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FINAL REPORT

‘Stuck’ schools: Can below good Ofsted inspections prevent sustainable improvement?

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The AG acted as a 'critical friend', providing advice throughout the project:

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EXECUTIVE SUMMARY

Introduction. This report presents the results of a two-year mixed-method research project "'Stuck' schools" funded by the Nuffield Foundation and designed to explore if receiving a series of below good Ofsted ratings can act as a barrier for improvement. More precisely, by exploring the characteristics and trajectories of 'stuck' schools we answer the research question 'Can a series of below good Ofsted grades prevent sustainable improvement?' We operationalise this question through five research sub-questions:

1. What are the characteristics of 'stuck' schools?
2. What factors have contributed to the 'stuck' schools' pattern of lack of change or decline?
3. How is the overall judgement of 'require improvement' and 'inadequate' related to judgements of underlying indicators in the current and previous Ofsted frameworks?
4. How do headteachers, teachers, and governors of 'stuck' schools perceive the validity and fairness of Ofsted inspections?
5. What are stakeholders' views on how inspections can support change of their schools?

Context. The question of how to solve the stubborn underperformance of around 580 schools is high on the government's agenda. The Schools White Paper 'Opportunity for All: Strong schools with great teachers for your child' sets out the government's plans over the coming years, with strategies to address schools with successive 'requires improvement' (RI) grades (HM Government, 2022). Yet this is by no means a new issue. Indeed, in its 2017 Annual Report, Ofsted highlighted for the first time a set of schools that had been judged as 'requires improvement', 'satisfactory' or 'inadequate' in every inspection over the period from September 2005 to August 2017. Subsequently, Ofsted conducted qualitative case studies of 10 'stuck' and 10 'unstuck' schools. 'Fight or flight? How "Stuck" schools are overcoming isolation' reports that 'stuck' schools need more targeted assistance, following more thorough and detailed inspections that are not tied to overall grades (Ofsted, 2020).

Whist the multi-site case study we present is similar in scale to the one undertaken by Ofsted, our mixed-methods methodology is more robust and expands Ofsted work by combining quantitative and qualitative methods to better understand patterns of change over time and stakeholders' experiences in 'stuck' schools and their comparison group.

Sample. In order to capture all primary and secondary low-performing schools, we modified Ofsted's definition of 'stuck' schools, by including schools that consistently received a less than good overall effectiveness inspection grade from Ofsted for the period from September 2005 to August 2018[1] over a minimum of three inspections,

[1] We include the complete period of the 2005, 2012 and 2015 Inspection Frameworks for coherence.

including inspections of predecessor schools from all mergers and academy changes. We identified 580 'stuck' schools, of which:

- 329 were primary schools
- 225 were secondary or middle-deemed-secondary schools
- 8 were all-through schools and
- 18 were non-mainstream schools.

A multi-site case study in 16 schools was conducted. Ten 'stuck' schools (five 'stuck' primary schools and five 'stuck' secondary schools) were studied. In addition, six comparison 'un-stuck' schools (three comparison 'un-stuck' primary schools and three comparison 'un-stuck' secondary schools) were identified. Whilst 'stuck' schools inspected between 2019 and 2021 under the new inspection framework were confirmed as 'stuck', the 'un-stuck' group were 'stuck' from 2005 to 2018 but received a good inspection grade between 2019 and 2021 (see details in Appendix 2). From those willing to take part, we prioritized variation across schools' inspection trajectory, level, type and regional location.

Methodology. We conducted a Sequential Explanatory Mixed Methods Design (SEMMD) (Creswell and Creswell, 2017). Phase one answered sub-research questions 1 and 2 using quantitative methods. Phase two answered sub-research questions 3, 4 and 5 using qualitative methods. We combined both phases by sampling the 16 case studies from the 580 'stuck' schools identified in Phase one.

Phase one: quantitative
Data. Phase one was based on analysis of secondary data: Ofsted management information records for inspections, School performance (value-added progress) and pupil demographics, School workforce teacher data (School Workforce Census (SWC), School governance and location data from Get Information About Schools and DfE releases detailing the academy and sponsor pipeline and School finance data on income and expenditure.

Analysis. We applied three quantitative analyses. Firstly, propensity score matching (PSM) to 1) select a sample of schools that were comparable to the 580 'stuck' schools and 2) understand potential differences between the two groups and how they come to vary over time. Secondly, cluster analysis to understand if 1) there were typical sets of schools in the data; 2) our group of 'stuck' schools was overrepresented in one of the clusters; 3) our group of 'stuck' schools was a heterogeneous group. Thirdly, path analysis with the number of inspections for which each school has been judged less than good, to understand the patterns of decline or resistance to change over time.

Phase two: qualitative
Data. A multi-site case study was conducted in 16 schools. It combined two data collection methods. First, 166 documents (122 Ofsted inspection reports and 44 documents and websites provided by case study schools) were analysed. Then, 56 interviews and focus groups were conducted with headteachers, teachers, and governors to understand: the lived experiences of what 'being 'stuck" means for schools'

stakeholders, factors that seem to have influenced school improvement efforts, and challenges faced. In each interview, the trajectory of change and inspection timeline was presented to stakeholders. A description of the school stakeholders' views on their trajectory and the external support was collected.

Analysis. Two complementary analyses were implemented. The documents to reconstruct the trajectory of change and inspection timeline for each case study were analysed historically. The background (school type and location, student composition, head teacher change, 3-year teacher turnover and number of pupils) was detailed. Interviews and focus groups were analysed using thematic analysis (Silverman, 2016). We implemented intra-case analysis (within each case study school), followed by inter-case analysis (between 'stuck' and 'un-stuck' schools) (Miles, Huberman and Saldaña, 2014). This allowed us to describe each case study in detail, before looking for commonalities and differences across schools.

Findings.
The ten key findings are:

1.'Stuck' schools face a combination of unusually challenging circumstances:

- Teacher turnover: we found very high rates of teacher turnover in 'stuck' schools in comparison with not-'stuck' schools. Over a five-year period ending in 2018, the cumulative teacher turnover in 'stuck' schools was 73 per cent for primaries (compared with 54 per cent in other schools) and 72 per cent for secondaries (versus 56 per cent in other schools).
- Pupil mobility: 'Stuck' schools have higher rates of pupil mobility than not-'stuck' schools and by 2018 pupil exits at non-standard times represented 8.2 per cent of enrolments in 'stuck' primary schools (compared with 4.7 per cent in not-stuck primaries) and 6.3 per cent of enrolments in 'stuck' secondaries (versus 3.6 per cent in other secondaries).
- Governance: All secondary (100 per cent) and almost all primary (94 per cent) 'stuck' schools underwent at least one change in governance between 2005 and 2018. This compared with almost 80 per cent of not-stuck secondaries and almost 40 per cent of not-stuck primaries. Most of these changes involved leaving a local authority to join a multi-academy trust (MAT) for primary schools whereas secondaries (including some 'stuck' schools) also joined diocese or formed single-academy trusts ('stand-alone' academies).
- Location: 'Stuck' schools were more likely to be located in middle-sized urban areas, in comparison with not-'stuck' schools.
- Free school meals (FSM) rates: 'Stuck' schools have more pupils eligible for FSM than not-'stuck' schools (22 per cent vs 10 in primary, and 23 per cent vs 13 per cent in secondary). FSM rates in 'stuck' schools increased disproportionately following the financial crisis in 2010, suggesting that 'stuck' schools are more sensitive to societal changes.
- Poor neighbourhoods: 'Stuck' schools have higher proportions of children living in poor neighbourhoods (as defined by the Income Deprivation Affecting Children Index (IDACI)), compared to not-'stuck' schools.

- SEND: 'Stuck' schools have higher rates of children with low-level Special Educational Needs and Disability (SEND) than not-'stuck' schools. In year 7 within 'stuck' secondary schools, 16 per cent of children received school support (versus 11 per cent in not-stuck schools). However, by 2018 rates of children with SEND plans (EHCPs) were higher in not-stuck schools (1.6 per cent compared with 1.4 per cent in 'stuck' schools).
- Funding: 'Stuck' secondary schools received a little more overall and per-pupil funding than not-'stuck' schools (around £80 more per pupil), though primary 'stuck' schools received considerably more (around £550 more per pupil).

2.'Stuck' schools are distinctive but not unique

There are many other schools that share most of 'stuck' schools' challenging circumstances but have managed to avoid a continuous cycle of less than good inspection judgements. We find that the difference between 'stuck' and not-'stuck' schools is not entirely down to results, for some not- 'stuck' schools improved their Ofsted grades but not their attainment or progress results. Furthermore, we found some 'stuck' secondary schools that showed higher rates of progress than not-'stuck' schools. In addition, there were 46 secondary schools deemed 'stuck', even though they were achieving moderate or high progress scores.

However, 'stuck' schools were more unique in terms of their location (middle sized communities), deprivation and ethnicity profile (higher proportions of children from ethnic groups with historically lower attainment and academic progress measures) for which the closest matched not-'stuck' schools were a little less similar than for other factors. Secondary 'stuck' schools were even less unique than their primary counterparts despite their distinctive characteristics. The only factor for which closely matching not-'stuck' schools could not be found was the proportion of schools located in middle-sized communities.

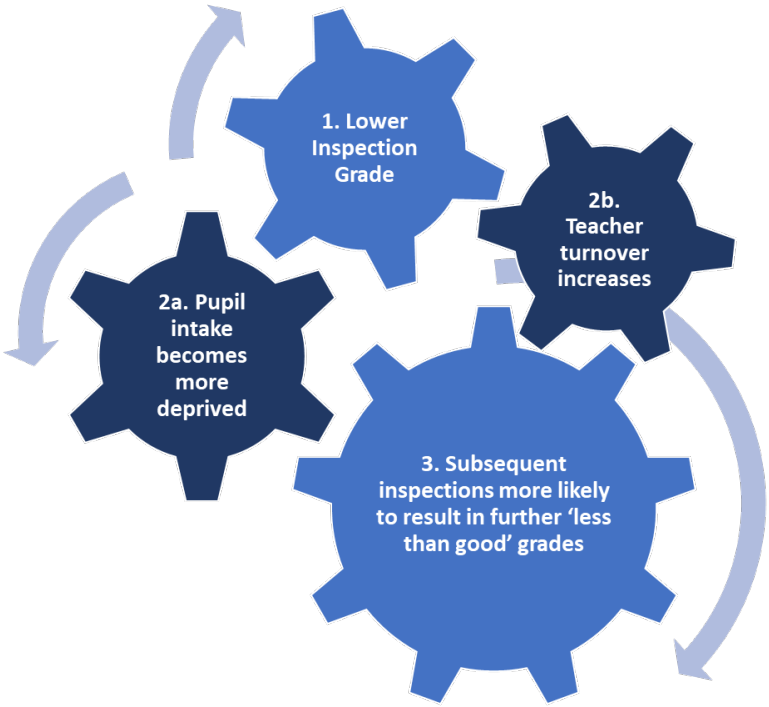
3. The presence of good or outstanding neighbourhood schools is more important in predicting whether a school will become 'stuck' than 'stuck' schools' own performance

'Stuck' schools are graded substantially lower than their local neighbouring schools and their average attainment and progress reflects this. In 2018 'stuck' primary attainment and progress and 'stuck' secondary attainment were all at the 25th percentile and 'stuck' secondary progress was at the 29th percentile. However, the grade differential to neighbouring schools was more important in predicting which schools became 'stuck' than schools' own performance as measured by attainment and academic progress. Being rated one grade lower than competing local schools had a stronger effect on becoming 'stuck' for secondary schools than having attainment or value-added progress scores that were 10 percentiles lower.

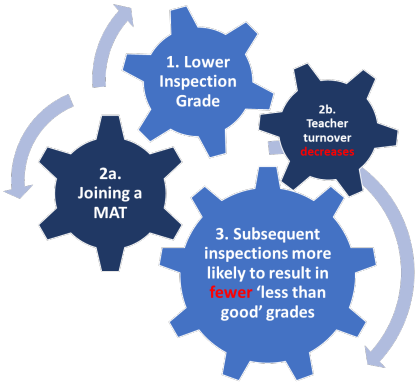
4. A less than good inspection judgment is a modest contributing factor of 'stuck' schools' lack of improvement or decline over time

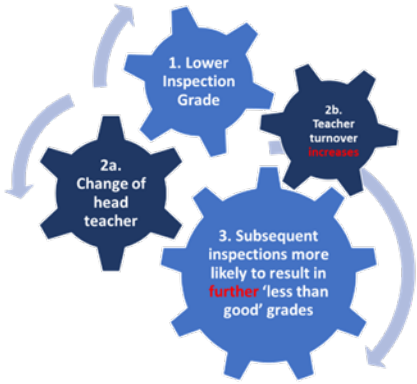
We found evidence for a cycle of events in which poor Ofsted judgements play a modest contributory role in the onset of increasingly challenging circumstances, that then make it more likely that the school experiences further poor inspection grades in subsequent

years. There was a vicious cycle between low Ofsted grades and increasingly deprived pupil intakes, and another between low Ofsted grades and increasing levels of teacher turnover. The effect sizes for these were small indicating that they are contributory factors but not the main determinants of schools becoming or remaining 'stuck'.



Joining a multi-academy trust is associated with small positive effects for secondary schools. These were lower teacher turnover, and lower chance of remaining 'stuck' by receiving negative Ofsted grades in subsequent inspections. It is possible this might be partly accounted for by 'inspection holidays' given to schools when they make a fresh start as a sponsor-led academy which would reduce the opportunities to accrue 'less than good' outcomes. In contrast a change of head teacher had small negative effects of increased teacher turnover and more subsequent 'less than good' grades.





For primary 'stuck' schools, we did not observe any positive or negative effect of joining a MAT. Yet, we observed negative effects of having a change in head teacher, which was followed by increases in teacher turnover, reductions in pupil progress and further adverse inspection outcomes. All effects were small in size.

Whilst our analyses do not establish causal relationships, they revealed plausible chains of events that are consistent with the time series of data about schools. Taken together, negative Ofsted inspection outcomes can contribute modestly to a more challenging set of circumstances for schools. The school intervention models that investigated events following joining a MAT or having a new head teacher explained 21 per cent of the variation in 'less than good' grades from 2014 to 2018 for secondary schools, but just 14 per cent of the variation for primary schools. Clearly these changes do not fully account for the continuation of a less then good Ofsted judgement in subsequent years. There are other factors that influence "stuck" schools' low grades that we have not captured in our models, which indicate contributory factors rather than powerful drivers of inspection outcomes.

A potential mechanism that helps to explain the continuation of less than good grades over time was found in the qualitative case studies. Below good grades can carry a reputational damage that makes more difficult to improve. This reputational damage works as a slippery slope, as after receiving a below good grade, case study schools faced low staff and student morale, weak professional identity, difficult recruitment, lack of parental trust, among other challenges. 'Un-stuck' schools described how this reputation was longstanding and very difficult to change, even after receiving a good grade.

5.'Stuck' schools' trajectories are diverse and these differences matter, as most case studies schools contested and didn't identify with the metaphor of being 'stuck'

'Stuck' schools had different trajectories that mattered, as only schools with decreasing trajectories (last inspection 'inadequate') felt 'stuck', whilst those with stable (only grades RI) and mixed trajectories (latest inspection RI; RI and 'inadequate' before) perceived themselves as making progress in many areas despite facing multiple challenges. They constructed an alternative narrative of improvement (Eddy-Spicer, 2017) or positive Ofsted story (Bradbury and Homles, 2017). They focused on improvements on the overall grades, or improvements in the grades obtained in the sub-dimensions of the inspection framework. Only those with a decreasing trajectory (schools G and H), were broadly in line with the Ofsted definition of 'stuck' (Ofsted, 2020). Yet most of the 'stuck' case study schools contested and didn't identify with the metaphor of being 'stuck'.

6. According to Ofsted inspection reports, case study 'stuck' schools need primarily to improve their Outcomes/achievements/quality of education

The great majority of the overall grades received by 'stuck' case study schools were 3 (RI) (71%) and around a third (29%), obtained overall grades 4 (Inadequate). In every case, the overall effectiveness grade obtained by 'stuck' case study schools was identical to the grade obtained in the sub-dimension of Outcomes for pupils/achievements/quality

of education. Hence stakeholders described that the overall grade was strongly driven by test results obtained by their pupils.

Regarding 'Teaching, learning, quality of provision' and 'Leadership and management' sub-dimensions, less than a fifth (16%) and less than half (39%) were the same as the overall grade, respectively. Interestingly, only the sub-dimension 'Behaviour, personal development, wellbeing' was in most cases (53%) not only different, but better (Good or Requires Improvement) than the overall grade. However, some of the 'stuck' and 'un-stuck' case studies stressed that behaviour was a real problem so addressing it was a core part of their school improvement trajectory. Yet according to Ofsted, 'stuck' schools need to improve foremost Outcomes/achievements/standards; Teaching and learning/quality of education, and Leadership and Management, whereas Behaviour, personal development and wellbeing is evaluated relatively better.

7. Monitoring inspections and full inspections received by 'stuck' case study schools were arguably too frequent, variable and sometimes, inconsistent

Ofsted's differentiated, proportionate or risk-based inspection system allocates more frequent inspections to schools whose overall effectiveness is considered to be at risk of decline. Consequently, 'stuck' schools received too frequent Section 5 full inspections and Section 8 monitoring inspections over the period 2005-2021. This varied hugely, from three full inspections (schools D and school O) to six full inspections and ten monitoring inspections (school P). Some case study schools received up to four consecutive monitoring inspections in two years (schools L and P). Stakeholders described how too frequent Ofsted presence in the school represented over-surveillance, which did not give time to implement the required changes and made it more difficult to improve. *'As Ofsted is coming in every term, it's hard to, like, totally change the ship all at once. It is a morale, it's a vision, it's a consistency in teaching and learning within the school, within assessment, that you've got to kind of, like, over time develop'* ('Stuck' school H, decreasing, primary, maintained, North West, Head teacher). Many stakeholders also criticised monitoring inspections because they meant Ofsted scrutiny without an overall grade, which would allow them to get 'un-stuck'. Sometimes, monitoring inspections that identified that the school was taking effective action, was followed by an inadequate full inspection grade (schools C and G).

8. Many headteachers, teachers, and governors of 'stuck' and 'un-stuck' schools valued the role of Ofsted and other support received to improve

Many 'stuck' and 'un-stuck' school stakeholders valued the role of Ofsted in general and inspectors in particular. Many described the key role of the inspectorate as providing accountability at the system level, to inform parents, and support schools to improve the quality of education through detailed diagnosis. *'If we are talking in Ofsted terms if there have been any benefit for [school] from the Ofsted inspection framework? Yes there has, where it has acted as a genuine tool for school improvement in terms of the narrative judgements, there have been occasions undoubtedly that the inspectors have uncovered and helped us to understand what the school needs to do to improve (…) if it were in my gift, I am not one for abolition of Ofsted at all, I think we need to be held to account and I think it is important for parents that there is some mechanism by which they have an external*

validation of how well a school is doing' (Stuck school D, mixed, primary, academy, South East).

'Stuck' and 'un-stuck' schools valued the formal support received via LAs, MATs, Teaching Schools, advisories, etc. but also highlighted the key role of personal connections with inspectors, local schools, school improvement officers that trusted and supported them through time. They valued opportunities for professional relatedness, people with whom they could share good practice without feeling intimidated.

9. Some stakeholders raised concerns about the validity, reliability and fairness of inspections

a) Unfair comparisons and competition: stakeholders described how the accountability mechanisms that classify school performance into four groups based on test results and other data, have subjected them to high-stakes consequences - such as academy conversion and school closure- for not complying with the standards, without properly taking into account their context and the unequal playing field.

b) Statistical driven judgements: stakeholders described how inspections are informed by statistical data, which is inadequate to capture their improvements *'Sometimes children look like they've made no progress, whereas actually if you look at their work, if you talk to them, if you look at other pieces of evidence, you can see that they've made a huge amount of progress. Not necessarily data-wise, but in lots of other areas'* ('Stuck' school D, mixed, primary, academy, South East, Teacher).

c) Biased judgements: '*I think contextually Ofsted fails schools like ours quite regularly because of the lack of experience of inspectors. A lot of inspectors have never worked in a school like [school] where disadvantage, where pupil premium's 50 odd percent. If you've only worked in a leafy lane school where it's 15, 20%, can you really understand what it's like when 65% of our kids come from the 10% most deprived wards in the country? What are those challenges?* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher).

d) Unreliable inspection grades: some schools had inspection teams reinspecting them. As a result of the schools' appeal, inspectors ended up lowering their grades. This made them lose their confidence in the reliability of inspections.

e) Politicization of inspection: stakeholders expressed a belief that the academization agenda at the national level worked as a perverse incentive that made it more likely for maintained schools to receive an 'inadequate' grade. *'I almost feel like this was set up for us. So, with our Ofsted inspection when we got our inadequate, and I can't prove this, but I don't believe it's not true. They- It was almost like they wanted our school to become part of a multi-academy trust.' ('*Stuck' school C, mixed, secondary, academy, South West, Head teacher).

f) Narrow focus on subjects which inform inspection judgements: '*I think I'd rightly place an emphasis on English and maths alongside a good range of vocational opportunities for the children. So dance was important, drama, music, sport, ICT, you know with a view to getting children into suitable employment patterns in the future. What rather stymied that was when the accountability measures changed and a range of five good GCSEs with English and maths became the key measure and very quickly it became apparent the school was going to perform very poorly by those measures*' ('Stuck' school E, mixed, secondary, academy, South East, Teacher).

g) Limitations in the progress measures: stakeholders argued that the lack of Contextual Value-Added measures negatively impacts the way their progress is measured. *'There could be an acceptance that the primary measure of achievement should be a contextualised progress measure, from pupils' starting points. This is a political decision, and so is unlikely to happen'* ('Stuck' school H, decreasing, primary, maintained, North West, Local Authority representative).

h) Pre-conceived inspector's judgements: *'We felt the lead inspector had made his mind up already. He'd decided the judgement before he even walked through the door. His team were telling him otherwise, but he wouldn't have any of it'.* ('Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Head teacher).

i) Unacceptable behaviour from inspectors: although many school stakeholders said that inspections had been conducted by supportive inspectors, a minority reported experiences of rude or aggressive inspectors.

j) Bad inspection timing: stakeholders described how being inspected at the beginning of the school year negatively affected their outcome. '*Being so early in the academic year is really hard, in terms of the type of community we are, the importance of trust, and the relationships between the teachers and the children, it was very early (…) you've got newly qualified teachers, who are just embarking on their career, just establishing themselves with their class. And from that perspective, it felt we were up against it*' ('Un-stuck' school O, secondary, academy, Yorkshire & the Humber, Teacher).

10. 'Stuck' schools can get 'un-stuck' given the right time and support

The qualitative findings from the multi-site case study in 16 schools showed that 'stuck' schools can indeed get 'un-stuck' given the right time and support. The analysis of the six 'un-stuck' schools evidenced that no matter how long it took them, they were able to obtain a good inspection grade. On average, our small sample of 'un-stuck' schools took 9 years to receive a good grade, which varied between three full inspections over 6 years (school O) to twelve inspections (seven full and five monitor) over 13 years (school J). Overall, 'stuck' and 'un-stuck' case study school stakeholders thought that receiving a

less than good grade was not the cause of their difficulties but had a ripple effect that magnified their struggles and made more difficult to improve.

Policy recommendations

DfE should:

- Consider whether there is adequate support, including financial support, for 'stuck' schools, particularly 'stuck' secondary schools whose per-pupil funding is only marginally higher than other secondary schools. Given that funding is attached to pupil enrolment and 'stuck' schools are under subscribed, significantly increasing funding could help them become good.
- Help 'stuck' schools learn lessons from the experience of 'un-stuck' schools through creating networks and disseminating best practice guidance to successfully tackle similar challenging circumstances.
- Consider what more can be done to stabilize 'stuck' schools' staff. Reducing excessively high teacher turnover, including loss of key staff and governance changes needs to happen before the school can improve.
- Review the positive and negative impact of academization on 'stuck' schools to gain insights from the different experiences in primary compared to secondary schools.

Ofsted should:

- Ensure that inspectors are properly trained to understand the significance and implications of schools working in very challenging circumstances, and the positive role they can play to support schools in their improvement journey.
- Consider what other positive support can be given to 'stuck' schools to assist in their improvement journey, including linking them with schools that have become 'un-stuck' or those that have specific expertise in areas that are core challenges, such as supporting children with EAL and/or refugee backgrounds.
- Revise the cycles of full section 5 inspections and monitoring section 8 inspections in order to give time to implement improvements. Avoid: a) transforming monitoring into too frequent inspections and over-surveillance; b) too much variation in the number of inspections and across inspectors; and c) providing false hope in monitoring inspections.
- Consider what changes in inspection can be implemented -for example removing overall grades- to avoid the detrimental effect that a series of below good Ofsted grades is having on school improvement, especially for schools working in challenging circumstances such as 'stuck' schools.

INTRODUCTION

The emergence of 'stuck' schools

In its 2017 Annual Report, Ofsted first highlighted a set of schools that had been judged as 'requires improvement', 'satisfactory' or 'inadequate' in every inspection over the period from September 2005 to August 2017. In January 2020, a follow-up qualitative case study report entitled 'Fight or flight? How "Stuck" schools are overcoming isolation', argued that 'stuck' schools need more targeted assistance, following more thorough and detailed inspections that are not tied to overall grades (Ofsted, 2020).

Ofsted already implements a differentiated, proportionate or a risk-based inspection system that allocates more frequent inspections to schools whose overall effectiveness is considered to be at risk of decline (Roberts and Hill, 2021; Ofsted, 2022). In practice, Ofsted closely monitors 'stuck' schools through the combination of two types of inspections. Section 5 inspections -also known as full inspections- are administered under Section 5 of the 2005 Education Act and rate schools' overall effectiveness with a 4-point scale: 1 (Outstanding), 2 (Good), 3 (Satisfactory or Require Improvement since 2012) and 4 (Inadequate).

