far you agree or disagree with the following statements?

- d) The payment of SEN allowances to teachers working in special schools is an appropriate reflection of the unique challenges they face**

	Primary %	Secondary %	Special %	PRU %
Strongly agree	33	23	75	61
Tend to agree	43	43	15	23
Neither agree nor disagree	6	8	2	3
Tend to disagree	7	10	4	9
Strongly disagree	1	3	3	2
Don't know	10	14	1	2

Q27 Please can you tell me how far you agree or disagree with the following statements?

e) The policy of inclusion makes SEN allowances obsolete in mainstream schools

	Primary %	Secondary %	Special %	PRU %
Strongly agree	8	19	3	6
Tend to agree	16	24	6	16
Neither agree nor disagree	8	7	7	5
Tend to disagree	27	22	28	28
Strongly disagree	36	26	51	39
Don't know	4	3	4	6

Q28 How do you feel about the development of SEN allowances in the future? Do you think that the current system for allocating SEN allowances should be ... ?

	Primary %	Secondary %	Special %	PRU %
Retained as it is now	19	16	30	25
Retained, but with some modifications	36	25	51	50
Replaced with a different system	24	24	15	23
Phased out, and not replaced	10	29	3	0
Don't know	11	7	1	2

Q29 What practical changes, if any, would you like to see made to the current system for allocating SEN allowances?

	Primary %	Secondary %	Special %	PRU %
General increase in funding for SEN	14	6	6	2
Make the allocation criteria more flexible	11	12	13	11
Clearer guidelines on who is eligible for allowances	9	4	15	11
Qualifications and experience should be recognised more in awards	8	5	18	19
They should reflect the number of pupils in a school	8	1	1	3
Allowances should reflect SEN overall, not just statemented children	6	5	4	14
They should reflect the types of needs a child has	6	4	3	3
Increase the scale or range of payment	5	5	13	5
Use TLR payments instead	5	11	3	2
Make the criteria for eligibility more specific	4	6	13	9
Give heads/ Governors more control of the allocation of the budget	3	6	4	3
Don't know enough about them to comment	3	1	1	0
They should be phased out	2	12	1	2
SEN payments should be included in salaries	2	*	0	0
Increase the value of payments	2	1	3	5
They should be made mandatory for those with SEN responsibilities	2	2	2	3
Change/ Review the whole SEN system, not just allowances	2	2	2	3
Recognise differences between special and mainstream schools	1	3	6	2
Make is so SEN budgets can only be used on SEN activities	0	1	0	2
Other	8	6	12	11
None/ Nothing/ No change required	7	9	11	16
Don't know	19	24	7	16

**The allocation of SEN allowances in England and Wales
for the Department for Children, Schools and Families (DCSF)
LA SEN SUPPORT SERVICE MANAGERS
Topline Results
January 2008**

- Ipsos MORI interviewed a total sample of 105 Local Authority (LA) SEN Support Service Managers across England and Wales
- The survey was a census: a representative from every LA in England and Wales was approached to take part³¹
- Results are based on all unless otherwise stated
- Interviews were carried out over the telephone by Ipsos MORI's in-house telephone centre (IMTS)
- Fieldwork was conducted between 26 November and 18 December 2007
- An asterisk (*) denotes a finding of less than 0.5%, but greater than zero
- Where results do not add up to 100, this may be due to multiple responses, computer rounding or the exclusion of don't knows/not stated categories
- Where findings are based on answers from fewer than 30 respondents, raw numbers (n) are given rather than percentages
- Data are unweighted

 Screener question

S1. **Just to make sure that the survey is relevant for you; may I check first of all whether you have any involvement in or knowledge of what allowances are awarded to unattached teachers in your authority, and why they are given?**

	Yes	%
	No	100 -

³¹ Five local authorities who had participated in an earlier qualitative phase of the research were not approached. A small number of authorities indicated that they were ineligible for inclusion once approached (due to small numbers of schools or LA managers in the area).

Local authority background

B1. What is your job title?