While Section 5 inspections can take place frequently in schools causing concern (those judged to be Inadequate or under special measures or graded 4), Ofsted also conducts in 'stuck' schools frequent Section 8 inspections -also known as monitoring inspections or monitoring visits- under the Section 8 of the 2005 Education Act. If a school receives more than one consecutive require improvement overall grade (grade 3), it can be subjected to monitoring inspections. Although monitoring inspections are not tied to overall grades, they can trigger or be transformed into Section 5 inspections if inspectors find serious causes for concern (or reasons to be very confident) that the school is taking effective action or has made satisfactory progress towards becoming good (Ofsted, 2022). Hence, it is clear how in practice a system intending to support school improvement through continuous inspections, can turn into over-surveillance.

This report presents the results of the mixed-methods two-year research project "Stuck' schools: Can below good Ofsted inspections prevent sustainable improvement?', funded by the Nuffield Foundation. Whist the multi-site case study we present is similar in scale to the one undertaken by Ofsted, our mixed-methods methodology is more robust and expands Ofsted work by combining quantitative and qualitative methods to better understand patterns of change over time and stakeholders' experiences in 'stuck' schools and their comparison group. Its results are timely, as the question of how to solve the stubborn underperformance of around 580 schools in England is high on the government's agenda. The Schools White Paper 'Opportunity for All: Strong schools with great teachers for your child' sets out the government's plans over the coming years, with strategies to address schools with successive 'requires improvement' (RI) grades (HM Government, 2022).

Aims of the study

This study aims to inform policy making to drive school improvement by developing a detailed picture of 'stuck' schools. In doing so we hope to inform the work of Ofsted,

the Department for Education, school improvement partners, Local Authorities, academies, and schools with consistent below good inspection grades as they consider school improvement plans and interventions.

Our study complements and expands the knowledge-base by providing a robust account of the conditions associated with persistently failing Ofsted inspections.

Research questions

The overarching research question addresses the issue of whether a persistently low Ofsted rating can act as a barrier for change. In other words, 'Can a series of below good Ofsted judgments prevent sustainable improvement?' We further explore the main research question by answering the following five research sub-questions:

1. What are the characteristics of 'stuck' schools?
   - How do 'stuck' schools differ from other schools?
   - What is their profile in terms of location, governance, pupil demographics, pupil mobility, grade differentials compared with neighbouring schools, teacher turnover, and school finance?
   - How distinctive are 'stuck' schools and are they unique?
   - Do they start off similar to other schools but then diverge?
   - Is there a combination of characteristics that is common amongst 'stuck' schools that is not found in other schools?
   - If 'stuck' schools are not a natural cluster, distinct from other schools, are they overrepresented in one or more clusters and underrepresented in others?

2.What factors have contributed to the 'stuck' schools' pattern of lack of change or decline?
   - Do school competition processes contribute to prolonged underperformance by schools?
   - Do pupils and teachers leaving schools, the deprivation and academic results of the pupil intake, and the presence of neighbouring schools with better Ofsted grades play a role in becoming 'stuck'?
   - Do school improvement interventions contribute to long-term underperformance?
   - Does joining a multi-academy trust or experiencing a change of head teacher have knock-on effects that contribute to 'stuckness'?

3.How is the overall judgement of 'require improvement' and 'inadequate' related to judgements of underlying indicators in the current and previous Ofsted frameworks?

4.How do headteachers, teachers, and governors of 'stuck' schools perceive the validity and fairness of Ofsted inspections?

5.What are 'stuck' schools' stakeholders' views on how inspections can support change of their schools?

Sample: modified definition of 'stuck' Schools

Ofsted's current definition of 'stuck' schools as those which were continually judged to be less than good for all inspections from September 2016 to August 2019 set a minimum of 4 inspections over that period to be counted in the list of schools that is now termed 'stuck'.

In our quantitative analyses, we adopted a modified definition of 'stuck' status, in order to better reflect the changes to school structures undertaken as part of school improvement by restoring the complete history of each current school's predecessors, as described below.

Time Period

A date range of Sep 2005 to Aug 2018 is used to cover the complete period of the 2005 and 2012 inspection frameworks. This comprises the same number of inspection years as Ofsted's later analysis, albeit starting and finishing one year earlier. We decided not to include more recent data because this would take us a short way into the current 2019 Inspection Framework introducing greater complexity to the interpretation but not enabling a substantive analysis of the new framework, as only the first year of its inspections could have been included. Additionally, since the onset of the Covid 19 pandemic, school inspections have been substantially disrupted.

Definition of 'a school'

We decided to re-link all predecessor school identities (a school on the same site may have changed names and unique reference numbers over time), whether or not changes in identity were a result of academisation. During our preliminary analysis it became clear that defining schools simply by re-linking the records of schools that had changed their identity due to academisation processes is insufficient to capture the full range of structural responses to underperformance over the full period from 2005 to 2018.

Prior to the introduction of academisation many schools had already changed their identity and leadership through mergers and other re-organisations. We encountered significant numbers of complex historical merger and de-merger structures in which school identities have changed over the years - sometimes in combination with academy changes, but often independently of these - both before and during the academies era.

An example of non-academy structural change would be where an infant and junior school pair have merged, a second infant and junior pair in the same local area have merged either at the same time or later, and subsequently the two resulting age 4-11 primaries have then merged into a larger primary at a later date. These sorts of structural changes also occur among secondary schools and special schools, and some of the most complex merger histories are found among alternative provision schools.

The concept of school improvement by re-organisation that is often associated with the academies programme was not a new one at the time of that programme's introduction. Our quantitative analysis has confirmed that the programme is, rather, an evolution from previous school re-organisation practices. This extended the existing

concept of leadership and school governor changes to encompass new autonomous school groups, independent from local authorities. We relinked all unique reference numbers that were associated with one another including where multiple predecessors were merged into a single successor as well as simple one-to-one changes.

The scope and complexity of school re-organisation from 2005 to 2018 is illustrated in Figure 1.1 in Appendix 1. For example, 60 schools had four different identities based on the same site or nearby with the same post code. At the extreme, five schools each had eight or more previous identities based across four or more different sites. The re-organisation depicted in Figure 1.1 goes beyond the conversion or brokering of academies among different trusts, with over 700 schools that had merged from two or more sites.

Minimum Number of Inspections

We adopted a minimum number of section 5 inspections criterion of three or more over the 2005 to 2018 period to ensure that the underperformance we are capturing is meaningfully 'continuous' and that schools that permanently closed or newly opened during the period were only identified as 'stuck' where they had three inspections or more on which to base this judgement.

We differ from Ofsted's criterion of at least four section 5 inspections because preliminary analysis highlighted a limitation of requiring more inspections. Because of the tendency for schools with lower Ofsted grades to permanently close without a successor, applying restrictions to the number of inspections has the effect of 'cleansing' the analysis of some of the schools with the lowest recent academic progress measures.

We decided that it was preferable to use a criterion of three or more inspections in order to balance the interests of meaningful continuity in the definition of 'long-term' underperformance according to their Ofsted grade history, and of including more of those schools that our separate preliminary analysis found to have the most serious underperformance according to performance measures of academic progress.

The preliminary analysis that identified the risk of excluding schools with the lowest recent performance is illustrated in Figure 1.2 in Appendix 1.

Defining the Inspection History Within Merged Schools

The inclusion of mergers within the analysis means that the history of inspection judgements for each merged school had to be simplified to reveal where the current school identity is 'stuck' after accounting for the lowest grade within its predecessors at each point in time. This analysis of the 'weakest link' as at any given year enables us to see where underperformance has persisted from one or more predecessors into a merged successor.

Resulting List of 'stuck' Schools and Other Related Groups

Definition of stuck schools
Schools continuously judged to be less than good: grades 3 ('satisfactory' or 'requires improvement') or 4 ('inadequate') for the period from September 2005 to August 2018 in a minimum of three inspections, including inspections of predecessor schools from all mergers and academy changes.

Our definition above identified 580 'stuck' schools. Of these 580, 329 were primary schools, 225 were secondary or middle-deemed-secondary schools, eight were all-through schools and 18 were non-mainstream schools.

The following related groups were defined:

- A subset of 113 'always 3' schools received exclusively grade 3 ('satisfactory' or 'requires improvement') over three or more inspections from 2005 to 2018. Of these 113, 73 were primary schools, 35 were secondary or middle-deemed-secondary schools, one was an all-though school and four were non-mainstream schools.

Only three 'always 4' 'stuck' schools existed that received 'inadequate' judgements at least three times from 2005 to 2018. These had all permanently closed with no successors by 2018. Relaxing the requirement for a minimum of three inspections, a further 16 schools remained open to 2018 but had only 'inadequate' grades, but of these 15 had just a single inspection within the period and one had two inspections. These were new provision.

METHODOLOGY

Sequential Explanatory Mixed Methods Design (SEMMD)

To answer the main research question and five sub-questions, we conducted a Sequential Explanatory Mixed Methods Design (SEMMD) (Creswell and Creswell, 2017). Phase one answered sub-research questions 1 and 2 using quantitative methods. Phase two answered sub-research questions 3, 4 and 5 using qualitative methods. We combined both phases by sampling the case studies from the 580 'stuck' schools identified in Phase one.

Phase one: quantitative analysis

Aims of quantitative analysis

The aims of the quantitative analysis were to understand how 'stuck' schools differ from other schools and whether they were unique, whether they were part of a statistical cluster or clusters that were distinct from other schools, and what occurred over time that explained why they remained 'stuck'.

Data and sampling

We captured patterns in school performance, student and staff profile, and school context by creating a bespoke dataset to capture a time series of information about schools stretching from 2005 to 2018 and incorporating every inspection that took place over this period. In addition to Ofsted's management information data about inspection outcomes, we incorporated the following data sources into our dataset:

- Get Information About Schools contains historical and current data for all schools including those that have closed, and we used this to establish which schools had merged or changed identity and membership of school groups including multi-academy trusts including dates of joining each group. This dataset also gives information about school location and governance structures, phases and types used to classify schools.
- The National Pupil Database School Census contains data about the pupils enrolled at each school including demographic details, additional needs, changes in enrolment over time, and distances from pupils' home addresses to their current and nearest schools. We also use this information combined with Ofsted inspection judgements to construct a measure of school grade differentials from neighbouring schools.
- The School Performance Tables provide measures of attainment and value-added pupil progress at ages 11 (key stage 2) and 16 (key stage 4) that are used in school accountability and form part of the data used by Ofsted to inform lines of inquiry in its inspections.
- The School Workforce Census includes details of teachers and leaders that have worked in state-funded schools since 2010. We use these data to construct cumulative measures of teacher turnover for each school and to flag when the head teacher of a school has changed.
- Consistent Financial Reporting data for local authority schools and Academies Accounts Return data for academies contain details of each school's income and expenditure on a consistent basis for each year since 2013 and information

about multi-academy trust's spending on behalf of their schools using funds they have top-sliced from school funding.

All of the data we used have been restructured to fit the school definition described above, creating a unified time series for each variable that can be analysed according to the inspection point (i.e. at the time of the first inspection, the second inspection, etc.) or for any given year within our analysis period of 2005 to 2018.

Where mergers have taken place, we recreate a historical time series accounting for all predecessor schools which are recorded as part of the 'school' by September 2018. For example, we merge the free school meals data such that we have for each year a percentage of pupils eligible for free school meals that includes pupils across all relevant predecessor schools.

This data structure enables us to answer questions about the history and progression of the school over time without losing information about parts of what is now considered as one school.

Full details of the variables we analyse are given in Box 1 at the beginning of the next section.

Analysis

The data was analysed applying three quantitative analyses. Firstly, propensity score matching (PSM) to 1) select a sample of schools that were comparable to the 580 'stuck' schools and 2) to understand potential differences between the two groups and how they come to vary over time. Secondly, we implemented cluster analysis to understand if there were typical sets of schools in the data, and if our group of 'stuck' schools was overrepresented in one of the clusters and can be distinguished on other data and features than the Ofsted classification, or whether they were a more heterogeneous group. Thirdly, we implemented path analysis with the number of inspections for which each school has been judged less than good to understand the patterns of decline or resistance to change over time.

Phase two: qualitative analysis

Aims of qualitative analysis

The aim of the qualitative multi-site case study is to understand the lived experiences of stakeholders by listening to participants' voices (Cohen et al., 2017). By listening to stakeholders' voices, a novel way of approaching a matter of public policy is developed (Bacchi, 2012). The qualitative multi-site case study was oriented to unpack the meanings and gain an understanding of the nature and form of phenomena. In this sense, 'stuck' and their comparison 'un-stuck' schools' stakeholders are well positioned to comment on the phenomenon of continuous underperformance. Their lived experiences may help to understand the ways in which inspection itself can play a role when explaining these trajectories.

We implemented a multi-site case study (Walker, 1980) as the focus was on showing similarities and differences among the cases located in different contexts (Maxwell and Chmiel, 2014). The strength of this qualitative method is that it presents the perceived

complexity of each case's context, and it is useful to obtain in-depth information relating to issues and events in their natural background (Crowe et al, 2011).

Data and sampling

In order to gain an understanding of the phenomenon of 'stuckness' in our qualitative analyses, we used as information source the population formed by 580 'stuck' schools identified in Phase one. From this population, we selected a criterion based or purposive sample (Patton, 2002; Ritchie, Lewis and Elam, 2003). From those schools willing to take part in the multi-site case study, we made sure that enough variation across inspection trajectory, level, type and regional locations was included. In order to ensure a diverse representation of cases, we chose 10 'stuck' and 6 'un-stuck' comparison schools based on the following criteria:

- Different school inspection trajectories as it was hypothesised that the last inspection grade may influence the schools' current narrative: a) Mixed: latest inspection grade 3; grade 3 and 4 over the last decade; b) Stable: only grades 3 over the last decade in every inspection; c) Decreasing: latest inspection grade 4
- Level: Primary and Secondary schools
- Type: Maintained schools and Academies
- Different regional locations: South West, South East, North East, Yorkshire and the Humber, North West, East Midlands and London, as these locations are salient for the subject under scrutiny.

Table 1: Sample matrix by schools' inspection trajectory, level, type and regional location

Trajectory	Case study school	Level	Type	Regional location
Stable (Only grades 3)	School A	Primary	Maintained	East Midlands
Mixed (Latest inspection grade 3; previous grades 3 and 4)	School B	Primary	Academy	South West
	School C	Secondary	Academy	South West
	School D	Primary	Academy	South East
	School E	Secondary	Academy	South East
	School F	Secondary	Academy	Yorkshire & the Humber
	School L	Secondary	Academy	South East
	School P	Secondary	Maintained	Yorkshire & the Humber
Decreasing (Latest inspection grade 4)	School G	Primary	Academy	East Midlands
	School H	Primary	Maintained	North West
'Un-stuck' (Latest inspection grade 2; previously 'stuck' school	School I	Primary	Maintained	Yorkshire & the Humber
	School J	Primary	Academy	North West
	School K	Secondary	Academy	Yorkshire & the Humber

	School M	Primary	Academy	Yorkshire & the Humber
	School N	Secondary	Academy	London
	School O	Secondary	Academy	Yorkshire & the Humber

We identified 10 'stuck' schools (five 'stuck' primary schools and five 'stuck' secondary schools). We further defined the comparison 'un-stuck' group. Whilst 'stuck' schools inspected between 2019 and 2021 under the new inspection framework were confirmed as 'stuck', the 'un-stuck' group were 'stuck' from 2005 to 2018 but received a good inspection grade between 2019 and 2021. From those willing to take part, we prioritized variation across schools' inspection trajectory, level, type and regional location. In this way, we were able to compare like with like, and learn from the valuable perspective of those schools that confirmed with their example that 'stuck' schools can become 'un-stuck'. We identified six comparison 'un-stuck' schools (three comparison 'un-stuck' primary schools and three comparison 'un-stuck' secondary schools).

As detailed in Table 1 (the multi-site case study sample is formed by 16 schools: 10 'stuck' schools and 6 comparison 'un-stuck' schools. Overall, eight are primaries and eight secondaries. Four are maintained, and twelve are academies. Six are located in the Yorkshire & the Humber, three in the South East, two in the South West, two in the North West, two in the East Midlands, and one in London. Although all case study schools are located in different towns and cities, in order to protect their anonymity, we report only their regional location.

Data collection
The multi-site case study with 16 schools combined two data collection methods.

Historic document analysis
We analysed the documents to reconstruct historically the trajectory of change and inspection timeline for each case study. More precisely, we analysed 166 documents (122 Ofsted inspection reports and 44 documents and websites provided by case study schools) (See Table 2, to reconstruct the trajectory of change and inspection timeline for each case study. For each case study, the background (school type and location, student composition, head teacher change, 3-year teacher turnover and number of pupils) was detailed. Then, the trajectory of change was specified through the school timeline and a description of the schools' inspection trajectory.

Inductive approach to interviews and focus groups
In each case study we collected qualitative data through semi-structured interviews and focus groups as means to obtain in-depth information about stakeholders' perspectives. We conducted 56 interviews and focus groups with headteachers, teachers, and governors (longest in post) to understand the lived experiences of what being 'stuck' means for schools' stakeholders, the factors that seem to have influenced school improvement efforts, and the types of challenges they are facing. These were audio recorded and transcribed verbatim for the analysis.

Table 2: Qualitative data collection by case study schools

Type	Case study school	Inspection reports	School documents and websites	Interviews and focus groups
'Stuck' schools	School A	10	5	5
	School B	7	1	1
	School C	9	11	3
	School D	3	1	2
	School E	5	1	5
	School F	5	1	4
	School L	12	1	5
	School P	16	1	3
	School G	7	1	4
	School H	8	2	2
	Subtotal	82	25	34
'Unstuck' schools	School I	9	1	4
	School J	12	1	4
	School K	6	3	4
	School M	5	3	3
	School N	5	1	4
	School O	3	1	3
	Subtotal	40	10	22
	TOTAL	122	44	56

In each interview and focus group, we presented the school timeline to stakeholders and asked them to explain and reflect on it. This allowed us to collect a description of the school stakeholders' views on their trajectory and the external support provided. We explored whether and how the classifications of Requires Improvement and Inadequate have positively and negatively affected improvement of schools, and how headteachers, teachers, and governors perceive the validity and fairness of their Ofsted inspections.

Analysis

We analysed the interviews and focus groups by taking an inductive approach to build an interpretation based on constant comparisons between the different sources. The procedure consisted in breaking down the transcriptions into smaller pieces of information and comparing the pieces for similarities and differences before regrouping them under emerging themes and categories (Silverman, 2016). We coded the data using NVivo software.

In order to answer the research questions, we also implemented intra-case analysis (within schools), followed by inter-case analysis (between schools) (Miles, Huberman and Saldaña, 2014). We did this by an iterative process of categorizing and connecting

data in order to understand how the data relate and interact with each other (Silverman, 2016). We then grouped segments of the descriptive data using organizational categories or topics (Maxwell and Chmiel, 2014), such as 'school background' and 'school views on their inspection trajectory'.

Triangulation

To improve the validity and reliability of the multi-site case study, method, data source and investigator triangulation were implemented (Patton, 1999). Interviews, focus groups and document analysis were conducted to achieve method triangulation. Data source triangulation was obtained by collecting qualitative data from more than one type of participant: interviews and focus groups were conducted with Senior Leadership Team (SLT) members, teachers and governors in order to include multi-angle and diverse perspectives (Carter et al., 2014). Meanwhile, investigator triangulation was attained through the involvement of the three researchers in all the phases of the case studies, discussing its sampling, data collection methods and preliminary findings. This provided multiple perspectives as well as adding breadth to our work.

FINDINGS

This section presents the findings organized by the research questions.

Phase one: Quantitative findings

Research question 1: What are the characteristics of 'stuck' schools?: descriptive statistics

In this section we report descriptive statistics for the 'stuck' schools and other comparison groups as a first step to understanding what is different about 'stuck' schools, beyond their history of 'less than good' inspection grades. Box 1 describes the measures used in the analysis and how the data have been structured. Some Figures corresponding to the description of findings are incorporated within this section, others can be viewed in Appendix 1.

Box 1: School Factors

Probability of an Inspection

The probability of being inspected in a particular school year, calculated as the percentage of schools that were inspected in each year.

The probability of an inspection will vary by school and is expected to (in addition to its own past performance) be a function of Ofsted's budget and priorities. As a result, the extent to which stuck schools are prioritised over other schools for reinspection may vary.

School Location Population Density

The ONS urban / rural classification for the location of each school.

Schools are located in areas of greater or lesser population density. The ONS urban / rural classification categorises locations into the following six groups, ordered from the least to the greatest population size and density: rural hamlet; rural village; rural town and fringe; urban city and town; urban minor conurbation; and urban major conurbation.

Multi-Site Schools

A binary indicator of whether the school and its predecessors have occupied more than one postcode or not according to the GIAS school links dataset published by DfE.

Due to the structure of school systems in different parts of England, and changes to those structures locally or according to school improvement policies over the years, some schools operate from more than one physical site and more rarely these are spread over different postcodes, rather than situated within the same postcode. This is often an indicator of structural changes to the school system such as amalgamations and mergers of previously separately managed schools, and can also reflect historical school improvement restructuring efforts.

School Governance Changes

Binary indicators of whether each school has joined a particular type of school group in each year.

We use the GIAS published dataset of school group links to identify when schools have changed group over time, by which we man that they have joined a school group such as a multi-academy trust (MAT), become a stand-alone academy, or changed from one group to another through 're-brokering'. For secondary schools, where this re-organisation is more advanced, we also provide breakdowns according to the different types of group that schools joined, including multi-academy trusts (MATs), MATs that are associated with a diocese, school trusts, and single-academy trusts established by schools that convert to academy status, thus changing their governance, but do not join a group of other schools.

Box 1 continued…: School Factors

School Intake Deprivation

Percentage of school's intake year group that were eligible for free school meals; median IDACI score of neighbourhood deprivation for pupils in intake year group.

We use free school meals eligibility data from the School Census, and we supplement this with neighbourhood IDACI data matched to pupils' residential neighbourhoods at lower super output area level. The IDACI data give a sense of collective residential deprivation which complements the individual deprivation information proxied by free school meal eligibility.

SEND provision Among the School Intake

Percentage of school's intake year group recorded with SEND school support; percentage of school's intake year group recorded with an Education, Health and Care Plan.

We use the School Census data capturing the recorded SEND status of pupils each year to create measures of SEND prevalence for the school intake year group. SEND at the 'school support' level is assessed and supported by the school. Education, Health and Care Plans (formerly known as statements of SEND) are determined and funded by the local authority and indicate a higher level of need; they may require the school to provide certain types and frequencies of support for the named child and their contents establish a legal right to support.

Ethnicity and EAL Among the School Intake

Percentage of the intake year group that belongs to a low-attaining ethnic group; percentage of the intake year group that speaks English as an additional language.

We simplify the complex and important issue of ethnic composition by grouping together six ethnic groups that have consistently experienced average attainment below that of White British pupils over the course of the period analysed from 2005 to 2018. These 'low-attaining' ethnic groups are as follows: Gypsy / Romany; Traveller of Irish Heritage; Black Caribbean; Mixed White and Black Caribbean; Other Black Background (i.e. not Caribbean or African); and Pakistani. The proportion of the school intake year that ascribes to one of these ethnic groups is calculated from the School Census dataset for each school and each year.

The proportion of children in the school intake year recorded with English as an Additional Language (EAL) in each school for each year is calculated from the School Census dataset. We look at each pupil's entire history of recorded EAL status and treat children who were ever recorded with EAL as continuing to have EAL. This is because schools are inconsistent in recording the status of children; in some cases they continue to record children as EAL for as long as they believe that the child needs support with their English language proficiency; in other cases the status of EAL is only maintained for the first three years after the child arrives at the school or within the school system because additional funding for EAL is restricted to three years in duration for each child.

Box 1 continued…: School Factors

Pupil Mobility (entries and exits outside of joining and leaving points)

Percentage of pupils who joined the school roll after the school's standard starting age; Percentage of pupils who left the school roll before the school's standard leaving age.

We use the school enrolment status of pupils in the School Census to calculate the proportion of children who joined or left the school roll, for any reason, after the school's intake point. This includes children moving between schools due to house and job moves, parental preference, or problems with learning, behaviour or peer relations that result in a 'fresh start' at a new school through various official processes such as managed moves and exclusions. This also includes children joining having arrived from elsewhere in the UK or overseas; or moving from the independent or non-mainstream sectors or from home schooling into a mainstream school.

Ofsted grade differential from neighbouring schools

The number of Ofsted grades difference between the school and the average of its 10 nearest neighbours.

We measure the relative position of the school in Ofsted grades by calculating the difference in Ofsted grade between each school and its 10 nearest competing schools. First, the nearest school that admits children of the relevant age and gender is determined for each pupil; then the numbers of pupils with each neighbouring school as their nearest are computed and the ten schools with the highest number are selected as the nearest competing schools. The difference in competition between each school and its 10 nearest competitors is measured in units of Ofsted grades.

Teacher and Head Teacher Turnover

Percentage of teachers that left the school since the previous year (annual turnover); percentage of teachers that left in the last 3 years (3-year cumulative turnover); percentage of teachers that left in the last 5 years (5-year cumulative turnover); binary indicator of whether the head teacher changed in the last year.

We use the School Workforce Census to calculate turnover as a percentage of the teachers working in each school, over three different time periods: the first is annual turnover measuring teachers leaving the school from one year to the next; the second is 3-year cumulative turnover, measuring the total percentage of teachers who had left over this longer period; and the third is 5-year cumulative turnover calculated similarly over five-year periods. These data are available from 2010 onwards. For head teachers, only the single-year annual turnover is used as most schools have a single head teacher in charge.

The chances of facing an inspection varied in different years according to Ofsted's, policies and budgets and the years in which most inspections took place were the same for both 'stuck' and not-'stuck' schools. There were increases in inspections in 2007 and 2013 and in each case the chances of inspection rose more sharply for 'stuck' schools as Ofsted prioritised its caseload. There was a peak in inspections for 'stuck' schools only in 2017 which was the year on which Ofsted reported in its annual report that first introduced the concept of 'intractable'/'stuck' schools.

1.1 What is 'stuck' school profile in terms of location, governance, pupil demographics, pupil mobility, grade differentials compared with neighbouring schools, teacher turnover, and school finance?

School Location: Population Density
'Stuck' schools were disproportionately common in urban cities and towns, and in urban minor conurbations, revealing a concentration of longstanding school improvement issues in middle-sized communities. By contrast, 'stuck' schools were less likely to be found in rural hamlets and villages, and in the largest urban conurbations, than other schools. Urban major conurbations still accounted for almost one quarter of primary (KS2) 'stuck' schools and one third of secondary (KS4) 'stuck' schools, but this was simply due to the large numbers of *all* schools located in the most densely populated areas.

Multi-Site Schools (Across Different Postcodes) 'Stuck' KS2 schools were more than twice as likely to be located on multiple sites (with different postcodes) compared with other KS2 schools. The difference in multi-site locations was even larger for secondary (KS4) 'stuck' schools.

Change of School Group
As we would expect in light of government policy for schools deemed to be under-performing, there was a large difference in the volume of governance changes – where schools have joined a school group such as a multi-academy trust (MAT), become a stand-alone academy, or changed from one group to another through 're-brokering'.

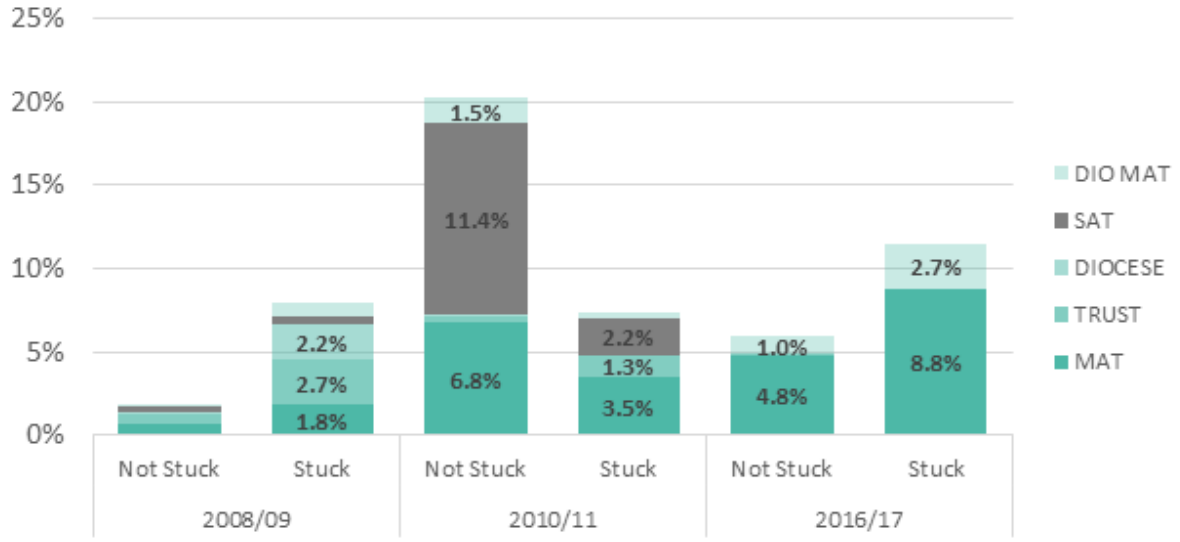
This difference between 'stuck' and other schools was especially marked for KS2 schools, where governance group changes accounted for almost all 'stuck' schools, compared with under 40 per cent of other schools. The vast majority of these changes involved a school leaving local authority status to join a MAT.

At KS4, academisation and other forms of school networks are more advanced, having begun earlier in the academies programme. This meant that group membership changes accounted for almost 4 in 10 not-'stuck' schools in addition to all 'stuck' schools. In fact, some secondary 'stuck' schools had changed school groups more than once resulting in the number of governance changes exceeding 100 per cent of the number of 'stuck' schools.

Among secondary schools there were a greater variety of different types of governance arrangements and changes between these. Figure 2.4c illustrates this complexity,

showing the breakdown of the most common types of school groups that were joined by schools in three selected years from our period of interest.

Figure 2.4c: KS4 Schools that Joined a Group, by Type of Group, in Three Selected Years



In 2008/09, a mixture of MATs, School Trusts and Diocese accounted for most of the school groups joined by secondary schools and these changes were heavily concentrated among 'stuck' schools as the academisation programme began to accelerate.

By 2011, following the Academies Act of 2010, schools judged to have good performance were permitted to form single academy trusts and become 'converter academies' going it alone under their own governance. Most of the school group changes in this year were among not-'stuck' schools as converter academies took off and MATs sought to incorporate a more mixed portfolio of schools.

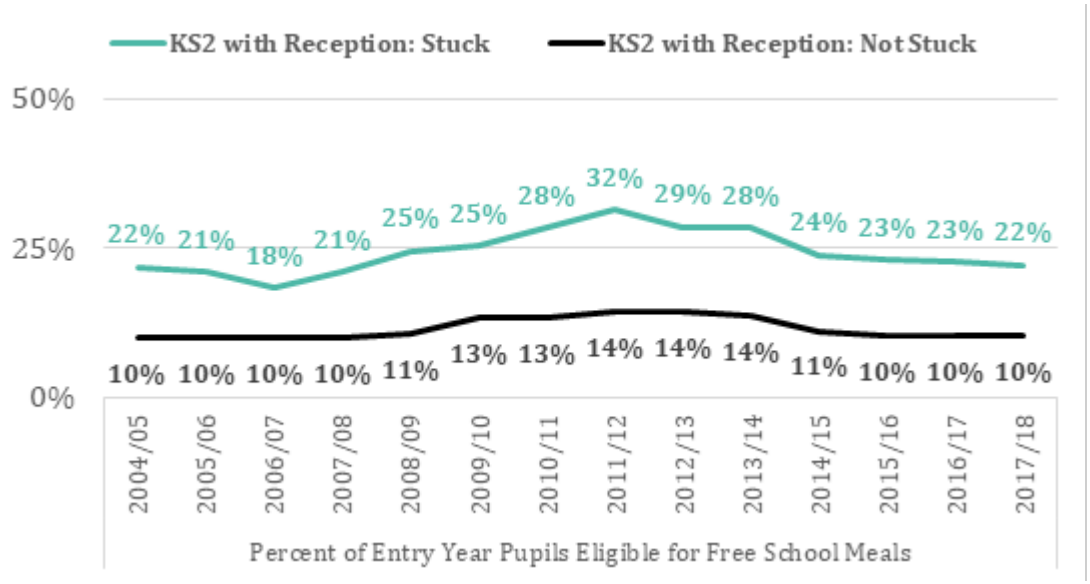
By 2017, 'stuck' schools once again dominated the school group changes as the focus of the programme had once again shifted towards low-performing schools after the wave of converter academies had waned, although other schools continued to change groups in lower numbers. Most of these moves were secondary schools joining MATs, including increasing numbers joining MATs associated with a Diocese.

Deprivation of the Pupil Intake

As is the case for all inspection outcomes, 'stuck' status is strongly associated with school deprivation, both in terms of the proportion of pupils who are eligible for free school meals (FSM) and in terms of IDACI neighbourhood deprivation scores.

For KS2 schools in particular, Figures 2.5a-b show that when FSM rates for children entering primary school rose following the financial crisis, 'stuck' schools were more affected by this increase in deprivation than other schools, although these other schools also saw increases in FSM eligibility to a lesser extent. This pattern of FSM eligibility tells us that 'stuck' schools have greater exposure to societal changes in deprivation levels than other schools.

Figure 2.5a: Median Free School Meal eligibility in the primary reception year group



Neighbourhood deprivation scores – which reflect the proportion of families with children living in poverty, based on the residential neighbourhoods where pupils in each school's intake year group live- were higher for 'stuck' schools but were broadly stable over the period from 2005 to 2018.2 This was the case for both primary and secondary schools, whether 'stuck' or not. The pupil intake of 'stuck' schools face levels of neighbourhood deprivation that are around one third higher than those experienced by the pupil intakes of other not-'stuck' schools.

Recorded Special Needs Among the Pupil Intake

The policy climate around school support changed following Ofsted's 2010 SEND report 'A statement is not enough', one of the conclusions of which was that too many children were being recorded at the lowest level of SEND support, then known as 'School Action'. That group previously recorded with SEND at School Action level was effectively abolished by the new 2014 SEND Code of Practice, with only 'School Support' remaining and largely taking the place of what was previously the higher level of school support, known as 'School Action Plus'.

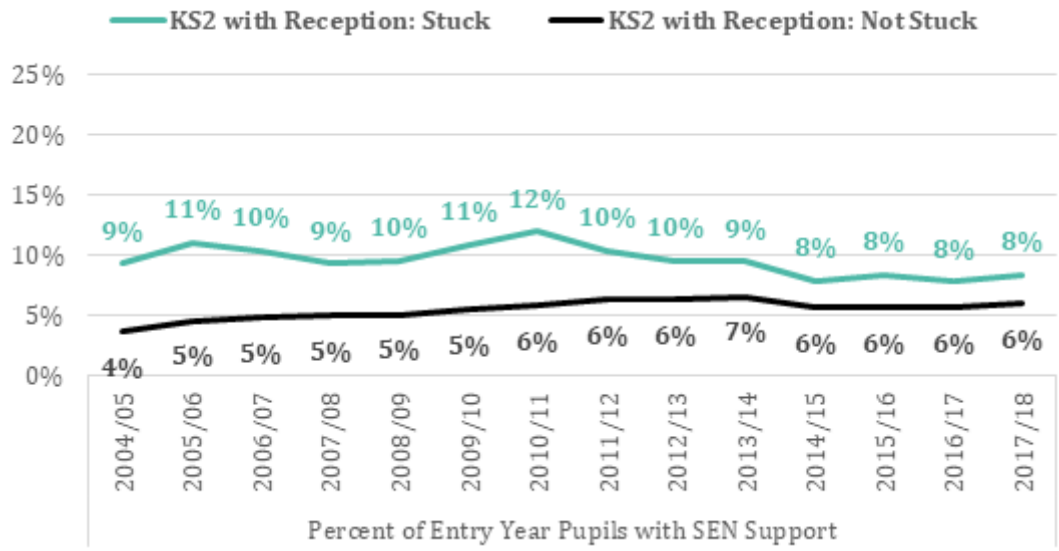
It is difficult to say what, if anything, changed on the ground for the children previously recorded as having SEND at School Action Plus level, but the expectation and policy impetus for schools to intervene in their learning through a rights-based special needs and disabilities lens was removed.

A striking pattern of SEND provision and trends in the proportion of the intake with recorded needs appears for 'stuck' schools. Firstly, KS2 'stuck' schools have higher rates of children registered for school support for SEND than other schools. This is not

[2] IDACI neighbourhood deprivation is less sensitive to changes over time than FSM eligibility because the score for each neighbourhood is updated every few years and not on an annual basis, so it is a lagging measure that is most accurate when it is updated but then becomes less so until the next update. Therefore, shifts in deprivation within individual neighbourhoods often only appear after a lag depending on when they take place and when the index is updated.

surprising given their deprivation profile. Mirroring the pattern seen for FSM eligibility, the rate of school support in the reception year groups of 'stuck' schools initially rose then peaked before reducing by one third over the seven years to 2018. However, the peak in school support for SEND came a year earlier than the peak in FSM eligibility.

Figure 2.6a: Median SEND school support rate in the primary reception year group



Most of the decreases in recorded SEND –in later years were concentrated among the 'stuck' schools. It is apparent that these schools are heavily exposed to policy changes and trends in underlying need.

The rate of children with SEND plans in reception year groups in not-'stuck' schools remained stable at around 3.3 per cent over most the period from 2005 to 2018. 'Stuck' schools began the period with higher rates of SEND plans in the reception year group, as might be expected. After some instability from 2005 to 2007, these gradually fell from 3.8 per cent in 2008 to 3.3 per cent in 2013, and closely tracked the rate in not-'stuck' schools from then until 2018.

The reduction in reception year SEND plans among 'stuck' schools may reflect deliberate choices to place children with greater SEND needs in 'stronger' schools. If this was the case it could be a positive outcome for those children, but it raises the question of how much school choice was available to the children who did attend the 'stuck' schools, and what are the ethics of designing a system that drains funding from weaker schools while still requiring that some children attend them due to lack of an alternative place.

While SEND plans reduced, the percentage of children registered for school support in 'stuck' schools remained buoyant until 2011, with many vulnerable children not benefiting from the ticket to a 'better' school conferred by an EHCP with a named school known to meet their needs. In the meantime, some resources ring-fenced for SEND plans drained from 'stuck' schools while they still retained greater proportions of children which they deemed to have SEND at the lower, and less generously funded, school support level.

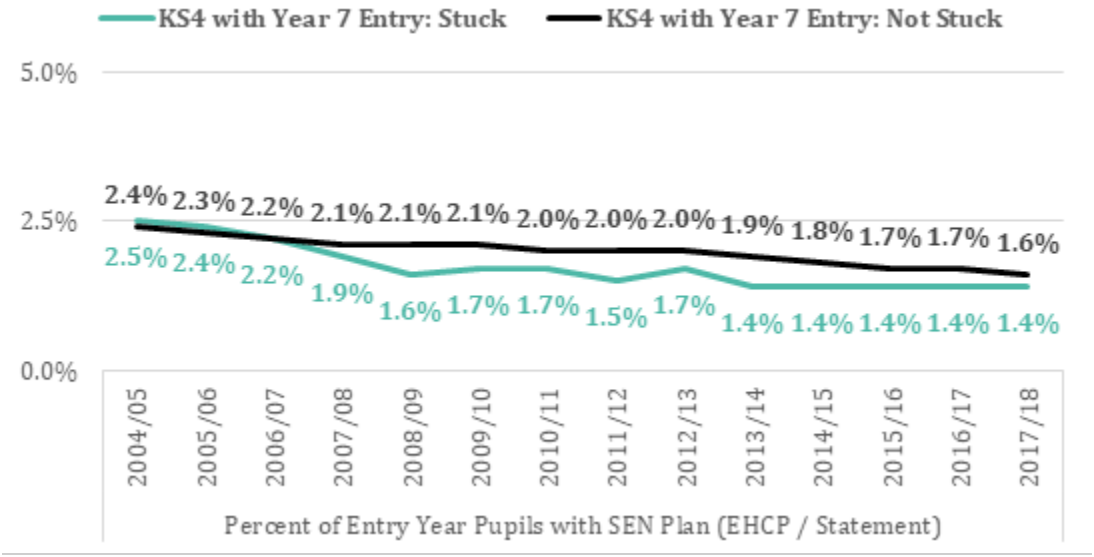
Among secondary schools, the 'stuck' schools' rates of children registered for school support were almost one third higher than those in not-'stuck' schools at the peak rates over the period. This difference was smaller than for primary schools, where the peak rates of SEND school support were twice as high as those in not-'stuck' schools.

The secondary trends in SEND school support among year 7 were more similar for 'stuck' schools versus other schools, with rates rising then falling in both groups of schools, and the decreases beginning by 2010 for both groups.

Unlike primary schools, the exposure of 'stuck' secondary schools to changes in the demographic and policy context was very similar to changes experienced by not-'stuck' schools; what marked the secondary 'stuck' schools out from other schools was their higher rates of school support rather than how much those rates changed over time.

While 'stuck' secondary schools and their not-'stuck' counterparts experienced smaller differences in SEND school support rates than primary schools, the 'stuck' secondaries were more distinctive than their primary equivalents in terms of their rates of children with SEND plans.

Figure 2.6d: 75th percentile SEND plan rate in the secondary year 7 group



Rates of EHCP SEND plans on entry to secondary school have declined for not-'stuck' schools, as well as the 'stuck' schools. The SEND plan rates were similar for the two groups of schools until 2008 but then began to diverge and declined by 44 per cent for 'stuck' schools, compared with a smaller but still substantial 33 per cent decline for not-'stuck' schools, leaving the 'stuck' schools with lower rates of SEND plans in year 7 than other secondary schools.

To summarize the above, while 'stuck' primary schools were more exposed to the higher rates of the lower level of SEND support, assessed and provided by the schools themselves, 'stuck' secondary schools were more exposed to losses of funded support at the higher level, as assessed and funded by their local authority. While ending the period with fewer children with SEND plans than not-'stuck' schools may sound like a reduction in pressures on the 'stuck' schools, the end result for them was continuing to

experience higher rates of lower-level special needs but losing children with greater funded support from the local authority.

This pattern suggests possible problems in the interaction of the SEND system with the school accountability system. The divergence in the experiences of children with lower levels of special needs (who are more likely to continue to be enrolled at 'stuck' schools) compared with those with higher levels of need (who have either increasingly been enrolled elsewhere, or, alternatively, continue to join 'stuck' schools but are less likely to secure the funding and other rights associated with an EHCP) seems unlikely to be a good thing. Either school choice is now more dependent on an EHCP for children with SEND, or access to SEND plans and the funding that goes with them has worsened for children in 'stuck' schools.

Ethnicity and English as an Additional Language in the Pupil Intake

For the purposes of summarising the needs of the pupil intakes of 'stuck' and other schools according to their ethnic composition, we have grouped together six ethnic groups that have consistently experienced average attainment below that of White British pupils over the course of the period analysed from 2005 to 2018. These 'low-attaining' ethnic groups[3] are as follows:

- Gypsy / Romany
- Traveller of Irish Heritage
- Black Caribbean
- Mixed White and Black Caribbean
- Other Black Background (not Caribbean or African)
- Pakistani

The trend in the proportion of pupils in the intake year groups who ascribe to one of the low-attaining ethnic groups has been changeable from year to year, especially among the 'stuck' schools, which is a small group, and especially for primary schools, which tend to have fewer pupils than secondary schools. Small numbers of pupils are generally subject to more volatility over time which is seen in the 'zigzag' shape of the 'stuck' schools line for primary schools in Figure 2.7a.

Underlying the short-term volatility there has been a long-term increase in pupils belonging to low-attaining ethnic groups in primary reception year groups for all schools; the rate has increased by more than 50 per cent among schools in which those groups are concentrated[4] for 'stuck' primary schools and by more than one third in other schools. Among primary school reception year groups, the level of low-attaining

[3] The Black African and Bangladeshi ethnic groups began the period attaining below the White British average but have since caught up and now have attainment at or a little above the White British group. Therefore, these are not counted in the 'low-attaining' ethnic groups because changes in the prevalence of these groups over time would indicate different implications for schools in 2018 than they would in 2006.

[4] This increase is measured at the 75th percentile, and not at the median as in the case of most other pupil characteristics, because the low-attaining ethnic groups are unevenly distributed across schools, meaning they tend to have either negligible proportions of these ethnicities or high proportions, and the median does not represent either case.

ethnic groups has always been higher among 'stuck' schools than not-'stuck' schools, with the difference ranging from fractionally higher to one third higher.

Among secondary school year 7 intakes, the median rate of children from low-attaining ethnic groups has increased by more than half among 'stuck' schools and has more than doubled among other schools. The trends for the two groups of schools track one another closely after 2007, although there were more children from low-attaining ethnic groups in the 'stuck' secondary school intakes in all but three of the 14 years analysed.

Rates of children with English as an Additional Language (EAL) have increased between 2005 and 2018 in both primary and secondary schools, and among both 'stuck' schools and other schools. In the primary reception year group, the median EAL rate rose six-fold from two per cent in 2005 to 13 per cent in 2018 and increased from 0 per cent to seven per cent among other schools. The difference between 'stuck' and other schools increased to almost twice the rate by 2018.

Interpreting the implications of EAL for 'stuck' schools is not straight-forward as children with EAL typically - but not always – require support with their English language proficiency. In fact, this group is extremely heterogenous not only in terms of English proficiency, but also in terms of how recently they and/or their parents or guardians migrated to England and the social and economic circumstances in which they live and have lived, including a variety of prior educational experiences, in some cases including time out of education due to war or natural disaster.

However, on average, and with the support of their teachers, children with EAL tend to attain slightly higher academic results than children without EAL by the end of primary school, and for most children who have joined a school in England in Reception – as measured here - they are able to achieve well in Key Stage 2 tests and assessments.

In secondary schools, there is also a gradient in the attainment of children with EAL, with those who joined schools in England earlier achieving better academic results on average, having had more time to increase their English language proficiency where needed. The median rates of EAL among secondary school year 7 intakes over the analysis period were much more similar for 'stuck' schools and not-'stuck' schools than was the case for primary schools.

The two groups of schools tracked each other closely from 2005, with year 7 EAL rates rising from two per cent to six per cent by 2014. After this, 'stuck' secondary schools began to increase their EAL intake faster than other schools, reaching nine per cent by 2018, compared with seven per cent in not-'stuck' schools. This increase and divergence could lead to increases in attainment in the 'stuck' schools over time, but this is not certain as it depends on how many late-joining EAL pupils have been admitted to these schools as part of non-standard admissions, and how effectively pupils with EAL are supported to improve their English proficiency where needed.

Pupil Churn: Entries and Exits Outside of Joining and Leaving Points

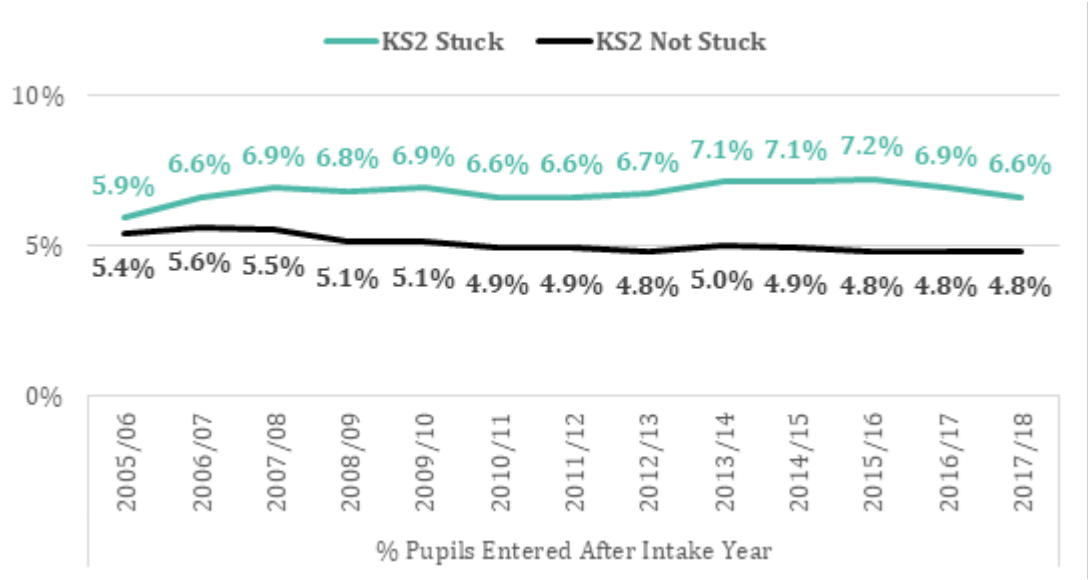
Figures 2.8a and 2.8b describe the proportion of children who joined the school roll, for any reason, after the school's intake point. This includes children moving between schools due to house and job moves, parental preference, or problems with learning,

behaviour or peer relations that result in a 'fresh start' at a new school through various official processes such as managed moves and exclusions. This also includes children joining having arrived from elsewhere in the UK or overseas; or moving from the independent or non-mainstream sectors or from home schooling into a mainstream school. Schools that are less popular with parents tend to receive more non-standard arrivals because they are more likely to have spare place capacity than more popular schools which fill up at the regular intake point.

The implications of these pupil entries vary according to the individual circumstances of the children, but always involve individual transition support, induction and assessment.

Non-standard pupil entries are more common during primary school than secondary school and are more frequent among 'stuck' schools than other schools. By 2018, they accounted for 6.6 per cent of pupils in 'stuck' primaries compared with 4.8 per cent in other primaries. Entries were lower at 4.0 per cent in 'stuck' secondary schools, and 3.0 per cent in other secondaries.

Figure 2.8a: Median pupil entries after the primary school's intake year



In both primaries and secondaries, the gap in entries at non-standard times between 'stuck' and other schools increased between 2005 and 2018. Median entries increased by just over ten per cent to 2018 among 'stuck' primaries but fell by just over ten per cent among other primaries.

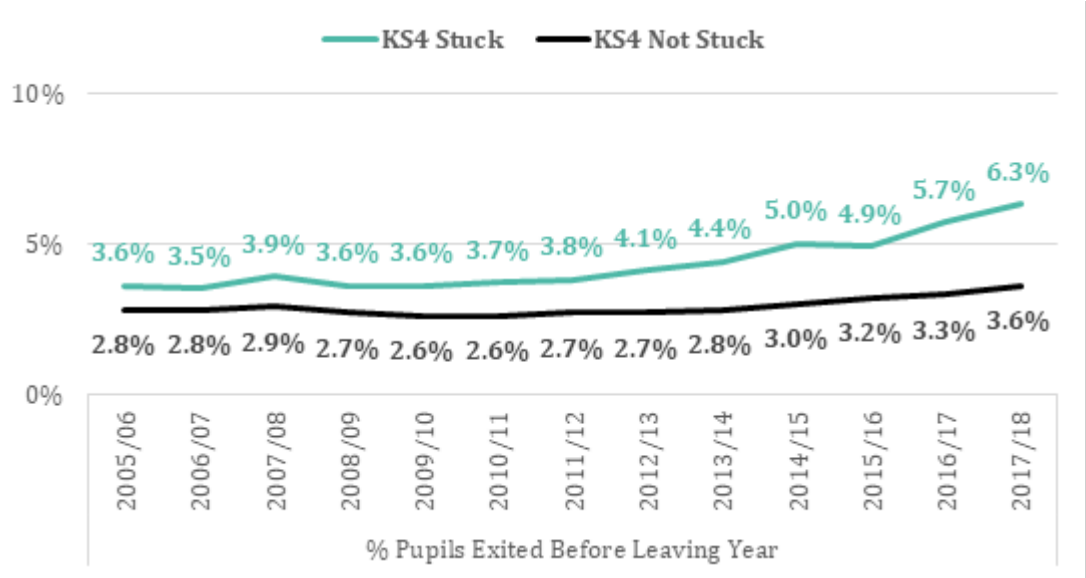
In secondary schools, non-standard entries increased in both 'stuck' schools and other schools, by more than one third in 'stuck' secondaries, but less than one sixth in not-'stuck' secondaries.

Pupils leave schools before the standard leaving point for a range of parallel reasons to those described above for joining after the standard entry point. Internal and external migration, parental preferences and changes to the type of education provision deemed to be most suitable for individual children all play a part in the non-standard exits that form the other side of the coin from the non-standard entries detailed above.