	%
Head of Inclusion	19
Head/ Manager of SEN Services	13
Head of Learning Support Services	10
Manager/ Head of Specialist Support Services	7
Head/ Manager of Services	6
Principle Education Psychologist	6
Head/ Manager of Additional Needs	4
HR Manager for Schools	3
Head of Psychology Services	3
Strategic Manager/ Leader for Learning and Inclusion	3
District Co-ordinator/ Advisor for Inclusion and Diversity	3
Principle Advisor/ Officer of Inclusion Services	3
Head/ Manger of Disability and Learning Difficulties	3
Head/ Manager of Specialist Teacher Advisory Service	3
Assistant director of Specialist Services	2
Assistant Director for Inclusion	2
Head/ Team Co-ordinator of Language Learning	2
Head of Behaviour Support Service	2
Head of Assessment	2
Manager/ Assistant Head of Pupil Support	2
Other	21

- B2. a) Which of the following services, if any, does the SEN Support Service in this local authority offer?
 b) And which of these services, if any, are you personally involved with?

	B2a %	B2b %
Managing unattached teachers	95	83
SEN Strategy and planning – such as setting up guidelines for SEN processes	90	80
Strategic management and deployment of SEN resources across the authority	90	77
Admissions to special schools	85	57
Control and deployment of the local authority SEN budget	85	63
Managing SEN Advisory service for schools and/or school SENCOs	85	70
Management and organisation of educational psychologists	81	49
Management of statementing process and statementing boards	81	61
Managing Pupil Referral Units	78	34
Auditing the SEN spending of schools within the authority	77	54
Behaviour Support Service	7	-
Training/Development	4	-
Social Services	4	-
Parent Partnership	3	-
Providing speech/ Language service to schools	3	-
Learning Support	2	-
Other	14	22
None of these	1	4

- B3. Approximately what is the value of your authority's annual SEN budget?

	%
Up to £14,999,999	25
£15,000,000+	10
Don't know	66

B4. Which of the following statements best describes the way in which your authority's SEN budget is organised?

	%
Most or all of the authority's SEN budget is centrally managed	7
Most or all of the authority's SEN budget is devolved to schools	55
Around half of the SEN budget is centrally managed, and around half is devolved to schools	30
Don't know	9

Unattached teacher's background

Q2 Thinking about all the unattached teachers in your authority now ... Approximately how many unattached teachers does your authority employ in total?

	%
1 – 24	31
25 – 49	24
50 – 74	10
75 – 99	6
100 +	29
Don't know	1

Q4 Who in your authority is directly responsible for the line management and performance management of unattached teachers?

	%
Pupil Referral Unit manager/ Headteacher	31
Team leaders at the local authority	30
The authority's SEN Support Service Manager	22
I am responsible	20
Senior practitioners – for example, Hearing Impaired specialists managing Hearing Impaired teachers	12
Head /Manager of Inclusion	11
Head/ Manager of behaviour support	10
Head of pupil services	8
Staff at the schools where the unattached teachers work	7
Head/ Officer of education	6
School improvement team	5
Coordinator	2
Assistant director for schools learning and achievement	2
Division/ Team manager	2
Head/ Assistant head of support services	2
Other	25

Q6 Are unattached teachers working in your authority employed according to standard teachers' pay and conditions?

	%
Yes - all	82
Yes - some	18
No - none	-

Q7 To what extent, if at all, do you or your office directly influence or make decisions about the allowances given to unattached teachers?

	%
Great deal	76
Fair amount	19
Not very much	5
Not at all	-
Don't know	-

Q8 To what extent, if at all, do you or your office indirectly influence decisions about the allowances given to unattached teachers? By indirectly influence, I mean through guidelines, budgeting restrictions, or advice that may affect whether the decision-maker gives an allowance.

	%
Great deal	53
Fair amount	23
Not very much	12
Not at all	6
Don't know	6

Allocation of allowances

Q9 Which of the following allowances, if any, are awarded to unattached teachers in your authority for their SEN work?

	%
SEN1 allowance	78
SEN2 allowance	73
Teaching and Learning Responsibility (TLR) payment Level 2	72
Teaching and Learning Responsibility (TLR) payment Level 1	53
Safeguarded management allowance	44
Recruitment and Retention incentive	6
Teaching and Learning Responsibility payment (TLR) – other/unspecified/unknown level	3
SEN allowance – other/unspecified/unknown level	-
Other	10

Q11 You said earlier that you give SEN1 allowances to at least some unattached teachers working in this local authority. Can you describe the reasons why you use SEN allowances?