While the job of recording a child's departure is less time consuming than that of induction of new arrivals, pupil exits reduce the school's finances and make it more likely that additional non-standard entries will occur to fill the vacated school places and make up for lost budget. High levels of pupil churn are therefore a potential vicious cycle for schools that experience empty places due to lower popularity among parents or high levels of exits.

Non-standard exits, like non-standard entries, are higher among primary schools than secondary schools and higher among 'stuck' schools than other schools. Exits have also increased more between 2005 and 2018 in 'stuck' schools than other schools.

Figure 2.8d: Median pupil exits before the secondary school's leaving year



Quantifying these trends, exits increased by over one third to 8.2 per cent among 'stuck' primaries, and by three quarters to 6.3 per cent among 'stuck' secondaries. Exits rose by over one quarter to 3.6 per cent among not-'stuck' secondary schools but did not increase among not-'stuck' primaries. By 2018, exits were around three quarters higher among 'stuck' schools than not-'stuck' schools, for both primary and secondary schools.

Ofsted Grade Differential from Neighbouring Schools

The intention of the policy of school choice and competition is that parents should send their children to the best local school available, guided by the information about school quality provided by Ofsted and the School Performance Tables in addition to their preferences in terms of proximity, ethos and other factors. In practice, Ofsted grades are the more used source of information on school quality (Yougov, 2021) because they simplify this into the four possible categories of 'outstanding', 'good', 'requires improvement' or 'inadequate' and provide a more holistic judgement that includes factors such as the safeguarding of pupil safety as well as academic results.

This simplicity is in contrast with the many and changing measures of attainment and pupil progress in the School Performance Tables, which require more time and effort to navigate, and often paint a volatile, or complex and ambiguous, picture of school quality as the measures respond to year-on-year changes in pupil intakes and the menu of

available performance measures, or alternatively if the menu of measures paint an inconsistent or contradictory picture of quality.

In practice, schools that are rated 'outstanding' are more likely to be oversubscribed and those rated lower are more likely to be undersubscribed. This means that parental choice is bounded by the rationing of places in popular schools, which is mainly based on the distance they live from the school in question. This prevents low-rated or unpopular schools from simply going 'out of business' en-masse as not all children can have places in the most highly-rated or popular local schools.

In our analysis we have measured the relative grade differentials from neighbouring schools by calculating the difference in Ofsted grade between each school and its 10 nearest competitors based on the nearest suitable school (that admits pupils of the relevant age and sex) to each pupil's home address, and the numbers of pupils with each competing school as their nearest school. The difference is therefore measured in units of Ofsted grades, and because the highest grade, 'outstanding' is coded as grade 1, a larger positive difference means the neighbouring schools have an advantage based on higher Ofsted grades. Conversely, a negative difference represents the school in question holding the advantage over its neighbours in terms of Ofsted grades, and zero represents no difference in Ofsted grade between a school and its 10 nearest competing schools.

As we would expect from the definition of 'stuck' schools, this group faces a substantial grade deficit compared with neighbouring schools with stronger grades, on average. In 2005, the median differential faced by 'stuck' primary schools was equivalent to 0.7 of an Ofsted grade and this remained fairly stable until 2013, when it began to rise, reaching 1.3 grades by 2018. It is also important to note that, between 2012 and 2020, Ofsted had a policy of not routinely reinspecting "Outstanding" schools. This is likely to have resulted in those Outstanding schools not necessarily reflecting actual quality or performance, but nevertheless retaining their grading advantage over 'stuck' schools.

This intensification of the relative disadvantage of 'stuck' schools places them at risk of falling pupil rolls and resulting financial pressures. Because of the advantage conferred by income and wealth in giving parents more school choice options as the more affluent families can afford to move homes, over time the grade differential may also result in a pupil intake with greater learning challenges for 'stuck' schools.

Grade differentials might also affect the decisions of teachers about which schools they prefer to work in as working in a 'failing' or 'deteriorating' school results in greater workload and lower morale (DfE, 2019)As with primary schools, 'stuck' secondary schools also faced growing grade differentials from their neighbouring schools over the period from 2013 to 2018 in particular. Until 2009, the median difference between 'stuck' schools and not-'stuck' secondary schools was equivalent to 0.9 Ofsted grades, a stronger deficit than their primary counterparts. This disadvantage then increased, peaking at 1.4 grades in 2017 and finishing the period at 1.2 grades in 2018.

Teacher Turnover

Retention and attraction of teachers has been a frequent challenge in schools over recent years, and here we analyse the retention aspect of this with various measures of

teacher turnover. Turnover is calculated as the percentage of teachers at time point A who have left the school by time point B. The periods over which turnover are measured are: single-year annual turnover, cumulative 3-year turnover and cumulative 5-year turnover. The benefit of considering these different time frames is that single-year turnover is the most responsive to changes over time and provides the longest time series to monitor these, whereas longer period cumulative measures better capture the loss of organisational resilience from having turnover in many different posts over time but are less responsive to short-term change. While some turnover is to be expected due to staff moving jobs or leaving the profession, high or increasing rates of turnover can result in difficulties for the school in terms of its organisational knowledge and stability and the extent to which teachers know the pupils and their needs well, individually and as a school population.

High turnover means more school leadership time devoted to staff recruitment and induction at the expense of other leadership functions. It can also signal poor staff morale which may result in greater challenges in replacing the lost teachers with good quality successors. It is however difficult to measure staff attraction difficulties reliably because these tend to take the form of lower quality recruits rather than vacancies. Classes must have a teacher, but the quality and experience of that teacher may vary in ways that are difficult to measure. Hence, we concentrate on the retention aspect of staffing using teacher turnover measures.

We begin by analysing the single-year turnover rates for 'stuck' schools. We have data on staff turnover from 2011 onwards as this is based on the School Workforce Census, which began in 2010.

At the beginning of the data series in 2011, 'stuck' schools had higher teacher turnover than other schools; in primaries turnover stood at 15 per cent, versus 13 per cent in not-'stuck' schools; in secondaries turnover stood a little higher at 17 per cent, versus 14 per cent in not-'stuck' schools.

Over the seven years to 2018, turnover increased in both primaries and secondaries and in 'stuck' schools and other schools. This peaked at 26 per cent for 'stuck' primaries between 2014 and 2017 before falling a little to 22 per cent in 2018; it also peaked at 26 per cent in 'stuck' secondaries by 2016 before falling back a little to 23 per cent in 2018.

Although turnover also increased in not-'stuck' schools, the increase was stronger among the 'stuck' schools and the difference in turnover between 'stuck' and other schools rose from two percentage points to seven percentage points for primaries between 2011 and 2018. For secondaries it increased from three percentage points to seven percentage points.

Over and above the annual churn of teachers joining and leaving a school, the level of cumulative turnover over a number of years also affects the ease of running the school, and how much knowledge retention or experience specific to that school exists in the teacher workforce. We also analyse the cumulative turnover over three years and over five years to capture this more complex information about staffing issues.

Three-year cumulative turnover in primary 'stuck' schools increased from 43 per cent in 2013 to 56 per cent in 2018, and the gap between 'stuck' and other primaries increased from 10 percentage points to 19 percentage points over this period. Among secondary 'stuck' schools, similarly, three-year turnover increased from 41 per cent in 2013 to 53 per cent in 2018, and the gap between 'stuck' and other secondaries rose from eight percentage points to 14 percentage points.

Five-year cumulative turnover in primary 'stuck' schools increased from 67 per cent in 2015 to 73 per cent in 2018, and the gap between 'stuck' and other primaries increased from 16 percentage points to 19 percentage points over this period. Among secondary 'stuck' schools, three-year turnover increased from 65 per cent in 2015 to 72 per cent in 2018, and the gap between 'stuck' and other secondaries rose from 14 percentage points to 16 percentage points.

Figure 2.10e: Median 5-year cumulative turnover of teachers in primary schools

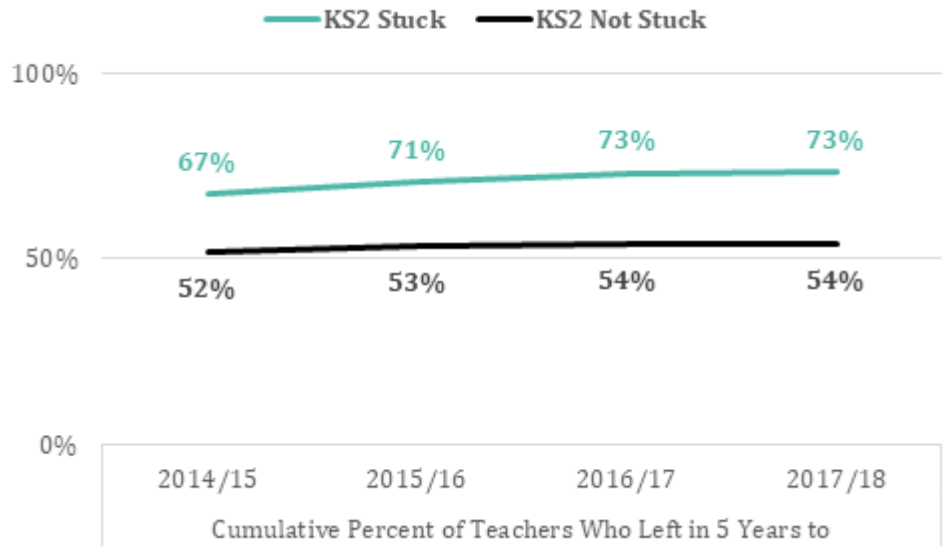
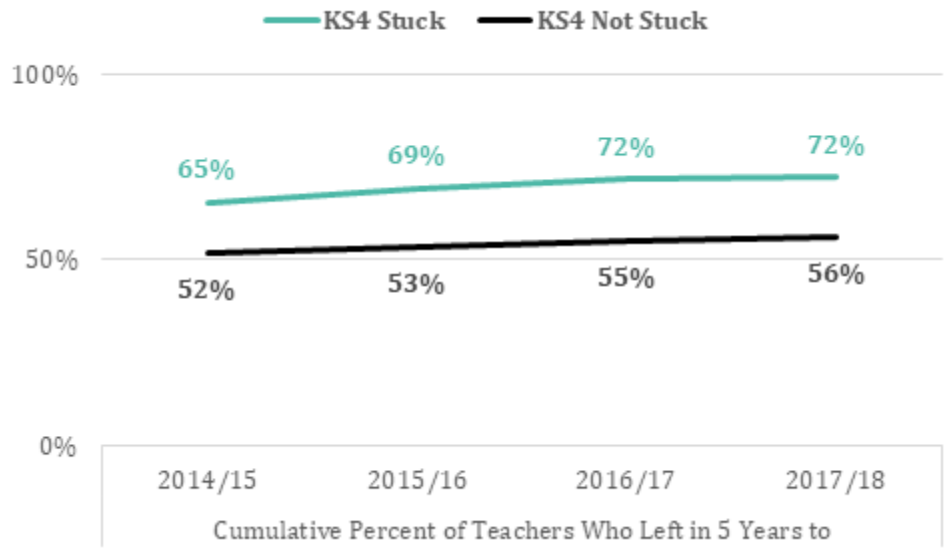


Figure 2.10f: Median 5-year cumulative turnover of teachers in secondary schools



Finally, we examine the annual rate of head teacher change over the period from 2011 to 2018 for 'stuck' schools. Due to the influence of head teachers over other teachers under their charge and the general management of the school, changes in head teacher are considered to reflect the potential for profound changes in school performance and quality.

Ofsted considers head teacher change to be a risk factor for deterioration in school performance, and the government policy of removing head teachers from schools that are deemed to be failing to meet adequate standards - and lacking the 'capacity to improve' weaknesses in the school over time - indicates an assumption of significant influence of head teachers over the destiny of their schools.

Unsurprisingly given the policies of academisation and leadership change for schools that are experiencing long-term 'underperformance', 'stuck' schools experience higher rates of head teacher turnover.

At the beginning of the data series in 2011, 'stuck' schools had higher head teacher turnover than other schools; in primaries head teacher turnover stood at 17 per cent, versus 12 per cent in not-'stuck' schools; in secondaries it stood at 19 per cent, versus 12 per cent in not-'stuck' schools.

Over the seven years to 2018, head teacher turnover increased in both primaries and secondaries and in 'stuck' schools and other schools. This peaked at 30 per cent for 'stuck' primaries in 2014 before falling back to 21 per cent in 2018; it also peaked at 32 per cent in 'stuck' secondaries by 2017 before falling back to 22 per cent in 2018.

Although turnover also increased in not-'stuck' schools, the increase was stronger among the primary 'stuck' schools and the difference in turnover between 'stuck' and other schools rose from five percentage points to seven percentage points for primaries between 2011 and 2018. However, for secondaries the difference in turnover between 'stuck' and other schools decreased from seven percentage points in 2011 to four percentage points in 2018, but this was after reaching over 12 percentage points between 2014 and 2017.

School Finance

Published finance measures describe the income and expenditure of each school, as reported by the school. These measures are only available on a consistent basis from 2013 onwards, capturing the latter phase of our period of analysis. Income and expenditure can be measured at school total budget level, or as per pupil rates with slightly differing results.

For example, if a school has falling pupil rolls its total budget may fall but it's per pupil budget will not necessarily decrease if the composition of the student population simultaneously changes; it may in fact increase if the resulting profile of children attending the school shifts to become, for example, more deprived.

Some aspects of school spending, such as costs of consumable items like exercise books and art materials are easily down scalable if fewer pupils attend the school. However, many of the larger costs of running a school are less down scalable; for example, if the class size reduces from twenty pupils to fifteen pupils, it may not be

possible to cut the number of classes, and therefore teacher costs by the same amount. Children cannot be left without a teacher and class sizes over 30 in primary schools and somewhat smaller in secondary schools are unpopular with parents, who want their child to receive individual attention from teachers. Therefore, it is difficult for schools to respond to losses of pupil enrolments by cutting costs unless those losses happen to correspond closely to the number of children in one class.

Here we present analysis of total income and total expenditure for schools, on school level and per pupil level bases. All school finance figures are presented on an inflation adjusted basis, in 2020 pounds sterling. For schools which are members of multi-academy trusts (MATs), top-sliced MAT level budgets are apportioned to the member schools on a per pupil basis. Income figures include both government funding and self-raised funding; in most cases the latter is a very modest addition to the former, and the reported figures for self-funding were too volatile over time for the small groups of 'stuck' schools to be able to draw any reliable conclusions about this income stream separately from government income.

Beginning with the total school budgets, median total reported income increased for both primary and secondary schools among not-'stuck' schools. The median income for 'stuck' primaries increased from just under £1.2 million in 2014 to just short of £1.4 million in 2018. The trends for 'stuck' and not-'stuck' primaries were similar, and in 2018 median 'stuck' primary income was around £129,000 greater than median not-'stuck' income. This difference is equivalent to an extra 10 per cent for 'stuck' primaries, and their total income had increased by 23 per cent between 2014 and 2018.

By contrast, the median income for 'stuck' secondaries decreased modestly from £4.7 million in 2014 to £4.5 million in 2018. This contrasted with the trend for not-'stuck' secondaries, where median total income increased, but more modestly than for primaries, from £5.0 million in 2014 to £5.4 million in 2018. Median total income for 'stuck' secondaries was around £810,000 smaller than median not-'stuck' income. This difference is equivalent to 15 per cent lower total income for 'stuck' secondaries, and their total income had decreased by four per cent between 2014 and 2018. A likely potential implication of this is reductions in curriculum and subject breadth, with school financial management approaches highlighting curriculum-based financial planning[5].

Turning to per pupil school budgets, median reported income increased for both 'stuck' and not-'stuck' primary schools, and it also increased for both groups of secondary schools, albeit very modestly. The median per pupil income for 'stuck' primaries increased from £4,700 in 2014 to £5,500 in 2018. The trends for 'stuck' and not-'stuck' primaries were similar, and in 2018 median 'stuck' primary income was around £550 per pupil greater than not-'stuck' income. This difference is equivalent to an extra 11 per cent for 'stuck' primaries on a per pupil basis, and their per pupil income had increased by 17 per cent between 2014 and 2018.

The median income for 'stuck' secondaries increased very modestly from £6,500 in 2014 to £6,700 in 2018. The trend for not-'stuck' schools was very similar and median income

[5] Current government guidance on financial planning emphasizes curriculum-based approaches: https://www.gov.uk/guidance/integrated-curriculum-and-financial-planning-icfp

for ‘stuck’ secondaries in 2018 was just £80 higher per pupil than for not-’stuck’ schools, a difference of one per cent, and their per pupil income had increased by three per cent between 2014 and 2018. Adjusting for pupil numbers reveals that income for ‘stuck’ secondary schools is not lower than for not-’stuck’ secondaries, but it is barely greater, and has increased by less than £200 per pupil from 2014 to 2018.

Turning to school reported expenditure, again we analyse this first by total school spending and then by per pupil spending. Both are relevant to different aspects of school spending, as discussed earlier. Expenditure follows very similar patterns and trends to those just discussed for income, and here we highlight a few differences rather than describe those patterns again in detail.

Total expenditure for ‘stuck’ primaries was slightly higher than total income, by around £175,000 or 13 per cent in 2018. It had increased by 26 per cent since 2014, a little more than the 23 per cent by which income had increased.

On a per pupil basis, the median expenditure of ‘stuck’ primaries was around £160 higher than per pupil income, or 14 percent in 2018. Per pupil ‘stuck’ primary spending had increased by 19 per cent since 2014, compared with a 23 per cent increase in per pupil school income.

Turning to secondary schools, total expenditure for ‘stuck’ schools was slightly higher than total income, by around £162,000 or four per cent in 2018. However, spending had decreased by five per cent since 2014, a little more than the four per cent by which income had decreased.

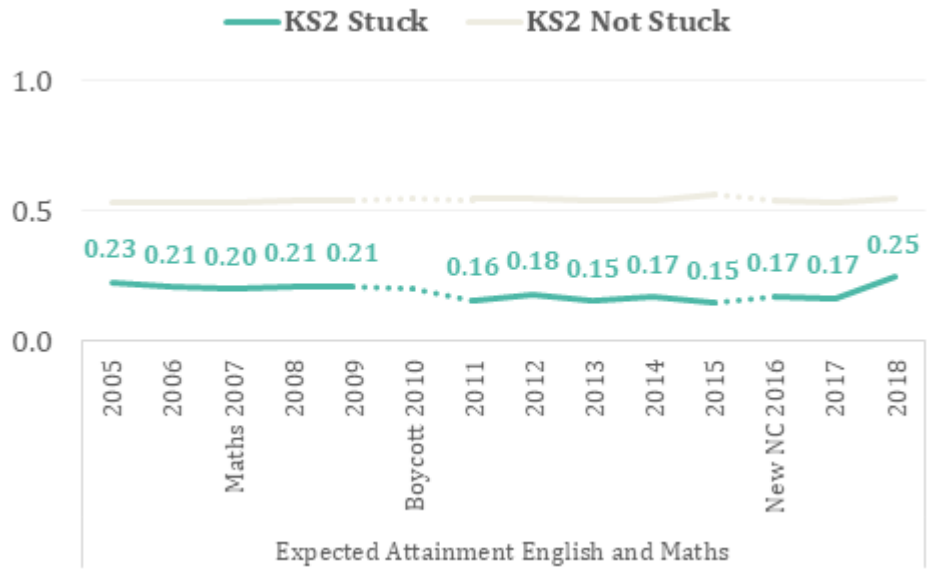
On a per pupil basis, the median expenditure of ‘stuck’ secondaries was around £300 higher than per pupil income, or four percent in 2018. Per pupil ‘stuck’ secondary spending had increased by seven per cent since 2014, which was more than double the three per cent increase in per pupil school income.

School Performance

Over the years of our analysis period from 2005 to 2018 there have been many changes in the way that school performance has been measured which are reflected in the dashed parts of the lines in the charts in Figures 2.12a-d. Constant across the period has been the inclusion of some form of measure of expected attainment in which the percentage of pupils achieving a predetermined threshold level of attainment is measured and of an accompanying measure which aims to present the quantity of academic progress made by pupils within the primary or secondary educational phase, after controlling for their prior attainment at the start of the phase.

We present a time series for each of these types of measure at each key stage, constructing the most comparable series of data that is possible for ‘stuck’ schools. The numbers in the charts represent the percentile rank of the ‘stuck’ group of schools in each year with a maximum possible value of one and a minimum of zero. Only schools with complete data for the time series are included in the analysis to avoid changes to the average percentile rank because of missing data for certain schools in certain years.

Figure 2.12a: Primary expected attainment percentile rank (1 = highest attainment)



There are two main discontinuities in the attainment time series in Figure 2.12a, the first of which took place in 2010 when there was a boycott of the key stage 2 national tests by many schools. The schools that did not take part in the tests that year were non-random with respect to their school performance, and on average had histories of lower attainment, so while we did not exclude all the boycotting schools from the complete time series they are missing from the 2010 data point.

The second discontinuity occurs in 2016 when the first tests of the new 2014 national curriculum were introduced and the content studied and test difficulty were not intended to be comparable with earlier years. Considering each portion of the time series for which the attainment measures were broadly comparable, 'stuck' schools started the 2005 to 2009 period with attainment at the 23rd percentile for primary schools in England indicating that over three quarters of all mainstream schools had better attainment than the average 'stuck' school.

The relative attainment of 'stuck' primaries then fell slightly to the 21st percentile by 2009. By 2011, after the key stage 2 test boycotts in 2010, the attainment of the 'stuck' schools was still lower at the 16th percentile and this remained more or less stable until 2015, when the last tests under the old national curriculum were conducted. The new national curriculum, which was billed as more stringent than its predecessor, began in 2016 with 'stuck' schools at a similar position in the school attainment distribution with expected attainment at the 17th percentile on average. The final short period from 2016 to 2018 saw the only substantial increase in attainment by the 'stuck' schools as they rose to the 25th percentile, recovering the ground that had gradually been lost in earlier periods.

The trends in performance by 'stuck' schools were similar for value-added progress to the expected attainment trends, but at a very slightly increased level relative to other schools. There was an additional discontinuity in the progress trend in 2007 when the measure was changed from a simple value-added measure to a contextualised value-

added measure that controlled for pupil characteristics such as deprivation, gender and ethnicity as well as prior attainment.

Interestingly, the 'stuck' schools did not do better in the contextualised value-added era from 2007 to 2010. They were ranked at the 25th percentile in 2006 and remained a little lower at the 21st or 22nd percentiles until the contextualisation of the measure was dropped in 2011. Attainment was then broadly stable from 2011 until the new national curriculum and its new tests were introduced in 2016. As with the expected attainment rankings, value-added progress then increased from the 24th percentile reaching a higher point at the 37th percentile in 2018. For most of our period of analysis, then, little changed in the performance of the 'stuck' schools, but the beginnings of improvement seem to have arrived simultaneously with the new national curriculum in the final three years.

Figure 2.12c in Appendix 1 gives the time series for expected attainment for 'stuck' secondary schools. In this series there are no less than four discontinuities. The first of these occurred in 2006 when the headline expected attainment measure was changed from five good GCSEs to five good GCSEs including English and maths. The second interruption came in 2010 when the new attainment benchmark, the English Baccalaureate (EBacc), was introduced alongside the five good GCSEs including English and maths measure. While we do not focus on the EBacc, we have included its introduction as a discontinuity because it changed the incentives faced by schools and encouraged them to enter pupils in more traditional academic GCSEs, and changes to the subjects taken by pupils can influence their grades through stretching the breadth and difficulty of their studies.

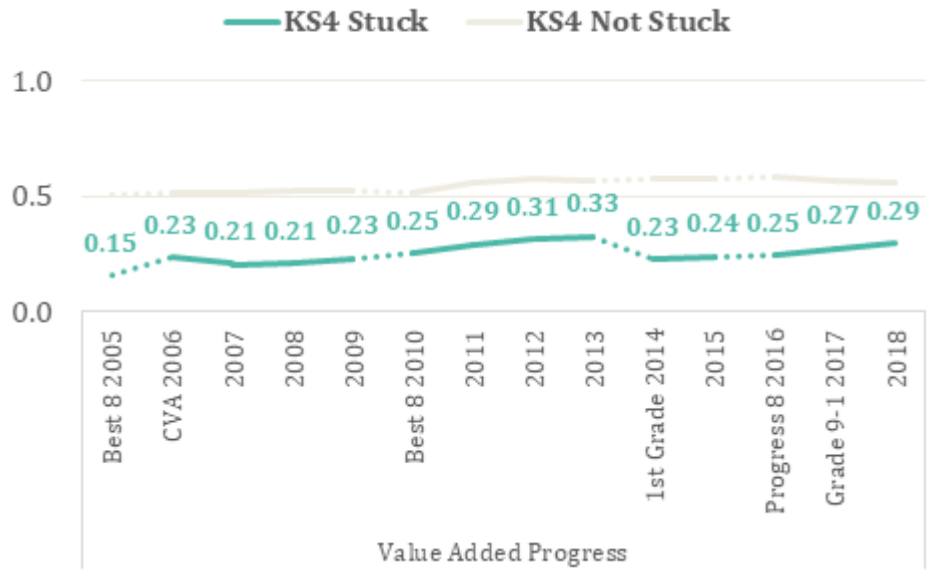
In 2014 the rules for counting GCSE grades in school performance measures were changed so that each pupil's first attempt at each GCSE subject would be counted instead of their highest grade in the subject. This discouraged a then-widespread practice of schools to enter pupils into GCSE English and maths multiple times in an attempt to bank the best grade. At the same time, many vocational qualifications which had previously been counted as equivalent to GCSEs were scrapped to toughen up qualification standards. Finally in 2016, the new Progress 8 value-added measure was introduced, and this once again changed the incentives with the result that pupils were increasingly entered into more traditional academic subjects.

'Stuck' secondary schools started the period at the 33rd percentile for expected attainment meaning that around two thirds of schools had better attainment than the average 'stuck' school. As with primary schools, this fell a little to the 27th percentile by 2009. Between 2010 and 2013 'stuck' schools' attainment partially recovered to reach the 29th percentile. After the major changes to performance measures in 2014, 'stuck' schools were stable at around the 25th percentile until 2018. Perhaps unsurprisingly given the radical overhaul of attainment measures between 2010 and 2017, 'stuck' schools ended the period with almost three quarters of schools ahead of them having started with two thirds ahead of them.

The trends for value-added progress that take account of the prior attainment of pupils enrolled at 'stuck' schools were more encouraging, with improvement in the percentile

rank of the group evident through most of the period from 2005 to 2018, albeit with a recalibration in 2014 when the most significant accountability reforms took place.

Figure 2.12d: Secondary value-added progress percentile rank (1 = highest progress)



Pupil progress was broadly stable for the 'stuck' schools over the contextualised value-added period from 2006 to 2009, starting and ending at the 23rd percentile, after rising from the 15th percentile in 2005 before contextualisation was introduced. From 2010 onwards, when the value-added progress measures were simple uncontextualised measures, there were two periods of improvement for the 'stuck' schools, whose ranking rose from the 25th to the 33rd percentile from 2010 to 2013, and after dropping to the 23rd percentile as a result of the 2014 reforms, then rose back to the 29th percentile by 2018.

Overall, then, there was stronger evidence of improvement in the performance of secondary 'stuck' schools from the pupil progress measures than for primary schools on either attainment or progress measures.

1.2 How distinctive are 'stuck' schools and are they unique?: Propensity Score Matching

We used propensity score matching to answer questions about the nature and distinctiveness of the 'stuck' schools group. The questions we addressed were as follows:

- Are 'stuck' schools similar to, or different from, other schools? Are they unique? We tested to see whether other schools could be found that were not 'stuck' but had similar characteristics and contexts to the 'stuck' schools. This initial match searched for comparable schools at the first inspection following the 2005 baseline using the school context at that time.
- As explored below, the conclusion from this step was that 'stuck' schools have a distinctive profile that marks them out from the average school. However, they are not unique and not-'stuck' schools exist that were similar across a range of factors listed in the box below to the 'stuck' schools.

- Do ‘stuck’ schools begin similarly to other schools, but then diverge at a later point in time? We conducted a second matching analysis, adding information about the schools at the time of their second inspection in the 2005 to 2018 period, i.e. their first re-inspection within the 2005 and 2012 Ofsted Framework periods. This second match searched for schools that were not only similar to ‘stuck’ schools at the baseline, but also remained comparable after a second inspection.
- The conclusion from this second step was that by their second inspection within the 2005 to 2018 period, ‘stuck’ schools remained distinctive but not unique, and again it was possible to find other not-’stuck’ schools that began and remained similar across a range of factors listed in the box below.

Methods

Stata was used to implement propensity score matching (PSM) using the psmatch2 command. Each PSM analysis involved two steps. First, fitting a logistic regression model to describe the association between the school factors and the odds of a school being stuck. The second step in each match was to find the most similar schools to the stuck schools and assess how similar they were.

The following factors were included in the logistic models used for the matching.

Factors constant over time:

- Location of the school by ONS urban/rural classification
- Number of different postcodes on which the school has been based

Factors entered at a single time point:

- Total income in 2018
- Sponsored by a MAT by 2nd inspection
- Sponsored by a Trust by 2nd inspection
- Joined a federation by 2nd inspection
- Sponsored academy by 2018
- Converter academy by 2018
- Head teacher changed in 2011
- Annual teacher turnover in 2011
- Cumulative 3-year teacher turnover 2011-13
- Cumulative 8-year teacher turnover 2011-18

Factors entered for the time of the first inspection and the time of 2nd inspection:

- School size (pupils)
- Neighbourhood Median IDACI deprivation score
- Percentage of pupils eligible for free school meals
- Percentage of pupils belonging to a low-attaining ethnic group
- Percentage of pupils ever speaking English as an additional language
- Percentage of pupils recorded with SEND school support
- Percentage of pupils recorded with an Education, Health and Care Plan
- Median travel to school distance of pupils
- Percentage of pupils that joined the school after its standard entry age
- Percentage of pupils that left the school before its standard leaving age
- Expected attainment percentile of school results
- Value-Added progress percentile of school results
- Ofsted grade differential from 10 neighbouring schools

Primary schools with key stage 2 cohorts propensity score matching
The 'stuck' schools model for primary schools is illustrated in Figure 3.1a in Appendix 1, which reports the odds effects on 'stuck' status for each school factor tested. Figures 3.1b-d then illustrate the similarity of the matched groups from the model. These show that similar schools to the 'stuck' schools existed across almost all the factors included in the model. The 'stuck' schools were a little more distinctive in terms of pupil intake characteristics such as deprivation and ethnicity. The match was also imperfect for the urban / rural classification of the school's location.

The profile of the 'stuck' schools was distinctive from the average of other schools in the following ways:

- The pattern of population density in the locations of KS2 'stuck' schools was most concentrated in medium-sized locations. 'stuck' schools were more likely to occur in rural towns and minor urban conurbations.
- Increased deprivation was important in predicting 'stuck' status among primary schools. At the second inspection point both IDACI neighbourhood deprivation and the school meals were associated with remaining 'stuck'.
- Primary 'stuck' schools were more likely than their counterparts to have higher proportions of children from ethnic groups with historically lower attainment and academic progress measures. This was true at both the first and second inspection points.
- The key stage 2 'stuck' schools had higher rates of children registered for Special Educational Needs and Disabilities support (SEND school support) than other schools. However, increases in Local Authority SEND plans (EHCPs) at the second inspection point appeared to be protective and reduce the chances of remaining 'stuck' after controlling for their prevalence at the first inspection and the other factors in the model.
- Primary 'stuck' schools experienced higher rates of pupil churn than other schools, however pupils leaving was associated with reduced odds of intractability after controlling for other pupil factors such as deprivation that were correlated with pupil exits. Pupils joining was associated with increased chances of remaining 'stuck', however.
- There were marked differences in attainment and pupils' academic progress rankings for primary schools with 'stuck' schools considerably behind other schools on average at both the first and second inspections. However, the presence of neighbouring schools with stronger inspection grades was the dominant factor ahead of school performance measured by attainment and academic progress measures, although these continued to matter, all else being equal.
- For primary schools, having joined a multi-academy trust or other school trust as a sponsored academy by the time of the second inspection was associated with greater chances of remaining 'stuck', as was the case for primary schools joining a federation. Schools that became sponsored or converter academies later in the period were both more likely to be 'stuck'. It is difficult to interpret the direction of causality from these effects given that school 'failure' is an intended trigger for

changes in school governance within the academies programme and we will return to this in the path analysis.

- Primary schools that experienced a change of head teacher were more likely to remain 'stuck' as were schools which had the highest rates of cumulative teacher turnover, losing the most staff over the period from 2010 to 2018.

Secondary schools with key stage 4 cohorts propensity score matching

The 'stuck' schools' model for secondary schools is illustrated in Figure 3.2a in Appendix 1, which reports the odds effects for 'stuck' status for each school factor tested. Figures 3.2b-d then illustrate matched groups from the model. These show that, as with primary schools, and in fact with greater similarity of pupil demographic characteristics, the secondary schools match was successful in finding similar schools across the factors included in the model.

For secondary schools the only factor which could not be matched to a good degree of similarity was the urban / rural status of the school location. The profile of the 'stuck' schools was distinctive from the average of other schools in the following ways:

- Key stage 4 'stuck' schools were less likely than other schools to be located in either rural areas or in the largest major conurbations; but they were more likely to be located in medium sized communities such as smaller cities and large towns.
- Schools that experienced increases in their percentage of pupils eligible for free school meals by the time of the second inspection were more likely to remain 'stuck' after controlling for other factors. Other deprivation effects were very small as the addition of variables detailing school organisation and staffing information results in part of the effects of deprivation being captured by these downstream operational factors.
- All else being equal, schools with higher rates of Local Authority SEND plans (EHCPs) for their pupils were more likely to become 'stuck' although increases in SEND plans by the second inspection were protectively associated with lower chances of 'stuck' status.
- 'stuck' secondary schools had higher rates of pupil churn than other schools. However, like deprivation, this was overtaken by school organisation and staffing factors in predicting which schools were most likely to become 'stuck', and pupils leaving the school was protective after controlling for other factors.
- Unsurprisingly, 'stuck' schools ranked substantially lower than average on Key Stage 4 attainment and value-added progress measures at the time of both the first and second inspections, and this association remained after all other factors were controlled for. These school performance measures are considered by Ofsted as part of the inspection process. However, data informs the inquiries that Ofsted makes during the inspection rather than directly determining the inspection grade and there is a positive but not perfect correlation between performance data and inspection outcomes.
- Schools whose pupils live shorter distances from other schools and those who faced grade differentials compared with neighbouring schools with better Ofsted grades were more likely to become 'stuck'. Being rated one grade lower than

competing local schools had a stronger effect on becoming 'stuck' than having attainment or value-added progress scores that were 10 percentiles lower. Having better-rated neighbouring schools was therefore at least as important as the school's own performance. The logistic regression models are fitted to maximise the models' prediction accuracy in order to test for the existence of other similar schools to the 'stuck' schools. The inclusion of a large set of factors to maximise the models' prediction accuracy makes it more difficult to interpret the importance of some factors such as pupil deprivation which are correlated with other factors, and it is likely that both school performance and Ofsted grade differentials compared with neighbouring schools partly reflect deprivation differences between schools. This is explored further below where we fit path models for the development of 'stuck' status.

- Changes of school organisation and governance over the period leading to the second inspection within the 2005 to 2018 timeframe were also associated with greater chances of remaining 'stuck'. Schools that had joined a multi-academy trust as sponsored academies by this stage were less likely to remain 'stuck' all else being equal, but those which had joined trusts, diocese or federations, and to a lesser extent, even those which converted to become single academy 'stand-alone' schools were all more likely to remain 'stuck' than schools which had not done so by this stage.
- Overall, those schools which had become sponsored academies after the second inspection but by 2018 were more likely to be 'stuck', even after all other factors were taken into account, and those which became converter academies after the second inspection in the period were less likely to be 'stuck', as we would expect. It is difficult to interpret the direction of causality from these effects given that school 'failure' is an intended trigger for changes in school governance within the academies programme and we will return to them in the path analysis.
- Schools that experienced a change of head teacher were more likely to remain 'stuck' as were schools which had the highest rates of cumulative teacher turnover, losing the most staff over the period from 2010 to 2018. Data on teacher turnover from prior to 2010 were not available to us so we cannot consider the baseline rates of turnover in this analysis.

1.3 Is there a combination of characteristics that is common amongst 'stuck' schools that is not found in other schools?: Cluster Analysis

In the previous section we discovered that 'stuck' schools are distinctive in comparison with the national profile of schools, but not unique across most characteristics, with the exception of location. Mid-sized communities were a key factor that was unique to 'stuck' schools when in combination with their other typical features such as higher deprivation, exposure to reductions in SEND support and increases in children speaking English as an additional language or belonging to low-attaining minority ethnic groups, greater pupil mobility and teacher turnover, and larger grade differentials compared with neighbouring schools. In this section, we ask the following related questions:

- What statistical clusters exist within the wider population of schools in England, and are 'stuck' schools one of them?

- Aside from their inspection histories, do 'stuck' schools form a distinct cluster or clusters that are clearly distinguished from other schools?
- What clusters exist within the population of 'stuck' schools, and what characteristics define these clusters?
- If 'stuck' schools are not a natural cluster, are they overrepresented in one or more clusters and underrepresented in others?

To answer these questions we performed a number of cluster analyses using the range of data available with continuous values. Specifically, we tested the following variables for clustering across all schools with three or more inspections from 2005 to 2018:

- Pupil attainment and progress measures that indicate the level of academic performance in each school;
- Ofsted grade differential measures that indicate whether each school's nearest ten neighbouring schools have on average better Ofsted grades that suggest they will be preferred by parents choosing a school for their child;
- School size based on the number of pupils on roll;
- Deprivation, ethnicity, first language and special needs profiles of pupils attending each school that indicate the prevalence of additional needs the school must meet;
- Pupil mobility and teacher turnover measures that indicate the level of stability or instability among pupils taught and teachers teaching.

Methods

Stata was used to implement cluster analysis using the cluster command and the average linkage clustering method and Euclidian distances. The cluster stop command was used to generate Calinski-Harabasz pseudo-F index values for each cluster analysis as the stopping rule to determine the number of clusters and relative distinctness of the cluster structures based on different configurations of school characteristics.

We found two sets of school groups that demonstrated statistical clustering based on these variables, and while the same factors were clustered for primary schools and secondary schools, the cluster profiles differed in some respects depending on the school phase. None of the statistical clusters was a close match for the "stuck' schools' group.

Clustering by school performance among primary schools

Among primary schools with key stage 2 cohorts that had been inspected at least three times over the period from 2005 to 2018, we found evidence of clustering of school performance tables measures over time. Ofsted judgements were not used in the clustering of these schools as their categorical nature means they are forced to group into the four inspection grades irrespective of how similar or different schools at the borderline between grades actually are.

Using the performance tables data, there were two clusters of schools which can be characterised as those showing academic improvement between their first and third

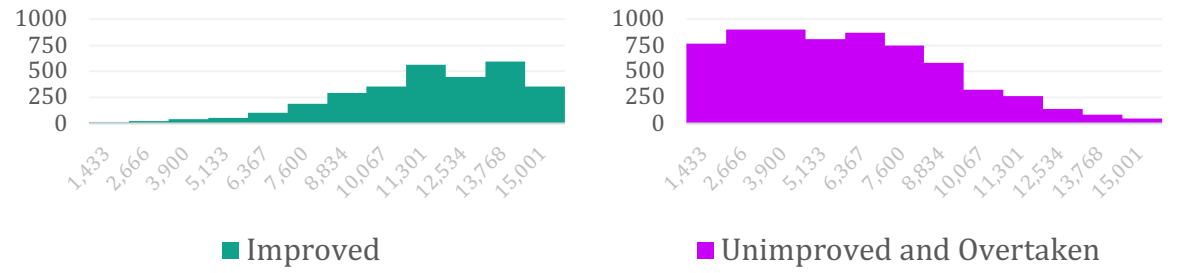
inspections, and those that did not improve as much and were vulnerable to falling behind other schools in terms of pupil attainment and progress. The 'improved' schools numbered 3,022 and there were twice as many 'unimproved / overtaken' schools, numbering 6,432.[6] Hence, the clustering occurred more towards the top end of the distribution of schools by attainment or pupil progress.

The two performance clusters are illustrated in the histograms in Figures 4.1a-f in Appendix 1, showing their profile of pupil attainment and progress over time.

Most of the 264 'stuck' primary schools with key stage 2 results (i.e. those with a year 6 cohort) were found within the 'unimproved' performance data cluster. Overall, the 'unimproved' cluster was not similar to the 'stuck' schools grouping as it was more than ten times larger, and the 252 'stuck' primary schools within the 'unimproved' cluster made up only four per cent of its size. Twelve further 'stuck' primary schools were within the 'improved' cluster based on their performance data and made up under half a per cent of that group.

At the first inspection, both groups of schools are spread across the attainment distribution from low to high, with only a slight tendency to higher attainment among the 'improved' schools and towards lower attainment rankings for the 'unimproved / overtaken' schools. However, by the time of the second and third inspections, the 'improved' schools had become increasingly clustered towards higher pupil attainment, and mirroring this, the 'unimproved / overtaken' schools had shifted towards the bottom of the attainment rankings.

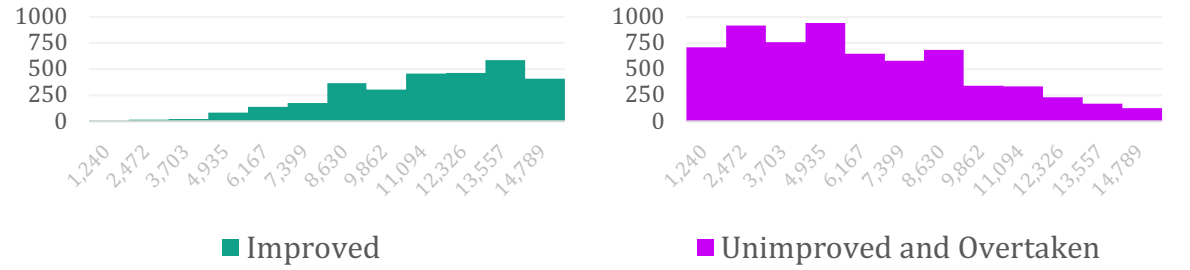
Figure 4.1c: Key Stage 2 Attainment Ranks at Third Inspection (1 = lowest attainment)



Similarly to the pupil attainment ranks, the two clusters became more distinctly 'improved' or 'unimproved / overtaken' over time as we compare performance in terms of value-added pupil progress ranks at the first, second and third inspections.

[6] Note that not all primary schools with KS2 year groups are included in the cluster analysis because those with the best Ofsted inspection histories were less likely to be reinspected twice within the period as 'outstanding' rated schools were deprioritised for reinspections.

Figure 4.1f: Key Stage 2 Value-Added Pupil Progress Ranks at Third Inspection (1 = lowest progress)



Along with pupil attainment and value-added progress, the clusters also took into account the grade differential between each school and its ten nearest neighbours in terms of their relative Ofsted grades. The clustering according to Ofsted grade differentials was less clear than for pupil attainment and progress ranks. Both clusters of schools faced larger grade differentials from neighbouring schools, as by virtue of being reinspected they were those schools that started the period with average or poor inspection histories.

But the 'unimproved / overtaken' cluster faced slightly larger grade differentials at each inspection point. This cluster had inspection grades an average of 2.4 grades lower than neighbouring schools, whereas the 'improved' cluster had inspection grades an average of 2.3 grades behind their neighbours. This small difference persisted and was 2.3 grades versus 2.2 grades at the second inspection and 2.2 grades versus 2.1 grade at the third inspection. These small changes over time suggest that neither the improvement of the 'improved' cluster, nor the decline of the 'unimproved' cluster was strongly reflected in the Ofsted judgements of these schools by their third inspection in the period. The inspection system appears to be somewhat unresponsive to performance data changes for the schools in these clusters.

At the time of the first inspection, there were only modest differences in other characteristics of the two clusters of schools. These are summarised in Table 3 below.

Table 3: Characteristics of the two clusters of schools

	Improved Cluster	**Unimproved and Overtaken Cluster**
Free Schools Meals eligibility	14%	19%
Low-attaining ethnicities	5%	6%
SEND plans (EHCPs)	1.6%	1.8%
3-year teacher turnover	38%	42%
Rural locations	25%	20%
Towns and Cities	35%	45%
Minor Urban Conurbations	3%	5%
Major Urban Conurbations	37%	31%

Considering the school governance status of the schools in each cluster by the end of the period, in September 2018, the 'improved' cluster were more likely to have become converter academies (30 per cent compared with 22 per cent of the 'unimproved' cluster), or to be voluntary aided schools (20 per cent versus 14 per cent of the 'unimproved' schools) or voluntary controlled schools (9 per cent versus 8 per cent of the 'unimproved' cluster). Only three per cent of the 'improved' schools were sponsor-led academies, compared with 15 per cent of the 'unimproved' schools.

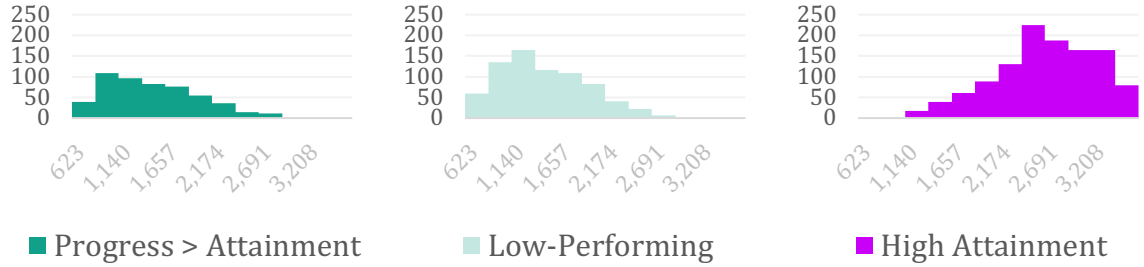
Clustering by school performance among secondary schools

The cluster analysis for secondary schools did not reveal an 'improved' cluster similar to that seen for primary schools with key stage 2 cohorts. Instead, schools were clustered by performance into three groups. The first numbered 523 schools and was characterised by low pupil attainment, but higher value-added progress rankings when taking into account pupils' prior attainment before they arrived at secondary school and is named as 'Progress > Attainment'. The second group numbered 744 schools and had both low pupil attainment and low value-added progress, and is named 'Low-Performing'. The third group of 1,169 schools had high raw attainment with a mixture of lower and higher value-added progress rankings and is named 'High Attainment'. Figures 4.2a-c show the attainment profiles of the three clusters over time, at the first, second and third inspections.

The largest group of 'stuck' secondary schools was found among the 'low-performing' cluster, which included 155 of the 213 'stuck' secondaries with key stage 4 results. 'stuck' schools represented one in five (21 per cent) of this cluster. Unlike the primary schools where 'stuck' schools were effectively a small subset of one cluster, for secondary schools there was also a group of 46 'stuck' schools within the 'progress > attainment' cluster, accounting for just under one in ten (9 per cent) of that cluster. Just one per cent or 12 of the 'high attainment' cluster were classified as 'stuck' according to their Ofsted grades.

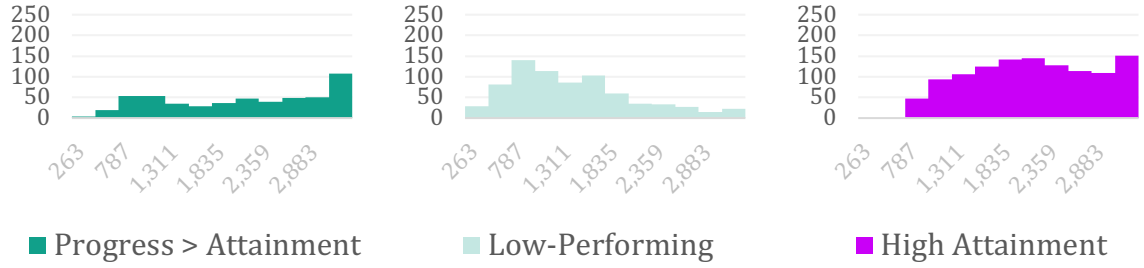
The 'progress > attainment' cluster had mostly low to middle rankings for pupil attainment at key stage 4 but showed a little regression towards the mean at its top end by the third inspection point. Mirroring this, the 'High Attainment' cluster also showed some minor creeping towards the middle of the attainment distribution from its lower end. The attainment rankings of the 'low-performing' cluster remained bunched towards the lower end and in general the three attainment profiles were much more stable than the primary clusters.

Figure 4.2c: Key Stage 4 Attainment Ranks at Third Inspection (1 = lowest attainment)



The 'progress > attainment' cluster had value-added progress that tended towards the higher rankings but also included some lower rankings; its number of highest and low rankings both increased by the time of the third inspection. The 'low-performing' cluster had mostly low rankings for pupil progress, but these had improved a little by the third inspection. The 'high attainment' cluster had mixed pupil progress rankings with most in the middle of the distribution but had an increased number of high rankings and a reduced number of low rankings by the third inspection.

Figure 4.2f: Key Stage 4 Value-Added Pupil Progress Ranks at Third Inspection (1 = lowest progress)



The performance clustering also took into account the Ofsted grade differentials faced by the three clusters of secondary schools, expressed as a difference in Ofsted grades between each school and its nearest ten neighbours. Owing to their status having three or more inspections over the period from 2005 to 2018, all three performance clusters faced strong grade deficits compared with schools with better grades, and this was also true of the 'high-attaining' cluster. The clustering did not produce distinct profiles for grade differentials, but the 'low-performing' cluster did face a slightly bigger differential of an average of 2.5 Ofsted grades at the first inspection, compared with 2.4 Ofsted grades for the 'progress > attainment' and 'high attainment' clusters. The differential also reduced slightly by 0.1 grades for each cluster by the time of the third inspection.

The grade differential faced by the 'high attainment' cluster suggests that lower value-added progress was being taken into account in Ofsted's judgements of these schools with higher attainment based on having inherited good results from primary school. It's also possible other non-academic kinds of concerns accounted for the lower Ofsted judgements of these schools in some cases.

The deprivation profile of schools differed for each of the performance clusters, with the 'high attainment' cluster having predominantly very low proportions of pupils eligible for free school meals or living in neighbourhoods where many families are deprived. Among the 'low-performance' cluster most schools also had low levels of

deprivation but there were more schools with average levels of deprivation than among the 'high attainment' cluster. The 'progress > attainment' cluster was the most diverse with respect to deprivation and included substantial numbers of schools with average and high deprivation levels. Figures 4.2g-h in Appendix 1 show the deprivation profiles of the three clusters.

Further characteristics of the three clusters are summarised in Table 4 below.

Table 4: Characteristics of the three clusters of schools

Characteristics	Progress > Attainment Cluster	Low Performing Cluster	High Attainment Cluster
Free Schools Meals eligibility	26%	18%	9%
English as an Additional Language	16%	8%	8%
Low-attaining ethnicities	10%	6%	4%
SEND plans (EHCPs)	2.9%	2.6%	2.1%
3-year teacher turnover	47%	47%	38%
Rural locations	8%	10%	20%
Towns, Cities & Minor Conurbations	49%	58%	49%
Major Urban Conurbations	43%	32%	31%

Unsurprisingly, the performance and other characteristics of the clusters was reflected in their school governance profiles. As we might expect, the highest proportion of academy converters was among the 'high attainment' cluster at 65 per cent; this compared with 31 per cent among the 'progress > attainment' cluster and, more surprisingly, just over a quarter (26 per cent) among the 'low-performing' schools.

All three clusters also contained schools that had become sponsor-led academies, but the proportions of these were more in-line with what we might expect given the use of sponsors to support struggling schools, with just five per cent of the 'high attainment' cluster being sponsored compared with 38 per cent of the 'progress > attainment' cluster and 44 per cent of the 'low-performing' cluster.

Our analysis suggests that among secondary 'stuck' schools there are at least two sub-types based on performance data about each school's pupil attainment and progress. The larger sub-type that appears among the 'low-performing' cluster in our analysis has low rankings for both attainment and value-added progress as well as low deprivation, but the smaller sub-type found within our 'progress > attainment' cluster has a more

nuanced performance profile and a more deprived pupil intake with greater additional needs.