Base: All who award SEN1 allowances or award SEN allowances and are unsure of value (82)

	%
Appropriate for the work undertaken by the staff concerned	60
The staff concerned meet the award criteria/ guidelines	21
Recognises the additional/unique challenge of teaching pupils with SEN	20
Historical payment/previous pay structure legacy	18
Helps to recruit staff to unattached SEN roles	7
Helps to retain staff in unattached SEN roles	7
Recognises the importance of teaching pupils with SEN	6
Recognition of experience/ Qualifications	6
Only allowance that can be awarded for SEN responsibilities	4
Automatic/all unattached teachers in authority receive the allowance	2
More appropriate allowance than others that might be made instead	1
Most affordable allowance within the budget for SEN	1
Other	7
Don't know	2

Q12 a) Approximately what proportion of your unattached teachers are given SEN allowances?

Base: All who award SEN1 allowances or award SEN allowances and are unsure of value (82)

	%
1 – 10%	11
11 – 20%	5
21 – 30%	5
31 – 40%	6
41 – 50%	4
51 – 75%	6
76+%	26
Don't know	38

Q13 You said earlier that you give SEN2 allowances to at least some unattached teachers working in this local authority. Can you describe the reasons why you use these payments?

Base: All who award SEN2 allowances (77)

	%
Appropriate for the work undertaken by the staff concerned	44
In recognition of SEN qualifications	35
Historical payment/previous pay structure legacy	18
In recognition of significant SEN experience	17
The staff concerned meet the award criteria/ guidelines	17
In recognition of specialised SEN role	16
Recognises the additional/unique challenge of teaching pupils with SEN	12
Helps to recruit staff to SEN role	9
Helps to retain staff in SEN role	9
Recognises the importance of teaching pupils with SEN	5
Recognition of experience/ Qualifications	3
More appropriate allowance than others than might be made instead	1
Other	9

Q14 a) Approximately what proportion of your unattached teachers are given SEN 2 allowances?

Base: All who award SEN 2 allowances (77)

	%
1 – 10%	10
11 – 20%	5
21 – 30%	3
31 – 40%	8
41 – 50%	9
51 – 75%	8
76+%	22
Don't know	35

Q15 Why do you not give any SEN Allowances to unattached teachers working in this local authority?

Base: All who do not award SEN allowances (10)

	n
Use TLR payments instead	4
Use Leadership spine instead	3
I don't know enough about allowances	2
SEN Allowances are being phased out	2
Other payments are more appropriate	1
Other	1

Q16 Thinking now about SEN allowances generally, including SEN1 and SEN2, how important, if at all, is it for you to be able to give SEN allowances to teachers?

	%
Essential	33
Very important	21
Fairly important	15
Not that important	14
Not at all important	10
Don't know	7

Q17 Why do you say that it is important?

Base: All who think SEN allowances are important (73)

	%
To help recruit/attract staff	56
To reward unattached teachers for their skills/experience/qualifications	40
To help retain/keep staff	36
To recognise the challenge of SEN teaching	26
To recognise the importance of SEN teaching	11
To encourage unattached teachers to do specialist training	8
To make the salaries of unattached teachers competitive with classroom teachers	4
Statutory requirement	3
Unattached teachers don't qualify for most other allowances	1
Other	12

Q18 Why do you say that it is not important?

Base: All who think SEN allowances are not important (25)

	n
TLRs are more appropriate	16
Other allowances could be used instead	5
Value of SEN allowances is too low for the role/to have an impact	2
Wider range of skills required	1
Other	6
Don't know	1

Q19 You said earlier that you give TLR payments to at least some unattached teachers working in this local authority. Why do you award a TLR allowance for SEN responsibilities?