For neither primary nor secondary schools did the cluster analysis produce a grouping that closely mirrored the 'stuck' schools defined based on Ofsted's judgements. However, the cluster analysis also produced a second alternative grouping to the performance clusters, which we discuss below.

Clustering by pupil demographics among primary schools
The cluster analysis revealed that in addition to the performance clusters described above schools were clustered according to the demographics of their pupil intakes. In particular, there was clustering according to the percentage of pupils eligible for free school meals, the IDACI neighbourhood deprivation levels of the areas where pupils lived, and by the percentage of pupils belonging to low-attaining ethnic minority groups.

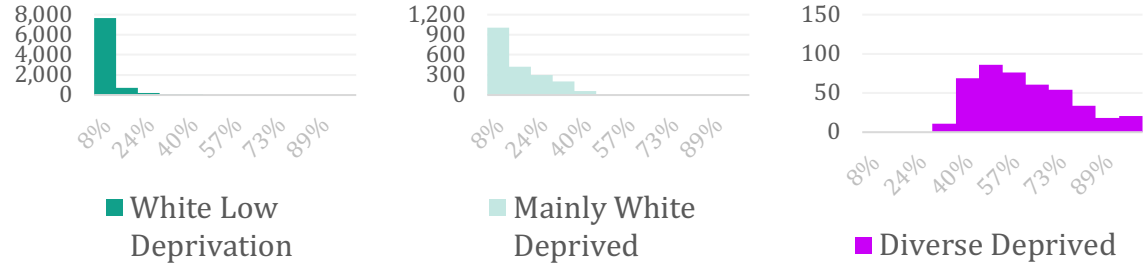
Three clusters of primary schools were found based on these demographic factors; the first was a group numbering 8,738 schools characterised as 'white low deprivation', the second was a group of 1,995 'mainly white deprived' schools, and the third was a much smaller group of 430 'diverse deprived' schools with higher proportions of children belonging to low-attaining minority ethnic groups as well as high levels of deprivation. The three demographic primary school clusters are illustrated by the histograms in Figures 4.3a-l in Appendix 1.

The majority of the primary 'stuck' schools (219 of 329) were found among the 'white low deprivation' cluster, but this reflected the size of the group rather than any propensity towards low inspection grades as it made up only three per cent of the cluster compared with 4 per cent of each of the two deprived clusters that were classified as 'stuck'.

The 'white low deprivation' cluster of primary schools was dominated by those with the lowest percentages of children belonging to low-attaining minority ethnic groups whereas the 'diverse deprived' cluster was made up of schools with moderate to high percentages of these pupils. The 'mainly white deprived' cluster had a high proportion of schools with the lowest percentages of these ethnic groups, but also included some schools with up to half of their pupils in these groups.

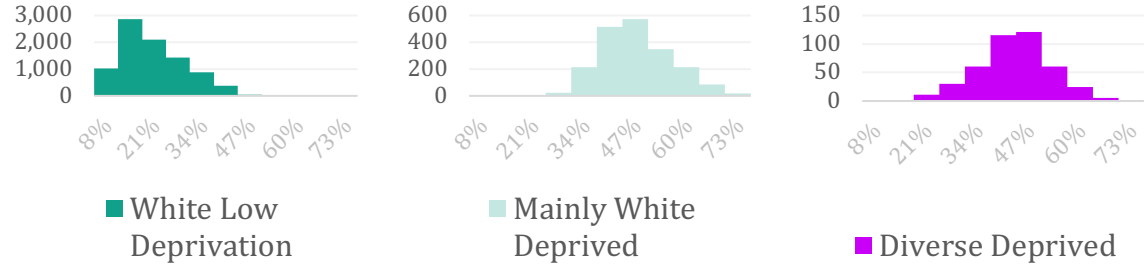
While there are likely to have been changes in the exact ethnic composition of the schools over time, their clustering around this broad grouping of low-attaining ethnic groups (Gypsy / Romany; Traveller of Irish Heritage; Black Caribbean; Mixed White and Black Caribbean; Other Black Background; and Pakistani) remained stable over the periods in which the schools were subject to their first three inspections from 2005.

Figure 4.3c: Low-Attaining Minority Ethnic Groups % All Pupils at Third Inspection



The 'white low deprivation' cluster was made up of schools whose pupils lived in neighbourhoods with low to moderate deprivation for families with children. The pupils attending schools in the 'mainly white deprived' cluster lived in neighbourhoods with moderate to high deprivation, and similarly, the pupils of the 'diverse deprived' cluster of schools lived in neighbourhoods with higher deprivation levels.

Figure 4.3f: IDACI % Families Deprived in Neighbourhoods at Third Inspection



A similar picture of deprivation to the IDACI neighbourhood index profiles is seen in the percentage of pupils eligible for free school meals in the three clusters of schools. The 'white low deprivation' cluster includes schools with mostly low or moderate percentages of eligible children, with some slight increases by the time of the third inspection. The 'mainly white deprived' cluster and the 'diverse deprived' cluster both included schools with moderate and percentages of children eligible for free school meals.

The performance profiles of the three clusters reflected their demographic makeup, with a fairly even spread of key stage 2 attainment rankings in the 'white low deprivation' cluster but low rankings among the two deprived clusters. The value-added pupil progress rankings were more spread from high to low progress for the two deprived clusters and the 'white low deprivation' cluster had fewer schools with the best rankings for progress than for raw attainment.

The additional needs characteristics of the school clusters also differed according to their demographic profile. Further characteristics of the three clusters are summarised in Table 5 below.

Table 5: Characteristics of clusters of schools by demographic profile

Characteristics	White Low Deprivation Cluster	Mainly White Deprived Cluster	Diverse Deprived Cluster
Ofsted Grade Differentials	2.3	2.4	2.4
English as an Additional Language	6%	24%	66%
SEND plans (EHCPs)	1.7%	2.1%	1.7%
3-year teacher turnover	39%	44%	44%
Rural locations	28%	1%	<1%
Towns, Cities & Minor Conurbations	48%	36%	28%
Major Urban Conurbations	23%	63%	72%

The 'mainly white deprived' and 'diverse deprived' clusters of primary schools were more likely to be community schools (43 per cent and 44 per cent respectively) compared with the 'white low deprivation' cluster (35 per cent). They were also more likely to have become sponsor-led academies by 2018 (17 per cent of the 'mainly white deprived' group and 16 per cent of the 'diverse deprived' group compared with nine per cent of the 'white low deprivation' group). The 'white low deprivation' schools were the most likely to have become converter academies (26 per cent, compared with 20 per cent of the 'diverse deprived' schools and 19 per cent of the 'mainly white deprived' schools).

As we saw in the value-added pupil progress profiles, the demographic clustering of primary schools was only very loosely related to school performance when adjusting for the prior attainment of the pupils. Hence the two cluster groupings of primary schools revealed by the cluster analysis were both largely unrelated to the 'stuck' classification based on inspection judgements. In this sense, the categorical nature of the inspection judgements has created a clustering of 'less than good' schools which does not appear to be a natural cluster based on performance data, but rather a small subset of a much larger cluster which is better characterised as 'unimproved'.

Clustering by pupil demographics among secondary schools

Secondary schools are typically larger than primary schools and their pupils, being older and more independent, often take on longer school journeys each day. Their intakes therefore tend to reflect less of a micro-local residential neighbourhood than primary schools, and this is reflected in the demographic clustering, which revealed just two clusters of secondary schools compared with the three for primary schools.

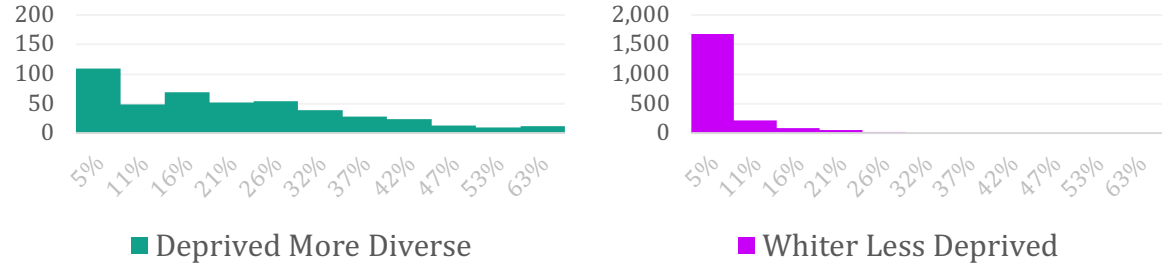
Secondary schools with three or more inspections were demographically clustered into a smaller 'deprived more diverse' group of 458 schools with higher percentages of

deprived pupils and those belonging to low-attaining minority ethnic groups, and a larger 'whiter less deprived' group of 2,050 schools with less deprivation and ethnic diversity. The two clusters are illustrated in the histograms in Figures 4.4a-c in Appendix 1.

Neither of the demographic clusters was clearly associated with 'stuck' status, with 53 found among the 'deprived more diverse' cluster (12 per cent of that group) and 163 found among the 'whiter less deprived' cluster (eight per cent of that group). This suggests two demographic sub-types of 'stuck' secondary schools in addition to the two performance sub-types, and that they do not form one distinct cluster among secondary schools with three or more inspections.

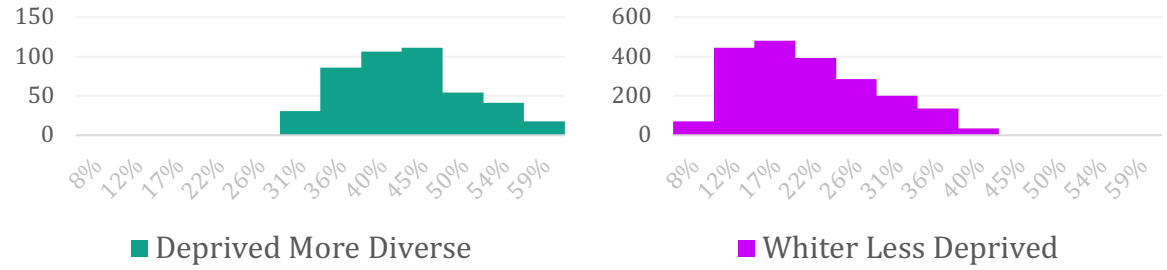
The 'whiter less deprived' cluster of secondary schools was tightly clustered with low percentages of pupils from low-attaining minority ethnic groups while the 'deprived more diverse' cluster included some schools with low percentages of these pupils but a much greater spread of values including middle and high percentages of low-attaining ethnic groups. This broad grouping of ethnic groups was stable over the period of the first three inspections from 2005.

Figure 4.4c: Low-Attaining Minority Ethnic Groups % All Pupils at Third Inspection



The IDACI neighbourhood deprivation profiles of the secondary demographic clusters show that the 'whiter less deprived' cluster was bunched towards the low to moderate end of the scale for the percentage of families with children living in deprivation in the areas where pupils lived. The 'deprived more diverse' cluster occupied the moderate to high neighbourhood deprivation percentages.

Figure 4.4f: IDACI % Families Deprived in Neighbourhoods at Third Inspection



The 'whiter less deprived' schools were clustered with low to moderate percentages of pupils eligible for free school meals, with some slight creep towards higher percentages by the time of the third inspection. The smaller 'deprived more diverse' group of schools had percentages of pupils eligible for free school meals that ranged from moderate to high, similarly to their IDACI neighbourhood deprivation profile.

As was the case for the primary school clusters, the performance profiles of the secondary demographic clusters reflected their pupil intake characteristics. The 'deprived more diverse' cluster had lower key stage 4 rankings for raw attainment but a more even spread of rankings for value-added pupil progress rankings after prior attainment was accounted for. The 'whiter less deprived' cluster had a broad spread of rankings based on raw attainment, but an increased number of the cluster had lower value-added progress rankings.

Further characteristics of the two clusters are summarised in Table 6 below.

Table 6: Further characteristics of the two clusters of schools

Characteristics	Deprived More Diverse Cluster	Whiter Less Deprived Cluster
Ofsted Grade Differentials	2.3	2.4
English as an Additional Language	28%	4%
SEND plans (EHCPs)	2.7%	2.4%
3-year teacher turnover	49%	41%
Rural locations	<1%	18%
Towns, Cities & Minor Conurbations	24%	59%
Major Urban Conurbations	75%	24%

Again, the demographic clusters reflect their pupil intake characteristics in their governance status, and this was a stronger pattern for secondary schools. Among the 'deprived more diverse' schools, four in ten schools (40 per cent) were sponsor-led academies by 2018, compared with two in ten (20 per cent) of the 'whiter less deprived' schools. Twice as likely to have been allocated a sponsor, the 'deprived more diverse' schools were also more likely to remain as local authority community schools, at 17 per cent compared with 13 per cent of 'whiter less deprived' schools. Over half (52 per cent) of the 'whiter less deprived' group had become converter academies compared with under a quarter (23 per cent) of the 'deprived more diverse' schools.

Concluding remarks: School Clusters and their Relation to 'stuck' Schools
The four cluster analyses described above revealed two different lenses through which schools can be statistically grouped, a performance lens and a demographic lens, and uncovered several clusters which interact with the 'stuck' classification in varying ways.

For primary schools, 'stuck' schools were essentially a sub-type of 252 of a much larger cluster of schools that were 'unimproved' in terms of their academic performance data over a span of three inspections from 2005. Alternatively, there were three demographic sub-types of primary schools that were more or less equally likely to be

'stuck' schools – the largest being 219 'white low deprivation' schools, followed by 67 'mainly white deprived' primary schools, and the smallest sub-type being 16 'diverse deprived' primaries.

For secondary schools there were two performance sub-types of 'stuck' schools – the smaller 'progress > attainment' group of 46 schools whose higher value-added progress profile somewhat belied the 'stuck' label, and the larger 'low-performing' group of 155 schools that had low rankings for both raw GCSE attainment and value-added progress over the three inspections. Alternatively, there were two demographic sub-types of 'stuck' school – the smaller 'deprived more diverse' group of 53 schools and the larger 'whiter less deprived' group of 163 schools.

Research question 2: What factors have contributed to the 'stuck' schools' pattern of lack of change or decline?: Path Analysis of School Experiences After Inspection

Introduction and hypotheses
Given our findings that 'stuck' schools are not unique and do not form a statistical cluster on the basis of the data we have analysed, we wanted to understand what happens to schools after they are inspected that, in some cases, may result in them becoming 'stuck' with low inspection outcomes for many years. We use a technique called path analysis to examine the relationships between different factors and events over time to examine how schools can become 'stuck' within the inspection system.

This analysis is not causal and we cannot say that one factor causes another, but we can set out a chain of events and examine the plausibility of different hypotheses about what events are important in the journey to becoming 'stuck'.

In particular, we modelled the following sets of hypotheses:

1. School population changes contribute to prolonged 'failure' by schools through the following intermediate events after a school receives an adverse inspection result:
    - Pupils who were enrolled at the school are more likely to leave it for another school;
    - The profile of pupils joining the school at its intake year becomes more disadvantaged;
    - The proportion of teachers leaving the school for other jobs or retirement increases;
    - Academic results of the remaining pupils deteriorate;
    - Grade deficits grow between the school's Ofsted judgement and those of its neighbours.
2. 'School improvement' intervention processes contribute to prolonged 'failure' by schools through the following intermediate effects on school population change:
    - Joining a multi-academy trust is followed by losses of pupils and/or teachers;
    - A change of head teacher is followed by losses of pupils and/or teachers;
    - Changes in pupils and/or staff influence pupils' academic progress;
    - Pupil and staff turnover and/or deteriorating academic progress contribute to worse subsequent inspection outcomes.

In order to test these hypotheses we focus in on the latter part of our period of analysis from the 2012 Ofsted Inspection Framework, for which we have data on teacher turnover available. This also ensures that all inspection judgements have the same meaning having taken place after grade 3 became known as 'requires improvement' rather than 'satisfactory'.

We focus our models on schools that were inspected in the academic year 2012/13 and use the outcomes from this inspection as the contributing factor to subsequent events and changes that took place in schools in the following years.

We then formulate the final outcome of the models as the number of 'requires improvement' or 'inadequate' inspection judgements in 2013/14-2017/18 inclusive. This is used in place of 'stuck' status because the path analysis technique requires larger numbers of schools in the analysis to support the testing of effects on multiple intermediary events and factors.

Methods

Stata was used to implement structural equations modelling using the sem command. The path diagrams presented below and in the Appendix illustrate simplified versions of the final models. These were selected after using the RMSEA, CFI, TLI and SRMR goodness of fit postestimation indices to assess the model fit and make adjustments. Effect sizes measured in standard deviations of the outcome measure associated with a 1 standard deviation increase in the predicting variable are used to report the coefficients of the path models to facilitate comparisons between different paths and outcomes within the model.

School Population Change Models

Each of our models was fitted separately for primary and secondary mainstream schools. The models were generally better at explaining the outcome of multiple poor inspection judgements for secondary schools and we begin by introducing and describing the school population model for secondary schools, before discussing how the model applied to primary schools.

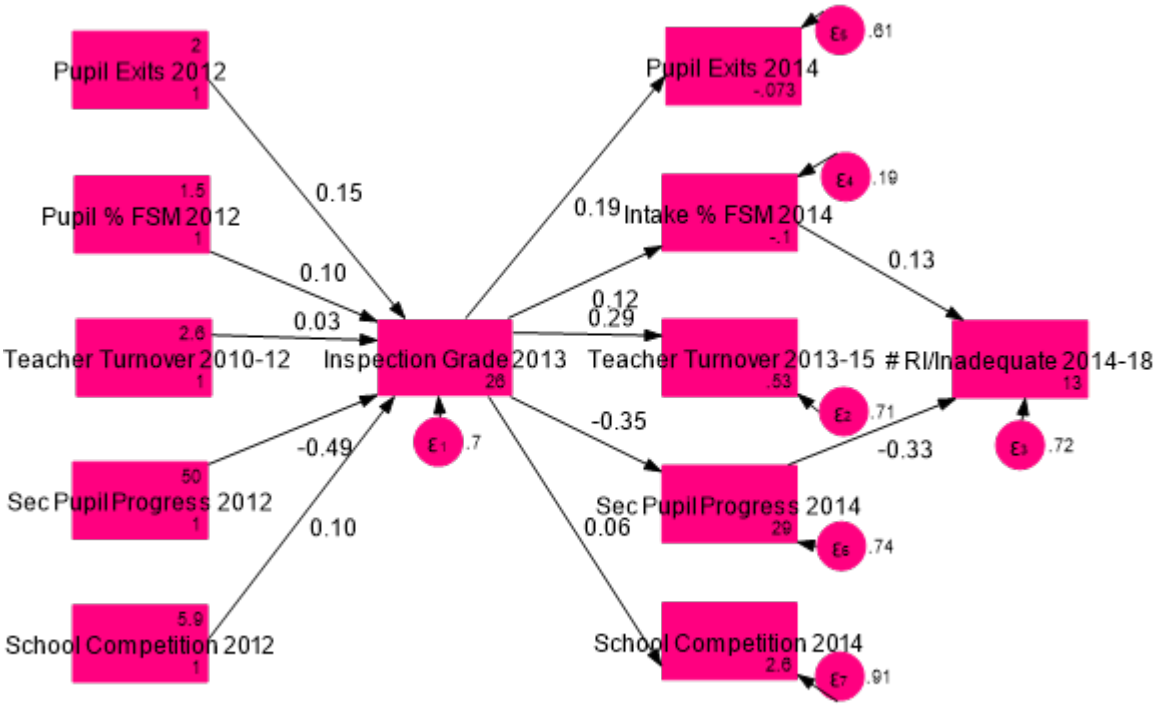
Control factors prior to the 2013 inspection

In the school population model, the baseline year was 2011/12 and we introduce the school population factors for that year and draw in effects from those factors to the inspection outcome in 2012/13. Figure 5.1is a simplified path diagram of the secondary school population model, and we can see that the largest standardised coefficient, or effect size, on the 2013 inspection grade outcome is the value-added pupil progress score for the previous year with an effect size of -0.49.

This means that for an increase of one standard deviation in pupil progress there is around half a standard deviation in reduction in the Ofsted grade. It's important to note here that because the Ofsted inspection grade 1 is the highest or best grade and grade 4 is the worst, that means that better pupil progress is associated with improved

inspection grades, as we would expect. Conversely this means that a positive effect size means worse Ofsted grades, and the same is true of the final outcome of the model, the number of inspection judgements that were 'less than good', i.e. 'requires improvement' or 'inadequate'.

Figure 5.1a: School Population Model for Secondary Schools



The effect size of -0.49 indicated a large positive effect on the 2013 Ofsted grade, whereas each of the other factors measured a year earlier in 2012 had a much smaller but negative (worsening) effect on the 2013 Ofsted grade. Schools with more pupil mobility resulting in more pupils leaving the school other than at its regular leaving age had worse Ofsted grades in 2013, with an effect size of 0.15. Those with higher percentages of pupils eligible for free school meals had worse Ofsted grades in 2013 (ES = 0.10), as did schools facing stronger grade differentials from neighbouring schools with better prior inspection grades (ES = 0.10). Finally, a very small effect was found for schools with higher 2-year cumulative teacher turnover prior to their inspection in 2013, which also received worse inspection grades (ES = 0.03). Together these factors explained 35 per cent of the variation in the 2013 Ofsted grades.

Outcomes after the 2013 inspection

On the right-hand side of the 2013 inspection grade in the path model diagram, the same factors are then measured in 2014, following the inspection and we estimate the effects of the Ofsted grade on them following the inspection. In each case, the model controlled for the earlier 2012 values of the school population factors, but these paths are not shown on the simplified diagram as they are not of primary interest. Likewise, our model included a path from the 2013 inspection grade to the 2014-18 number of 'less than good' grades outcome to control for the earlier inspection outcome when

assessing the effects of the other factors. Also not shown in the diagram is a path from pupil exits in 2012 to 2-year teacher turnover for 2013-15, which had an effect size of 0.14.

Turning to the effects of the 2013 inspection grade on the subsequent school factors in 2014, again the largest effect was on value-added pupil progress, with a -0.35 effect size of the 2013 Ofsted grade on pupil progress in 2014. This meant that a better Ofsted grade was associated with greater pupil progress, or conversely that a worse Ofsted grade was associated with poorer pupil progress. This is unlikely to be a causal effect in either case and most likely represents the fact that pupils sitting their GCSEs in 2014 have normally been in the school for five years, three of which were before the 2013 inspection took place. It's unlikely that meaningful changes in pupil progress would result from changes to provision following an adverse inspection outcome within one year and more likely that the same challenges which resulted in the school receiving a lower grade were also still impacting the next year's results.

All other effects had positive signs meaning that worse Ofsted grades led to worsened school factors, with a moderately sized effect on teacher turnover (ES = 0.29). There was also an increase in pupil exits associated with having received a lower Ofsted grade (ES = 0.19), as well as small increases in deprivation of the school intake (ES = 0.12) and grade differentials compared with neighbouring schools (ES = 0.06).

Knock-on effects on subsequent 2014-2018 inspections

The model has demonstrated that small to moderate penalties are experienced by schools after they receive a lower Ofsted grade (and vice versa). We then tested paths from each school factor to the number of 'less than good' grades received over the period of 2014 to 2018 inclusive and found that only two of the factors had statistically significant associations with these outcomes. Unsurprisingly, better pupil progress was associated with fewer negative judgements from Ofsted (ES = -0.33).

The other factor that was associated with later Ofsted judgements was the percentage of the school's intake year group eligible for free school meals (ES = 0.13). This meant that there was a small increase in low grades associated with higher deprivation levels in 2014. The two factors of pupil progress and pupil deprivation plus the earlier Ofsted grade outcome in 2013 together accounted for 31 percent of the variation in the number of subsequent grades that were 'less than good'.

While the contribution of the free school meals percentage to the number of later Ofsted judgements that were 'less than good' was small in size, there was nevertheless some evidence of a vicious cycle, in which schools with more disadvantaged pupils received lower Ofsted grades, schools with lower Ofsted grades recruited pupil intakes that were increasingly deprived, and schools with the most deprived intakes then received more subsequent negative judgements from Ofsted in the following years.

The schools that initially received lower Ofsted grades in 2013 also experienced other adverse outcomes in terms of greater pupil and teacher mobility, though these were not associated with subsequent poor Ofsted grades.

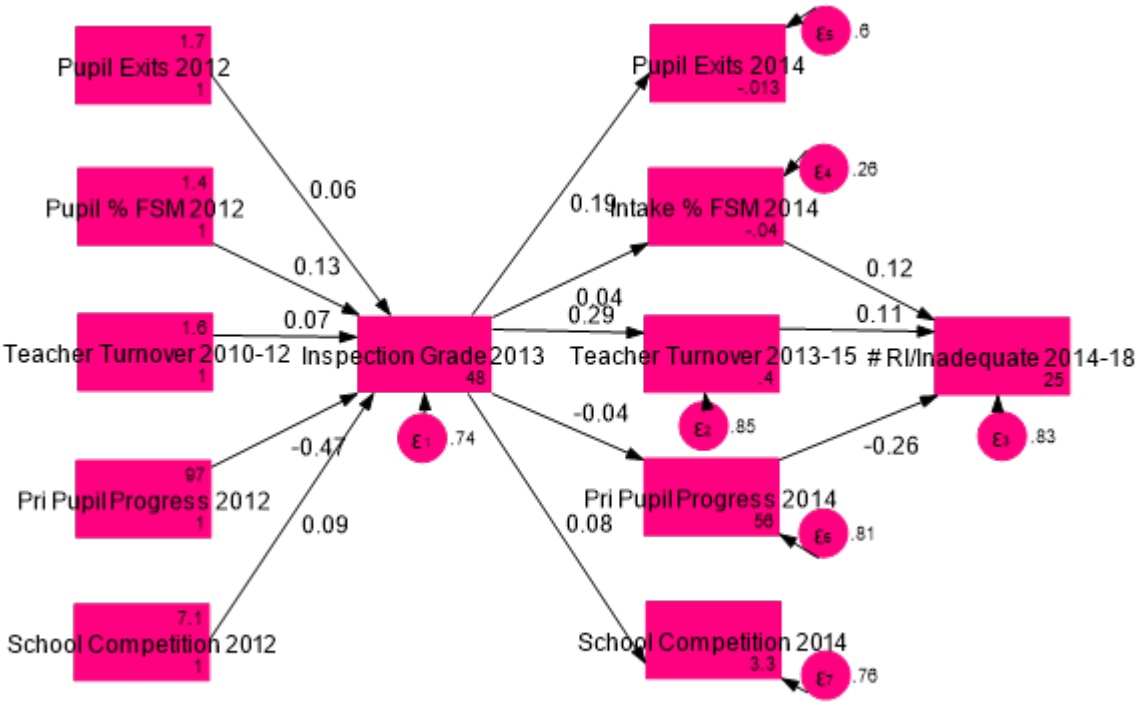
When we tested alternative specifications of the model substituting binary variables for 'requires improvement' or 'inadequate' Ofsted grades in 2013, there was an additional statistically significant path from higher cumulative teacher turnover in 2013-15 to more 'less than good' Ofsted outcomes in 2014-18.

This was a small effect (ES = 0.08 with 2013 'requires improvement' and ES = 0.09 with 2013 'inadequate') but completed the paths to create a second feedback loop similar to the pupil deprivation loop, whereby a more challenging context is associated with a worse grade in 2013, which is associated with increases in challenge (teacher turnover) after 2013, which is associated with more 'less than good' judgements from 2014-18.

Primary schools

Having set out the model and its effect sizes for secondary schools, we now examine the same model applied to primary schools and discuss the differences between primary and secondary schools. The primary school population model path diagram is presented in Figure 5.1d. The most important difference to note is that the model was less successful in explaining variation in the outcome of the number of 'less than good' grades received from 2014 to 2018, with only 18 per cent of the variation explained for primary schools.

Figure 5.1d: School Population Model for Primary Schools



There were differences in the sizes of the effects of the school factors on the inspection outcome in 2013. While pupil progress remained the most important predictor (ES = -0.47), pupil mobility was less important (ES = 0.06) whereas pupil deprivation and teacher turnover were more important for primary schools although the effect sizes were still small (Pupil FSM ES = 0.13) or very small (Teacher Turnover ES = 0.07). Ofsted

grade differentials from neighbouring schools had a similar effect size on the 2013 inspection grade for primaries (ES = 0.09) as it did for secondary schools.

The effects of the 2013 inspection grade were the same as for secondary schools on pupil exits in 2014 (ES = 0.19) and teacher turnover (ES = 0.29). The effect on free school meals in the intake year group was very small but statistically significant (ES = 0.04) but there was a larger (yet still very small) effect on grade differentials from neighbouring schools (ES = 0.08). In all cases worse Ofsted grades were followed by greater challenges. The effect of the 2013 inspection grade on pupil progress in 2014 was very small (ES = -0.04) suggesting that the predictive value of the Ofsted inspections was much weaker for primary school performance than for secondary school performance.

For primary schools, in addition to the feedback from the 2014 greater pupil deprivation level on subsequent increased poor inspection grades (ES = 0.12) and on reduced pupil progress (ES = -0.26), there was an additional path from higher teacher turnover for 2013-15 to more subsequent 'requires improvement' or 'inadequate' grades.

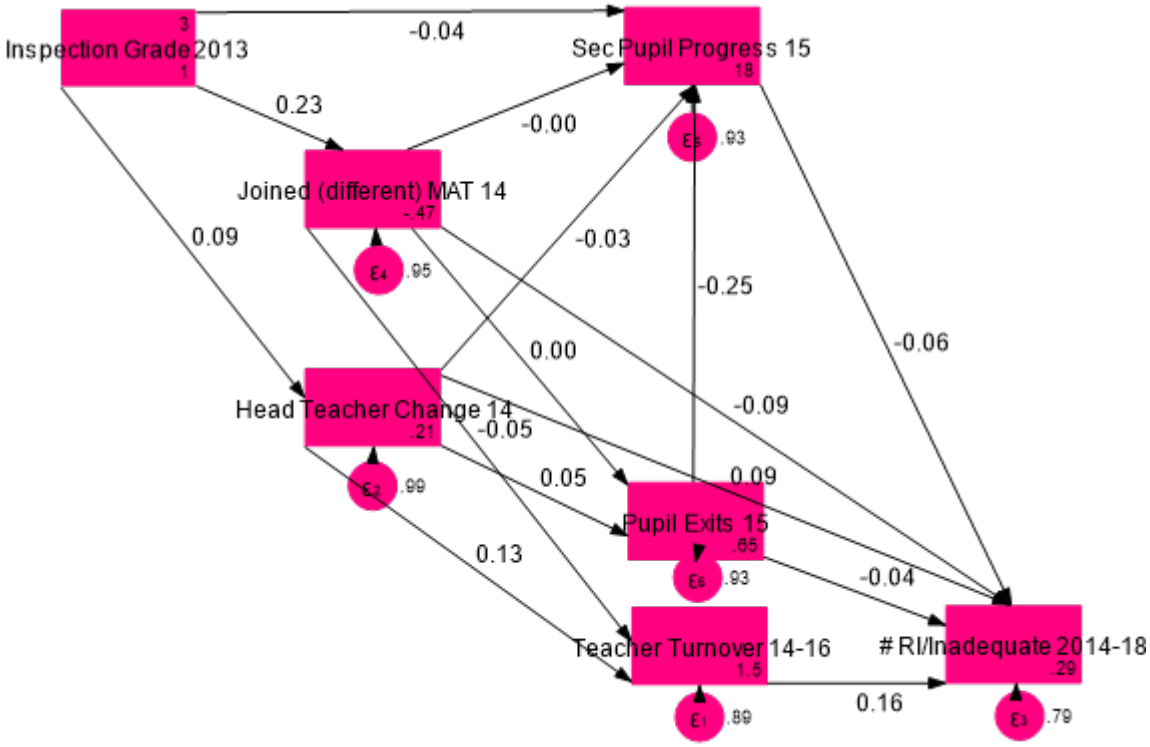
This had a small effect size of 0.11 but indicated that while the feedback loop between pupil deprivation and Ofsted grades was weaker for primary schools there was an additional vicious cycle for teacher turnover, whereby it was associated with lower grades in 2013, which then had a moderate effect on teacher turnover in the following two years, which then had a small effect on the number of negative judgements from 2014 to 2018.

School Intervention Models

In our second set of path models we take the 2013 inspection as the starting point for a chain of events and assess the mediating effect of joining a multi-academy trust and changes to the head teacher of the school on pupil progress, pupil mobility and teacher turnover, and the knock-on effects of all the above factors on 'less than good' judgements from 2014-18.

Again, we begin by considering the model for secondary schools which is illustrated by the simplified path diagram in Figure 5.2a. First, we consider the effects of the 2013 inspection outcome on the likelihood of schools experiencing a 'school improvement' intervention in the form of either joining a new or different multi-academy trust, or having a change of head teacher, in the following year.

Figure 5.2a: School Intervention Model for Secondary Schools



As we might expect given the policy objectives of the academies programme, there was a moderate sized effect of a weaker Ofsted grade in 2013 on joining a new or different multi-academy trust in 2014 (ES = 0.23). There was also a small increase in the chances that the school would get a new head teacher in 2014 (ES = 0.09). These school improvement events set the scene for subsequent events in 2015.

Considering the knock-on effects of joining a multi-academy trust, this had a negligible effect on pupil progress in 2015 and on pupil exits in 2015. Joining a MAT had a very small negative effect on teacher turnover in 2014-16 (ES = -0.05), reducing slightly the number of teachers who left the school compared with other schools that did not join a MAT in 2014. Greater teacher turnover was associated with more negative Ofsted grades from 2014-18, so the reduction in turnover associated with joining a MAT would reduce 'less than good' grades in subsequent years.

Joining a MAT also had a small direct effect on reducing the number of 'less than good' Ofsted grades the school received from 2014-18, although it was not associated with any improvement in pupil progress in 2015.

Turning to the head teacher change event in the model, this had a direct effect of increasing the number of 'less than good' inspection outcomes in 2014-18 by a small effect size of 0.09. It also had indirect effects of increasing negative inspection outcomes through intermediate changes to teacher turnover, pupil mobility and pupil progress.

The largest effect of a head teacher change was a small effect of increasing teacher turnover in the two following years (ES = 0.13). As greater teacher turnover was followed by more 'less than good' grades (ES = 0.16, head teacher change contributed to poor inspection results indirectly as well as directly.

Head teacher change in 2014 also increased pupil exits in 2015 (ES = 0.05) and had a very small suppressing effect on pupil progress (ES = -0.03) which then negatively influenced later Ofsted grades (ES = 0.06). Larger percentages of pupils leaving in 2014 was associated with fewer 'less than good' Ofsted grades, although the effect size was very small (ES = -0.04) but it also reduced pupil progress in 2014 with a moderate effect size of -0.25 which would have a very small offsetting effect of increasing lower Ofsted grades in 2014-18.

The effects of joining a new MAT, a change of head teacher, pupil progress and pupil and teacher mobility explained 21 per cent of the variation in 'less than good' Ofsted grades received by secondary schools in total. Covariances and paths from 2013 inspection grades directly to pupil exits, teacher turnover and 2014-18 Ofsted grades have been omitted from the simplified path diagram.

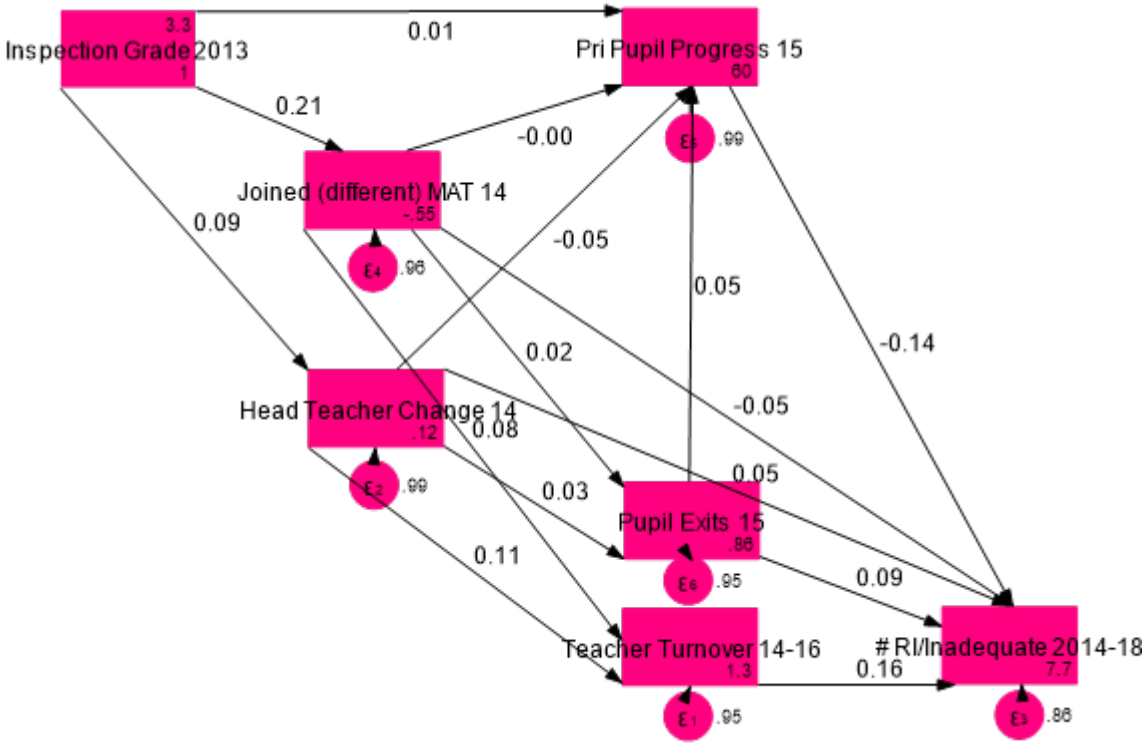
The school intervention model for secondary schools has revealed some positive outcomes from joining a multi-academy trust, including small improvements in reduced teacher turnover, with a knock-on effect of reducing the number of 'less than good' grades received from Ofsted in subsequent years. Additionally, there was a small direct effect of reducing the number of negative Ofsted judgements, although it is possible this might be partly accounted for by 'inspection holidays' given to schools when they make a fresh start as a sponsor-led academy which would reduce the number of inspections undertaken from 2014-18 thereby reducing the opportunities to accrue 'less than good' outcomes.

In contrast to joining a MAT, schools that experienced a change of head teacher in 2014 faced subsequent increases in contextual challenges from increased pupil exits, which indirectly increased negative inspection judgements through intermediate effects of suppressing pupil progress, and more importantly through increases in teacher turnover which then increased 'less than good' grades received. Schools which had a change of head teacher also experienced a direct effect of this on increased negative Ofsted judgements.

Primary schools

The positive effects of joining a MAT that we observed for secondary schools did not hold true for primary schools and in fact the effects of this were the opposite of our secondary findings. For primary schools, a lower inspection grade in 2013 was associated with a moderately increased chance of joining a MAT, just as we saw for secondary schools (ES = 0.21) but the knock-on effects of this were a small increase in teacher turnover (ES = 0.08) and a very small increase in pupil exits (ES = 0.02).

Figure 5.2b: School Intervention Model for Primary Schools



Both of these factors were associated with receiving more negative Ofsted grades from 2014-18 with small effect sizes (Pupil Exits ES = 0.09 and Teacher Turnover ES = 0.16). While the knock-on effects of more pupil and teacher mobility increased negative Ofsted grades, there was a very small direct effect of joining a MAT of reduced 'less than good' grades (ES = -0.05). Joining a MAT can therefore be understood to have mixed results with respect to subsequent Ofsted inspection outcomes.

As for secondary schools, a change of head teacher presented risks for schools in the subsequent years. A lower inspection grade in 2013 increased the chances of a change of head teacher the following year with a small effect size of 0.09. This then had a small knock-on effect of head teacher change on increased teacher turnover (ES = 0.11) which was then associated with more subsequent 'less than good' Ofsted grades (ES = 0.16).

A change of head teacher in 2014 also had a very small effect of increasing pupil exits in 2015 (ES = 0.03) which had a small knock-on effect of increasing poor Ofsted grades (ES = 0.16). There was also a very small direct effect of a change in head teacher on increased poor Ofsted judgements (ES = 0.05) and a very small reduction in pupil progress (ES = -0.05) which was associated with worse Ofsted outcomes (ES = -0.14).

In total, the factors in our school intervention model explained only 14 per cent of the variation in 2014-18 Ofsted outcomes indicating that the model was not as good at explaining this outcome and more factors that were not measured with data in the model are at play for primary schools than for secondary schools. The findings for primary schools are therefore more tentative.

Unlike for secondary schools, there were no positive feedback effects of joining a MAT for primary schools evident in our school intervention model. There were risks that

greater pupil mobility and more teachers leaving could undermine future Ofsted outcomes partially offset by a very small direct effect of improved grades.

A change of head teacher was risky for primary schools in terms of its effects on pupil progress, pupil mobility and teacher turnover and their knock-on effects on Ofsted outcomes, although the effect sizes were smaller than for secondary schools with the exception of reduced pupil progress.

Phase two: Qualitative findings

Intra-case analysis

This section presents the findings from each 'stuck' and 'un-stuck' schools case studies. For each school, the background (school type and location, student composition, head teacher change, 3-year teacher turnover and number of pupils) is detailed. Then, the trajectory of change is specified through the school timeline and a description of the schools' inspection trajectory. Finally, a description of the school stakeholders' views on their trajectory and the external support they received is provided.

'Stuck' schools

This section describes ten 'stuck' schools: five primary (schools A, B, D, G and H) and five secondary (schools C, E, F, L and P) organized according to their inspection trajectory: stable, mixed, and decreasing.

Stable trajectory: school A

One 'stuck' school case study, school A, presented a stable inspection trajectory over time. School A is one of the 19% 'stuck' schools identified in Phase one characterized by schools that between 2005-2018 had never received an 'inadequate' grade but were 'stuck' at 'satisfactory'/'requires improvement'.

School A: "it's never enough"

Background

School type and location. School A is a maintained mixed primary school located in the East Midlands. It is part of a federation with another local primary school. The school has a strong transition network for early years and is highly regarded by the local community, with good links with parents, which is reflected in the increased numbers of pupils on roll over time.

Student composition. Most of children are of White British heritage with a very small number from other White backgrounds. Nearly all children have English as their first language. The proportion of children with special educational needs is higher than the national average. The student composition has become more vulnerable over time, increasing from 5% FSM in 2004 to 24.8% in 2021, which is higher than the national average.

Head teacher change. The executive Head teacher has been in post since 2016 and is the third Head over the last decade. He/she leads two federation schools, which also share their business manager and governing body.

3-year Teacher Turnover. Teacher turnover has been high, increasing from 58% (2011-2014), to 75% (2014-2017).

Number of pupils. The school is under-subscribed, yet the number of pupils on roll has increased slightly from 227 in 2008 to 254 in 2021.

Inspection trajectory

As can be seen in School A timeline (Table 7, Appendix 2), its inspection trajectory has been stable. Between 2005 to 2021 School A received ten Ofsted inspections: five section 5 grades 3 (RI) and five monitoring inspections. In the last full inspection in 2018 it received a good judgement in Behaviour, personal development and wellbeing, as well as Leadership and management. Monitoring inspections have been positive, describing that the school was taking effective action in 2014, 2016, 2019, and twice in 2021.

External support

It has been consistently provided by the Local Authority and a Multi-Academy Trust. They have supported leaders and governors to improve the way they evaluate the quality of teaching and learning and provide feedback. A Local Teaching school has also provided professional development and the school has worked with a range of providers over time.

School views on their inspection trajectory

The effect of five consecutive Grade 3 inspections has been '*obviously very disappointing. And it's just added more pressure, I suppose, for us to make sure that the next one is a 'good'*. ('Stuck' school A, stable, primary, maintained, East Midlands, Teacher). School staff attribute their long-term requires improvement grades to the persistent challenging background characteristic of the student population coming from families with low academic aspirations. Although the school argues in its Self-Evaluation Form that children achieve well at national tests results and their progress is outstanding considering their low starting point, Ofsted's judgement of Outcomes, achievements, standards, as well as Teaching, learning, quality of provision has consistently been judged as Require Improvement. There is a sense among staff that though the school moved from '*a long-term difficult journey… it was the worst performing school in the LEA (…) and 2019 data shows that is the most improved school in the city and at the top 20% of all schools nationally… The RI grade 'held us back… you get the feeling it's never enough'* ('Stuck' school A, stable, primary, maintained, East Midlands, Head teacher).

Mixed trajectories: schools B, C, D, E, F, L and P

Seven of the 'stuck' case study schools -school B, C, D, E, F, L and P - presented a mixed inspection trajectory between 2005-2018, characterised by previous grades 3s and 4s, and its latest inspection a grade 3. Most of the 'stuck' schools identified in Phase one (64%) presented mixed trajectories. Therefore, most of 'stuck' schools' improvement is not linear but characterised by ups and downs in inspection grades.

School B: progressing against the odds

Background
School type and location. School B is a Sponsor Led Academy primary mixed school located in one of the most disadvantaged wards locally and nationally in the South West of England. Before School B opened in 2014 as part of a middle-sized Academy Trust with seven other schools, it was rebrokered into a previous Sponsor Led academy that was removed by the Regional Schools Commissioner due to financial malpractice and deficit in 2012.

Student composition. The great majority of students are of minority ethnic backgrounds, with more than 50 languages spoken in the school, offering a place to many refugees and asylum seekers in the South West. The school has had a vulnerable student population as measured in their entitlement to FSM since 2006, with almost three out of four students (64.8%) on FSM in 2020, and 64.1% in 2022.

Change in Head Teacher. The current Acting Head teacher joined the school in 2015 in a supporting role, then became the Head in 2017. They are the third Head between 2006 to 2021.

3-year Teacher Turnover. Teacher turnover has been high, increasing from 69% (2011-2014), to 71% (2015-2018).

Number of pupils. The school is under-subscribed. The number of pupils has decreased across time, from 429 in 2017 to 380 in 2022.

Inspection trajectory
As can be seen in School B's timeline (Table 8, Appendix 2), its inspection trajectory has been mixed. Since 2006 it has received seven Ofsted inspections: four full section 5 (one grade 3 and three grades 4) and three monitoring inspections. The 2020 full inspection ended a fourteen-year stretch of being judged Inadequate. Monitoring inspections have been positive, describing that the school was taking effective action in 2018, and again in 2018 and 2019. Focusing on the inspection subgrades, what the school has struggled to improve over time has been the Outcomes, achievements and standards, and Teaching, learning, quality of provision. In the latest full inspection it received a good judgement in Behaviour, personal development and wellbeing, and Requires Improvement in Outcomes, achievements and standards, Teaching, learning, quality of provision, and Leadership and management.

External support

It has been diverse and provided by a range of providers over time. Since school B became an academy, it has received support from safeguarding external agencies to address identified shortcomings in the school's safeguarding policy and practice to ensure that the care and well-being of the most vulnerable pupils remains a priority. It has also received support from Multi-Academy Trusts, a Teaching School Alliance, as well as the Local Authority and local core subject hub groups. Support (training of teachers, new literacy materials, coaching of the principal, behavioural programmes) has been mainly oriented to improve teaching, learning, and leadership to enhance the academic achievement and learning of particularly the most vulnerable pupils, and to make effective teaching and learning consistent across the school. It has also been directed to improve the early years provision and literacy across the school.

From the Head teacher's perspective, the most effective external support has been provided by the current Multi-Academy Trust, which provides specialist support for teachers and leaders, and helps the school access other support at a regional level. School staff thought that other types of support have been less helpful to tackle the extra challenges derived from having a diverse and disadvantaged student population, such as high mobility. All of this make the school feel unique. '*The circumstances of our school are really peculiar. I haven't been able to find yet anybody to give me another school that's like ours across the country that we can go and visit. It's never the same. We've got such high levels of need, but also very high mobility and then most families don't speak English. Our families speak three or four languages, but English isn't one of them, so it makes it slightly different how you have to look at it, and I said, we have between 40 and 50 children mobility wise leaving and arriving into the school every year, because that's where the families get put when they come into the country, and if they come out into the South West they get put here'* ('Stuck' school B, mixed, primary, academy, South West, Teacher).

School views on their inspection trajectory

School B stakeholders explain that the unsuccessful attempt of working with the previous MAT in 2012 brought frequent changes and unstable leadership, making stakeholders feel '*let down in lots and lots of ways'* ('Stuck' school B, mixed, primary, academy, South West, Teacher). Despite describing difficult environment that makes it more difficult to improve, they are committed to work in this environment because they are making a positive difference. *'I don't know if it's despite the context, maybe it's because of the context that the importance of high expectations and how that thrives you know… how that helps really not losing your aim to make a difference'.* ('Stuck' school B, mixed, primary, academy, South West, Head teacher). Yet school B stakeholders have a strong sense that the school has made significant progress. As the 2020 grade 3 full inspection ended more than a decade of being judged Inadequate, they assess their own journey as an improving one.

The Head teacher attributes improvements in inspection outcomes to *'the structured monitoring systems to ensure that teaching is consistently of the high standard that we expect and that the progress of children is reviewed frequently, with immediate steps being*

taken to address any shortcomings' ('Stuck' school B, mixed, primary, academy, South West, Head teacher).

School C: 'They cut off both your legs and say "Improve"'

Background
School type and location. School C is a single academy converter secondary mixed school located in the South West of England. In 2012 it became an academy, following an overall Requires Improvement inspection grade. Previously, it was a technology college.

Student composition. The great majority of students are of White British heritage, with a small proportion from minority ethnic backgrounds. Very few students speak English as an additional language. The proportion of students eligible for free school meals has increased over time, from an average proportion of pupils eligible for FSM in 2007, to 25% in 2021, which is higher than the national average. Pupils with learning difficulties and/or disabilities has also increased over time.

Head Teacher change. The Head teacher has been in post since 2015. They are the second Head over the last decade.

3-year Teacher Turnover. Teacher turnover has been high, increasing from 39% (2011-2014), to 61% (2015-2018).

Number of pupils. The school is under-subscribed. The number of pupils has decreased across time, from 1,288 in 2007 to around 760 in 2018.

Inspection trajectory
As can be seen in School C's timeline (Table 9, Appendix 2), its inspection trajectory has been mixed. Since 2007 it has received nine Ofsted inspections: six full section 5 (four grades 3 and two grades 4) and three monitoring inspections. Monitoring inspections have been positive, describing that the school was making good progress in 2008 after receiving a grade 4 in 2007, and subsequently judged as taking effective action in 2014. Yet, in 2016, during the current Head teacher's first term in post, school C obtained another grade 4. Stakeholders argued that the monitoring inspection of 2014 gave them false hope, as the progress identified did not prepare them for the 2016 grade 4. Focusing on the inspection subgrades, what the school has struggled to improve over time has been the Outcomes, achievements and standards, and Teaching, learning, quality of provision.

External support
It has been diverse and delivered by a range of providers over time. When school C was a technology college, it was supported by agencies, the Local Authority and consultants. Since school C became an academy, it has received support from other schools, an academy federation, external consultants, Pupil premium funding, a Multi-academy trust, a Teaching School Alliance and a local challenge organisation. Support has been

mainly oriented to make effective teaching and learning consistent across the school, and improve leadership to enhance the academic achievement of pupils.

From the Head teacher's perspective, the most effective external support has been mobilised and provided by a partnership among local schools oriented to share good practice*. 'It's not a multi-academy trust or anything (…) we meet together as heads, and the business managers meet together, and so on. So, we share good practice amongst ourselves'* ('stuck' school C, mixed, secondary, academy, South West, Head teacher).

School views on their inspection trajectory
School C's stakeholders expressed how the disadvantaged context of the school negatively affects students' attendance, wellbeing and attainment. They also described that by educating with integrity and honesty -for example, by entering all children to English Baccalaureate and not excluding them from the school- they appear to be making less academic progress than schools that are gaming the system.

According to stakeholders, School C is still recovering from obtaining a grade 4 in 2016, which generated a vicious cycle that started with parents of more able and middle-class families leaving, and followed with difficult staff recruitment, more experienced teachers left, increased financial struggles and an increasingly vulnerable population. Grade 4 was perceived as a punishment that propelled the school into a downside spiral *'it's literally like they cut off both your legs and say "Improve." When they give you that judgement'* ('Stuck' school C, mixed, secondary, academy, South West, Head teacher); '*Who wants to stay in a school where you're considered to be inadequate, even though you might be a fabulous teacher. Because everybody tars you with the same brush, don't they?'* ('Stuck' school C, mixed, secondary, academy, South West, Teacher).