Base: All who award TLR payments (84)

	%
TLR reflects management role/more appropriate for SEN roles	49
The value of a TLR better reflects the responsibilities of unattached teachers	26
Wider range of skills required	8
TLRs have replaced SEN allowances	6
To keep SEN teachers in the classroom	6
The criteria/guidelines for awarding an SEN allowance are not met by some unattached teachers	6
More transparent awards/system/staffing structure	5
SEN allowances are being phased out	4
The system for awarding a TLR is clearer than that for awarding an SEN allowance	2
They are more flexible	-
Other	10

Q20 a) Approximately what proportion of your unattached teachers are given TLR payments?

Base: All who award TLR payments (84)

	%
1 – 10%	14
11 – 20%	7
21 – 30%	11
31 – 40%	2
41 – 50%	5
51 – 75%	10
76+%	14
Don't know	37

Q21 a) Approximately what proportion of your unattached teachers are given a TLR payment AND an SEN allowance?

Base: All who award SEN and TLR allowances to unattached teachers (76)

	%
0%	3
1 – 10%	20
11 – 20%	5
21 – 30%	7
31 – 40%	1
41 – 50%	3
51 – 75%	5
76+%	7
Don't know	50

Q22 Since the introduction of TLRs, would you say your authority is now more likely or less likely to give SEN allowances to unattached teachers, or is there no difference?

	%
More likely	9
Less likely	39
No difference	48
Don't know	5

Recruitment and retention

Q23 Can you tell me how far you agree or disagree with the following statements...?

	Strongly agree %	Tend to agree %	Neither agree nor disagree %	Tend to disagree %	Strongly disagree %	Don't know %
It is easy to recruit unattached SEN teachers in this authority	10	22	8	30	27	3
Unattached SEN teaching positions are seen as attractive to most teachers	13	22	20	28	11	6
Unattached teaching positions offer good long-term career prospects for teachers	11	23	12	31	21	1
Unattached teaching positions are well paid	27	38	23	6	4	3
There is a shortage of teachers with the specialist SEN qualifications needed for specialist roles	52	22	7	10	6	4
Specialist SEN teachers will be more difficult to recruit in the future	51	17	10	7	9	7

Overview

Q24 To what extent do you agree or disagree with the following statements ... ?

	Strongly agree %	Tend to agree %	Neither agree nor disagree %	Tend to disagree %	Strongly disagree %	Don't know %
The current guidelines on SEN allowances for unattached teachers are clear	7	33	8	30	10	12
The current guidelines on SEN allowances are applicable to unattached SEN teachers	18	37	10	15	11	9
The current guidelines on SEN allowances are fair for unattached SEN teachers	13	41	17	12	5	11
The current system of SEN allowances does not cater for unattached SEN teachers	10	21	8	41	16	4
SEN allowances are more useful than TLRs when it comes to recognising the work of unattached teachers	30	16	14	14	19	7

Q25 I'm now going to read out some comments people have made about teaching. Can you tell me how far you agree or disagree with each ... ?

	Strongly agree %	Tend to agree %	Neither agree nor disagree %	Tend to disagree %	Strongly disagree %	Don't know %
Given the availability of other allowances, dedicated SEN allowances are unnecessary	17	14	5	22	39	3
It is inappropriate to reward SEN teaching as a specialism, through the payment of a dedicated SEN allowance, when other specialisms do not attract a similar allowance	10	10	5	31	42	3
It is more challenging for teachers working in mainstream schools to teach pupils with SEN than for unattached specialist teachers	22	28	17	18	13	2
The payment of SEN allowances to unattached teachers and teachers working in special schools is an appropriate reflection of the unique challenges they face	27	38	8	17	9	2
The policy of inclusion makes SEN allowances obsolete in mainstream schools	14	16	10	25	29	7

Q26 How do you feel about the development of SEN allowances in the future? Do you think that the current system for allocating SEN allowances should be ... ?

	%
Retained as it is now	10
Retained, but with some modifications	42
Replaced with a different system	29
Phased out, and not replaced	13
Don't know	6

Q27 What practical changes, if any, would you like to see made to the current system for allocating SEN allowances?

	%
Clearer guidelines on who is eligible for allowances	21
Qualifications and experience should be recognised more in awards	17
Use TLR payments instead	10
Allowances should reflect SEN overall, not just statemented children	9
They should be phased out	9
Make the criteria for eligibility more specific	8
Increase the scale or range of the payments	8
SEN payments should be included in salaries	6
Recognise differences between special and mainstream schools	5
Change/ review the whole SEN system, not just allowances	4
Make the allocation criteria more flexible	2
Increase the value of the payments	2
They should be made mandatory for those with SEN responsibilities	2
Other	8
None/ Nothing/ No change is required	5
Don't know	27

Appendix E Qualitative case-study discussion guides

The following headteacher discussion guide is provided as an example. The other guides explored the same topics from the viewpoints of SENCOs and Unattached teachers.

Case Study Question Schedule – Allocation of Special Educational Needs Allowances Head Teachers

Introduction

- Thanks for helping us with this research.
- Introduce Ipsos MORI – independent agency
- Department for Children, Schools and Families has commissioned research
- Aim of research: to get an understanding of how allowances are allocated, and what the decision-making processes are used in general; second half of interview will focus more on SEN allowance system
- Research: part of wide-ranging review – will also be doing a telephone survey with 800 headteachers as well as the case-studies. The results will be reported to DCSF and be used in reviewing the current allowances system.
- Reassure about confidentiality and MRS Code of Conduct. Ask permission to tape record. Explain the interview should take around 45 minutes – 1 hour.

Background

1. **Can you start by telling me a little about your school and your role here?**

PROMPT: How long have you worked here? How would you describe the school? How many pupils, teachers and support staff work here? What is your role (responsibilities in teaching/non teaching?)

SEN Management

2. **I now want to think about Special Educational Needs within the school, and teachers' roles and responsibilities relating to SEN.**

What is the proportion of SEN pupils in the school? How does your school compare to the area overall?

Could you briefly describe how SEN is led and managed within this school? How does this differ, if at all, from other areas?

How are SEN teaching responsibilities organised?

Does the school have a designated SENCO? How does the SENCO fit into the management structure? What additional responsibilities do they undertake that other teachers do not?

PROMPT: Managing support staff in school? What line management responsibilities does this involve, if any?

Managing the organisation of resources for SEN across the school, including TAs?

Advising teachers and TAs on SEN and pupils' needs

Training and induction for SEN

Writing/inputting on school SEN policies/ behaviour policies

Advising parents about their children with SEN

Advising/working with outside agencies to provide for pupils with SEN

Budgeting and finance

Others

And what responsibilities and roles do classroom teachers have in relation to SEN?

PROMPT: IEP process; monitoring and setting targets, planning targeted lessons, managing different styles and theories of teaching, managing Teaching Assistants

Policies in Awarding Allowances

I now want to think about the policies and guidelines you have in place for awarding allowances to teachers. We're interested in all types of payments and allowances, not just those that relate to SEN responsibilities – we're thinking about TLRs, (or old management allowances if TLRs not yet introduced) and Recruitment and Retention incentives and benefits.

3. **Can you start by describing the policies and systems you use when allocating allowances to teachers as they develop their careers?**

PROMPT: How do you go about deciding who gets an allowance? Is there an appraisal system? What allowances are used (i.e. leadership versus TLR)? How do you define your selection criteria? How were the school's policies developed? Who developed the policies? When were they developed? Whose views are considered in reaching these decisions?

4. **Have you restructured your staffing in response to the introduction of new allowances? If yes, can you describe your new structures and the rationale you used to choose between different options? Where does SEN fit within this structure?**

PROMPT: Budget, policy, recruitment/retention, professional development and role of staff, severity/type of SEN within the school. How free are you to make decisions about allocating allowances?

Allocating Allowances

We've talked a little about the policies and guidelines that are in place for awarding allowances. We now want to look at the actual processes of awarding allowances, and the decision-making processes and criteria that you use. Here, we're interested in all types of allowances, and not just SEN allowances.

5. **First of all, could you say how many teachers in the school currently receive allowances? What types of allowance are awarded?**
6. **Can you talk me through a recent example of when you had to make a decision about awarding a (NOTE: even if the allowance was not granted) GO THROUGH EACH IN TURN AND PROMPT AS BELOW.**

a) TLR payment

(Although not awarded now, Management Allowances may have been used in the past so may be appropriate)

b) Recruitment and retention payment

c) SEN 1 or SEN 2 allowance

PROMPT FOR a - c: Why was the award/allowance given? What factors were most important and what factors were less important? Why was this particular allowance chosen over other options? Why was SEN 1 chosen rather than SEN 2?

IF SEN ALLOWANCES HAVE BEEN AWARDED/CONSIDERED (IF SEN ALLOWANCES NEVER CONSIDERED, GO TO Q7)

PROMPT: How important was ... when you were making your decision?

Recruitment and retention; recognising that SEN teaching is more challenging than other teaching roles; rewarding/recognising SENCO role or other significant responsibilities in terms of SEN; recognising SEN experience; awarding/recognising SEN qualifications/awards/skills; job performance/competence

IF SEN ALLOWANCE NOT AWARDED

7. Why have you not awarded a SEN allowance? In what circumstances do you think you would award a SEN allowance? Is it clear to you when you would/should award a SEN allowance?

PROMPTS: qualifications/experience of staff; nature/responsibilities/scope of SENCO role; type/severity of SEN in this school/area; other awards are used instead; guidelines/policies; unsure of when to award; all teachers have fairly equal SEN responsibilities;

Comparing SEN Awards with Other Payments

8. Would you say SEN allowances overlap with other awards? If so, to what degree? IF NECESSARY, prompt on overlaps with TLRs; with Recruitment and Retention payments

- a. **What overlaps are there? What do you see as the key differences, if any? What difficulties, if any, does this overlap cause when deciding which type of allowance to award?**
- b. **Are there situations where teachers in similar circumstances are receiving different awards? (If yes) Why is that the case?**

- c. How would you choose between offering a SEN allowance and a Teaching & Learning Responsibility (TLR) payment?**

PROMPT: In what situations would you select one over another? Is one easier to award than another? Is it preferable to offer one rather than the other? Which allowance do you think staff would prefer to receive?

- d. Are any teachers in school receiving both an SEN and a TLR payment? / Can you envisage this ever happening?**

- 9. How easy or difficult is it to assess what type of award is most appropriate to allocate to teachers?**

- 10. (If not mentioned) How easy or difficult is it to choose between awarding SEN1 and SEN2 allowances?**

PROMPT: How do they view any difference between the two awards? What would qualify a teacher in this school for a SEN2 rather than a SEN1?

- 11. (If not awarded at this school) Have you ever awarded a SEN allowance?**

PROMPT: Get them to explain their answer

The SEN Allowance System

I now want you to think generally about the SEN Allowance system. The School Teachers Review Body (STRB) recently conducted a review of the SEN Allowance system which suggested that there was lots of variability between schools in terms of when and why they awarded SEN allowances

- 12. How do you feel about this variability?**

- 13. How well do you feel you understand the current system of SEN allowances?**

- 14. Based on what you know about the allowance system, how well do you think the current system of allocating SEN allowances works?**

PROMPT: Attractive/unattractive? Fair/unfair? Relevance?

- 15. What key differences do you think there are in the allocation of SEN allowances in mainstream schools as compared with special schools?**

PROMPT: Is it fair/unfair for special school teachers to receive the mandatory SEN1 allowance? Are teaching roles substantially different between special and mainstream schools?

16. How important is it for you to be able to award SEN allowances?

PROMPT: including the difference between SEN1 and SEN2; the attractiveness of SEN roles to teachers – why?

17. What changes, if any, have there been in the criteria you use (or consider/would use) for awarding SEN (or other allowances if no SEN) allowances over the past five years? If so, how?

PROMPT: Frequency of awards, change between SEN1 and SEN2, reasons for awards, mainstreaming of SEN children

18. Can you state if and how the introduction of TLRs has affected the way *you* award (SEN) allowances/ would award (SEN) allowances?

PROMPT: Are they more or less likely to award them now? Do they award TLRs? Are teachers rewarded through scales other than TLR, such as leadership scales (see interviewer notes on this)

19. How clear would you say the guidelines for awarding SEN allowances are? How could they be made (even) clearer?

20. What practical changes or reforms would you like to make to the system of SEN allowances?

21. Finally, is there anything else that you think might be relevant to the review of the allowance system that we haven't discussed, which you'd like to raise?

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DCSF Publications
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Sherwood Park
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