School D: too much turnover, mobility, and change

Background
School type and location. School D is a primary mixed non-selective sponsor-led inner-city academy in the South East of England. School D became an academy in 2014, following a grade 4 Ofsted judgement in 2013 when it stopped been a maintained community school. Between 2014 to 2016 school D was part of an academy trust which had its schools removed by the Regional Schools Commissioner due to financial malpractice and deficit. Whilst under its first academy trust, it received an Ofsted monitor visit in 2015 due to safeguarding concerns that proved unfounded. In 2017 it was rebrokered into the current academy trust formed by four schools. These changes have translated into high staff turnover, large numbers of temporary teachers, variable teaching quality, concerns about leadership and increased turnover of pupils as parents look for alternative schools.

Student composition. Most students are of White British heritage, but students that speak English as an additional language have increased considerably over time. The percentage of children eligible for FSM has increased as well, from 19.5% in 2016 to 30.4% in 2021, higher than the national average.

Head Teacher Change. The Head teacher has been in post since 2019 and is the fourth Head between 2013-2021.

3-year Teacher Turnover. Teacher turnover has been high, increasing from 52% (2011-2014), to 86% (2015-2018).

Number of pupils. The school is under-subscribed. The number of pupils has decreased over time, from around 566 in 2013 to 412 in 2019.

Inspection trajectory

As can be seen in School D's timeline (Table 10, Appendix 2), its inspection trajectory has been mixed. The school has received three section 5 Ofsted inspections: two full (one grade 4 and one grade 3) and one monitoring inspection. In the last full inspection in 2019 it received a good judgement in Teaching, Learning, Quality of provision, and Leadership and management.

External support

Stakeholders argued that from 2014 to 2016 they were let down by the first multi-academy trust that was closed due to financial malpractice. This carried over a reputational damage that added difficulties to the Inadequate Ofsted inspection grade. The current academy trust has provided support in every area, including leadership, finance, staffing, SEND and academic results. Since then, the school has developed a broad and balanced curriculum, that extends beyond academic subjects to include extra-curricular activities, such as an edible garden.

School views on their inspection trajectory

School D's stakeholders argue that the grade 4 inspection received in 2013 has had a long detrimental impact that has translated into very difficult staff recruitment and mobility, low enrolment, high casual admissions and a higher proportion of difficult to teach children, which makes engagement, more difficult. '*As recently as 2016 we'd put out an advert and get nobody at all, not a single applicant and that's changed now, we're having 16-20 applicants for places. So, yes there was some real difficulty in recruiting at one point, we were having to go out and look at you know, friends of friends and seeing if we could get people'* ('Stuck' school D, mixed, primary, academy, South East, Teacher); *'We do have an awful lot of casual admissions here. So what we find is that, because we have spaces, we have families who are moved into the area in temporary accommodation, there are no spaces at the schools nearby to where they are. So they are placed here, and then when a space becomes available, they then move closer to where they live. So we have families who have to travel quite a distance from all the way the other side of [area], so our casual admissions can go quite up and down*' ('Stuck' school D, mixed, primary, academy, South East, Head teacher).

Stakeholders also described how being near selective grammar schools impacts parents' gaming the system which translates into more casual admissions and student mobility*. 'We tend to get a lot of casual admissions further up the school in Years 5 and 6,*

because again what we've found is that families will move, sometimes temporarily I think, from sort of the London area into the [school] area, so that the children have a better opportunity at attending a [area] grammar school, because obviously we've got the [area] test that comes up at the beginning of Year 6. So I think that that plays a big part in it as well, which is why our older year groups are more full than our younger ones at this stage' ('Stuck' school D, mixed, primary, academy, South East, Head teacher).

Despite the perceived negative effects that inspection has had on the school, stakeholders value Ofsted's role for public accountability, but are against overall grades as they carry over a reputational damage. '*There have been occasions undoubtedly that the inspectors have uncovered and helped us to understand what the school needs to do to improve. I fully get that and I endorse that element. Attaching a grade to that is thoroughly unhelpful for schools like [school] and if it were in my gift, I am not one for abolition of Ofsted at all, I think we need to be held to account and I think it is important for parents that there is some mechanism by which they have an external validation of how well a school is doing or otherwise but I think that can be done through an Ofsted framework which is entirely narrative with no numerical grades which frankly are a bit of a nonsense anyway*' ('Stuck' school D, mixed, primary, academy, South East, Head teacher).

School E: 'always falls slightly short'

Background
School type and location. School E is an academy converter secondary mixed non-selective school located in the South East of England. In 2008, the school joined a Federation with an executive head responsible for two schools. In 2016 it converted into an academy, forming part of a cluster with two other schools with whom they share an executive principal and an executive governing body. In 2017, with falling numbers and budget constraints, the school closed its existing sixth form.

Student composition. The majority of students are of White British heritage. Students that speak English as an additional language are above the national average. The proportion of students eligible for free school meals was 29% in 2021, higher than the national average.

Head Teacher change. The Head teacher has been in post since 2020 and is the fifth Head between 2006 and 2020.

3-year Teacher Turnover. Teacher turnover has been high, but decreased from 73% (2011-2014), to 53% (2015-2018).

Number of pupils. The school is under-subscribed. The number of pupils has decreased over time, from 732 in 2006 to 460 in 2019.

Inspection trajectory
As can be seen in School E's timeline (Table 11, Appendix 2), its inspection trajectory has been mixed. The school has received five Ofsted section 5 inspections: five full (one

grade 4 and four grade 3) and no monitoring inspections. In the last full inspection in 2019 it received a good judgement in Behaviour, personal development, wellbeing, and Leadership and management.

External support
School E receives support from the schools in the school partnership. They value their role, particularly when challenging and supporting leaders and governors. The trust has also provided financial support. Stakeholders recognized that with the external support received, they have improved the consistency of teaching and assessment across the school, but still there are aspects to improve, such as attendance which is negatively affected by the absences of the most vulnerable pupils.

School views on their inspection trajectory
Stakeholders argue that the grade 4 inspection obtained in 2013 has had a long detrimental impact that has lasted almost a decade to recover from. In the last full inspection, the school was downgraded in one of the inspection subgrades from 'Good' to 'Require Improvement' after a follow-up inspection visit, making stakeholders lose their trust in the reliability of Ofsted inspections. '*They gave their findings and then HMI came in for a second kind of monitoring inspection, I don't know, I can't remember what it was called now, but they said they changed a few things because the first inspection wasn't done as correctly as it should have been, something along those lines. So, it was very traumatic because, you know, you had a second – you have the Ofsted inspection – we were disappointed that we didn't get what we wanted to get but they were very positive. And then we had a second inspection literally weeks after where again they were reasonably complementary but still didn't give us what we wanted and actually moved us down*' ('Stuck' school E, mixed, secondary, academy, South East, Teacher). Stakeholders described the school as in need of a win. '*It needs a – even if it is close, you know, to fall on that other side, to fall on the side of the good rather than fall on the side of requires improvement or satisfactory, or whatever you want to call it, because I just feel that the staff are constantly feeling that they're working hard. They're being told that they are doing a good job, if you like, and they're getting there and then it just always falls slightly short, and that's just demoralising constantly. Constantly demoralising*' ('Stuck' school E, mixed, secondary, academy, South East, SLT member).

Stakeholders described how the proximity to selective grammar schools has a detrimental effect in their ability to show progress because they lose the most academically able pupils to those institutions.

School F: 'then legacy results are out of your control'

Background
School type and location. School F is an academy converter comprehensive secondary mixed school located in the Yorkshire & the Humber. It is part of a big Academy Trust with other 22 schools. The school is located in a very disadvantaged area.

Student composition. Most of the pupils are of White British heritage. The student composition has increased its vulnerability, from 36.9% of pupils entitled to FSM in 2005, to 38.4% in 2021, which is above the national average.

Head teacher change. The Head teacher has been in post since 2018 and is the third different Head over the last years (2008-2021).

3-year Teacher Turnover. Teacher turnover has been high, increasing from 52% (2011-2014), to 58% (2015-2018).

Number of pupils. The school is under-subscribed. The number of pupils has decreased over time, from 1,369 in 2008 to 925 in 2019.

Inspection trajectory

As can be seen in School F's timeline (Table 12, Appendix 2), its inspection trajectory has been mixed. The school has received five inspections: five full section 5 inspections (three grades 3 (RI) and one grade four), and no monitoring inspections. Following the grade 4 in 2015, School F's predecessor closed. Since School F opened in 2016 as an academy, it has received only one section 5 inspection (grade 3 (RI)) in 2019. Focusing on the subgrades, it received a good judgement in Teaching, learning, quality of provision, Behaviour, personal development and wellbeing, as well as Leadership and management.

External support

School F's stakeholders value the support provided by the multi-academy trust and the local authority, specially oriented to improve attendance, teaching and learning of the most vulnerable pupils. There is also a sense among stakeholders that the school has improved dramatically in terms of leadership, good systems in place, and students' behaviour. *'The school is unrecognisable from where it was. When I came six years ago I guess the biggest thing for me was the behaviour, student behaviour was not conducive to learning. It's as simple as that and therefore we are now in a place where the behaviour is so much better that we can actually move to behaviour for learning*' ('Stuck' school F, mixed, secondary, academy, Yorkshire & the Humber, Head teacher).

School views on their inspection trajectory

When they obtained a RI in 2019, stakeholders felt that was an unfair assessment of their quality, negatively affected by the lack of experience of inspectors applying the 2019 new inspection framework. *'I don't think it should have been a requires improvement, I think it was already a good school. And our own quality assurance, and our own SEF says that, with really strong evidence behind it. I think we're possibly victims to a November inspection on a new framework, where the inspectors weren't confident (…) And I feel- I felt a little bit aggrieved by that, to be fair because the reasons that were given were around curriculum design and legacy results. And the curriculum design is in line with the whole trust. And half our schools are outstanding in every area. So, we've got the same curriculum as these outstanding schools. So, you can't say it's not- it can't be outstanding for one and then requires improvement for somebody else, when it's the same. And then legacy results*

are out of your control. And we know that's why we were a sponsored academy. That's why we made the changes (…) Just because we've been labelled RI doesn't mean we're not a good school'. ('Stuck' school F, mixed, secondary, academy, Yorkshire & the Humber, Head teacher).

Stakeholders attribute the attendance and attainment to the challenging context. '*I think attendance is the biggest challenge for us. And that's again, down to changing family and community perceptions and confidence in education. They don't value education. So, therefore, attendance is always going to be a challenge'* ('Stuck' school F, mixed, secondary, academy, Yorkshire & the Humber, SLT member). Despite this, the school has expanded their catchment area towards more affluent neighbourhoods by implementing a strong communications strategy with parents. Stakeholders are convinced that their next Ofsted inspection will be 'Good'.

School L: negative positioning impacted our self-worth and confidence

Background

School type and location. School L is an academy converter secondary non-selective mixed school located in the South East of England. In 2009 it converted into an academy, forming part of an academy cluster with six other schools. Before that, it was a community college that closed down in 2009.

Student composition. In 2015 over nine out of ten pupils were of White British heritage with very small proportions of pupils from many minority ethnic groups.

Head teacher change. The Headteacher has been in post since 2018 and is the sixth Head over the last decade.

3-year Teacher Turnover. Teacher turnover has decreased from 51% (2011-2014), to 44% (2015-2018).

Number of pupils. The school is under-subscribed, but has increased its size from 1154 in 2006, to 1170 pupils in 2021.

Inspection trajectory

As can be seen in School L's timeline (Table 13, Appendix 2), it has received fourteen Ofsted inspections between 2005 and 2021: seven section 5 (four grade 3, and one grade 4) and seven section 8 monitoring inspections. The monitoring inspections were positive (satisfactory progress in 2012, 2013; and taking effective action in 2019 and 2020).

External support

School L stakeholders described how the Local Authority, Multi-Academy Trust, and various consultants have effectively supported the school. The support from a local outstanding school has also been key, especially to improve teaching and learning of the most disadvantaged pupils. Informal support provided by local schools -for example

an independent school that regularly makes their facilities available for sports and events- has also been fundamental. These collaborations have sprung out of the Head teacher's personal networks.

School views on their inspection trajectory

Stakeholders described how it took them more than a decade to recover from the detrimental effect of receiving a grade 4 in 2010. '*It's scary as to how four little words described make the difference (…) even the 'outstanding' label can do just as much damage (…), the school down the road, they're still in that game of, it's all just about GCSE results.'* ('Stuck' school L, mixed, secondary, academy, South East, Head teacher).

They also described how the leadership turnover generated lack of trust among the community. '*The things that multiple inspections caused was heads were just being sent flying. So, I'm the sixth head, I think, in ten years. And I'm not saying any of those heads were perfect or imperfect, they were just human beings. They were appointed to do a job, and they were never given the chance to do it right. So, parents from the community – very close-knit community. They know themselves this community. They're not underconfident. This community is English. These people know their country. It's not like working in London. They have expectations. This is how it works. When they come and see it's a different head every year, they're not idiots. They're going to go, I'm not going there. It's like, who's that guy?*' ('Stuck' school L, mixed, secondary, academy, South East, Head teacher).

Another detrimental effect of having been undersubscribed after receiving less than good grades, is the lack of funding that made the school unable to hire more experienced teachers. *'The average age of the staff is very young. We hired 11 NQTs last year. Anyone who works here as a student teacher invariably ends up being an NQT here if they want to stay'* ('Stuck' school L, mixed, secondary, academy, South East, SLT member).

The SLT team's previous experience working in outstanding schools made them confident that the quality of the school was good. Yet, they talked about how the negative positioning weakens their sense of self-worth and professional confidence. *'I've actually been in an 'outstanding' school, and I'm now working in this one, and let me tell you, this one's pretty good, and it's capable of being really great. But if you keep telling us that they're this, and this, and this, this is not going to help anyone. And it has gone on for a long time. I think we've overcome a lot of the damage that was done, but a lot of damage has been done, for sure, in the history of this school. A lot of pain that didn't need to happen (…) they're crushing morale at the school, by just being so pernickety about things'* ('Stuck' school L, mixed, secondary, academy, South East, Head teacher).

School P: we are a good school but need Ofsted recognition

Background

School type and location. School P is a maintained, comprehensive secondary mixed school located in the Yorkshire & the Humber.

Student composition. Almost all pupils are White British. The proportion of pupils who are disadvantaged and receive support from the pupil premium are above the national average.

Head Teacher change. The Head teacher has been on post since 2013 and is the third different Head over the last decade.

3-year teacher turnover. Teacher turnover has increased from 39% (2011-2014), to 48% (2015-2018).

Number of pupils. The school is under-subscribed. Pupils on roll had decreased from 1428 in 2008, to 940 pupils in 2021.

Inspection trajectory

As can be seen in School P's timeline (Table 14, Appendix 2), the school trajectory has been mixed. It has received sixteen inspections: six section 5 inspections (five grades 3 (RI) and one grade four), and ten section 8 monitoring inspections. Monitoring inspections have been mainly positive (Satisfactory progress in 2008, 2009, 2011, 2014, 2015, 2018, 2020 and 2021), but not exclusively (Inadequate progress was found in the first monitoring inspection of 2009).

School views on their inspection trajectory

Stakeholders described a very difficult journey following an Independent Inquiry conducted on behalf of the LEA in 2006 that evidenced that since 2001 at least five staff sexually abused students at the school. Despite the fact that this is not mentioned in any of the Ofsted inspection reports, stakeholders described this as a traumatic experience that was poorly managed by previous leaders, making clear that the school had inadequate safeguarding policies and practices. The independent inquiry brought a media scandal among the community, which negatively affected the reputation of the school during the next decade. *'We've done a lot of work in the community. 'You know the history of our school, in terms of the major inquiry. I don't think that did any favours for [school]. I wasn't here at the time. I came in after that inquiry, but the legacy lives on, doesn't it? And a lot of the parents of year seven students would have been at school at the time that was all happening. So, I think they've possibly made a conscious decision not to send their children here. Understandably'* ('Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Head teacher). Although the safeguarding issue is not recorded in the inspection report, Ofsted gave a grade 4 to the school in 2008. This translated into low enrolments, increasingly challenging background characteristics of the student population, challenging behaviour, attendance and outcomes. Yet now the school is perceived as the centre or hub for the community with strong links with parents, local business and even has some teachers that studied in the school before coming back to work there. Stakeholders were proud of their improvement journey and described themselves as a good school. '*We want that – it sounds silly, but we want that label of being a good school. We know we're a good school. The sort of community, the feedback we're getting on Facebook and everything like that is that we're a good school. Having that tag which Ofsted have sort of made a monster I think in terms of these tags, I think they're really*

difficult, but as soon as we get a good our student numbers will be massive and it will all just be worthwhile, all the hard work we've put in' ('Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Teacher).

Decreasing trajectories: school G and H

Two 'stuck' schools, schools G and H, presented a decreasing inspection trajectory over the last decade. This trajectory is characterized by schools which latest inspection is 'inadequate', followed by previous 'satisfactory'/'requires improvement' and 'inadequate' grades over the last years (2005-2018). This inspection trajectory was present in17% of 'stuck' schools identified in Phase one.

School G: 'You're the bottom of the pile'

Background
School type and location. School G is a primary non-selective mixed sponsor-led academy, inner city, in the East Midlands of England. School G opened in 2018 as an academy, following the closing of its predecessor, a maintained school that received two consecutive overall grades 4 in 2014 and 2016. The current academy trust is formed by 29 schools. Despite these changes, the school has a stable team and is over-subscribed.

Student composition. The proportion of students from minority ethnic groups coming from Gypsy/Roma and Eastern European with English as an Additional Language (EAL) has increased over the years, but most of the students are from White British Heritage. The proportion of pupils that receive FSM was 60% in 2021, which is way above the national average. The proportion of pupil premium is also higher than national average. A high proportion of pupils are mobile, enrolling or leaving the school mid-year, and have special educational needs and/or disabilities.

Head Teacher change. The Head teacher has been in post since 2014, first as an Acting Head Teacher, and then as one of the three heads that the school has had over the last 13 years (2008-2021).

3-year teacher turnover. Teacher turnover has been high, increasing from 31% (2013-2016), to 67% (2015-2018).

Number of pupils. The school is over-subscribed. It has increased its size over time, from 177 in 2008, to 369 pupils in 2021.

Inspection trajectory
As can be seen in School G's timeline (Table 15, Appendix 2), its inspection trajectory has been decreasing. School G predecessor received seven Ofsted inspections between 2008 to 2016: five section 5 (three grades 3 and two grade 4) and two section 8 monitoring inspections. Stakeholders argued that monitoring inspections in 2013 and 2015 gave them false hope, as the effective action identified did not prepare them for the 2014 and 2016 grades 4. In the last full inspection, it received grade 4 for all the sub-

dimensions of the inspection, which led to the closing down of its predecessor. Since it opened in 2018, it has received no Ofsted inspections.

External support

External support has been diverse and offered by a range of providers over time, including LA, external agencies, external consultants, and school-to-school support. Yet stakeholders argued that external support has been inappropriate because it is offered according to indicators that do not capture the real difficulties faced by the school. *'[City] Council, work very closely with the school. So yes there is support as much as they can do. But obviously everything is always driven by data isn't it?. So for example, [city] is an opportunity area, focus area, yes. And they will put on lots of courses and training for staff. And we get highlighted for every single one of those training courses because of our data, because that's how they identify schools. And I find myself again having to justify why I don't feel that training is appropriate. So I'll give you an example of phonics. Every year we get approached to be told, you need to do this phonics because your phonics results are lower than the 65% that they should be. And I say, okay. But if you look at my phonics for children whose English proficiency is C [Developing Competence] or above, our phonics results are 95%. That is the issue, the issue is not our teaching of phonics. Our issue is that English proficiency has got to improve for us to then improve phonics. And because with key stage one and phonics you can't withdraw children if they haven't been in the country very long, then it takes the whole cohort into consideration, no matter how long they've been here, no matter how long they've in the school, and no matter how good their English proficiency is. So we always go back to that English proficiency and say, "Are the children making the progress in their English proficiency that we would be expecting? And if not, what are we doing about it? And why aren't they?" And nobody really looks at English proficiency. That is not something that's ever measured. But that is a huge barrier to us'.* ('Stuck' school G, decreasing, primary, academy, East Midlands, Head teacher).

School views on their inspection trajectory

Stakeholders argue that inspections are not taking into account their extremally difficult context, particularly a combination of a high proportion of difficult to teach children, parents that don't speak English, children with low English proficiency, transient pupils, the majority receiving free school meals and new to the country. School G also has a high proportion of casual admissions of children that despite being in a different catchment area, are placed here.

Stakeholders argued that inspections penalise them for working in challenging circumstances, but were careful to describe the way these circumstances affected their quality as they didn't want to sound as if they were providing excuses. '*We have 44 languages spoken in this school. We are an inner city school. We have free school meals for over 60%. We have transience of over 50%. We have the new arrivals to the country. And attendance is low because they live a long way away. And then as soon as they get a local school they move. So we're very fluid in our, in our cohort. So it's a school that has an awful lot of challenges, but despite that we will still be able to show a data trajectory that is improving'* ('Stuck' school G, decreasing, primary, academy, East Midlands, Head teacher). School G has a strong sense of being unique. '*So to compare us is very, very*

difficult. But what you have to be careful, well I'd be careful of is not sounding like I'm trying to justify things that aren't going so well. So why is your data bad? Well, that data is bad because we've got this, this, this, this. It's just, it sounds like excuses. It's not excuses. It's reasons- Right we do have high mobility, this is how our curriculum works to enable us to work with high mobility. We do have high languages, this is what we do in order to produce children who are speaking better and more efficient English. And you need that for the English-speaking children as well to be fair. So it's about trying to make sure that each of those different elements that we have, yes they do mix together to create a very complex picture.' ('Stuck' school G, decreasing, primary, academy, East Midlands, Head teacher).

The repeated below good inspection grades have negatively affected stakeholders' morale and professional identity. There is a sense of despair that whatever school G does, is not enough to become a good school *'I did get a little bit disgruntled over half term thinking, we should have been out of special measures by now and we're not'* ('Stuck' school G, decreasing, primary, academy, East Midlands, Head teacher). *'We have done whatever has needed doing, we've been doing it. And still you feel like you're the bottom of the pile because you've got that grading. It's always that thought, yes but we're not good enough, we're not good enough, we're not good enough'* ('Stuck' school G, decreasing, primary, academy, East Midlands, Teacher).

School H: 'The factors working against the school are quite incredible'

Background
School type and location. School H is a maintained mixed primary school located in a town in the North West of England. It is in one of the most disadvantaged wards North West and nationally.

Student composition. The student composition has been vulnerable since its beginning, but has increased over time. The great majority of the school's pupils are White British heritage. Around 36% of pupils were entitled to FSM in 2006, and 60% in 2012, which is above average. Around 30% of pupils had statements of special educational needs in 2006, and 40% in 2021, which is well above average.

Head teacher change. The Head teacher has been in post since 2020 and is the fourth Head between 2006-2020.

3-year Teacher Turnover. Teacher turnover has been high, increasing from 40% (2013-2016), to 46% (2015-2018).

Number of pupils. The school is under-subscribed. The number of pupils has decreased over time, from 248 in 2006 to 185 in 2020.

Inspection trajectory
As can be seen in School H's timeline, its inspection trajectory has been decreasing. (Table 16, Appendix 2) Between 2006 to 2020 School H received eight inspections: seven section 5 inspections (five grade 3 and two grade 4) and one monitoring inspection. In

the latest full inspection it received an Inadequate grade in Overall effectiveness, and Improvement in Outcomes, achievements and standards, Teaching, learning, quality of provision, and Leadership and management; and a Requires Improvement judgement in Behaviour, personal development and wellbeing. The 2020 monitoring inspection concluded that the school was taking effective action to be removed from special measures.

External support
It has been diverse and provided by a range of providers over time, including LA, diocese, external agencies, external consultants, and school-to-school support. Stakeholders resented the improvement support coming from schools or consultants working in higher socio-economic areas, arguing that they didn't understand School's H struggles.

School views on their inspection trajectory
School H's stakeholders argued that the problems at the school are real and not caused by inspection, but that inspection grades had amplified their difficulties. They described that the context of the school makes it a difficult place to improve. '*It's a difficult school to lead. The factors working against the school are quite incredible really. That's nothing to do with the children or the families that come here, but the deprivation (…) is the highest level of deprivation (…), but just because these children come from a very deprived area doesn't mean that they can't achieve*' ('Stuck' school H, decreasing, primary, maintained, North West, Head teacher); *'We're about 60% free school meals, which is well above the national average. In terms of special needs, we're about 40%, which is well above the national average. In terms of those who regularly receive pastoral support, pastoral help, probably 60 different children and families*' ('Stuck' school H, decreasing, primary, maintained, North West, Teacher).

Whist describing the challenging context, stakeholders are worried that they will be blamed for providing excuses. *'It's not an excuse, it's a reason. I've come from a school whose parents were very supportive at home, read with their children, did their maths with them, did their homework with them, and to come to this school where the parents have the best intentions to do it, but for whatever reasons, don't have the capacity to support their children in the same way as the leafy lane school that I've just come from'* ('Stuck' school H, decreasing, primary, maintained, North West, Teacher). School H's context is associated with material poverty, parental low academic expectations, low morale at the school and the community, high teacher turnover, frequent staff absences, a succession of supply teachers from agencies, which makes teaching and learning more difficult.

Ofsted's frequent monitoring inspections had also translated into over-surveillance, rather than effective monitoring. Stakeholders feel that they are always in the spotlight, blamed and shamed. *'As Ofsted is coming in every term, it's hard to, like, totally change the ship all at once. It is a morale, it's a vision, it's a consistency in teaching and learning within the school, within assessment, that you've got to kind of, like, over time develop'* ('Stuck' school H, decreasing, primary, maintained, North West, Head teacher); *'The position of the school and the standards there were blamed on the teachers, so whilst some teachers*

were put through capability, some teachers chose to leave because they felt they were about to be put into capability, or they were being treated unfairly by the leadership of the school, and a lot of people left because of their mental health, a lot of people left because they thought, why should I stay here in a climate of fear, and have to put up with this on a day-to-day basis?' ('Stuck' school H, decreasing, primary, maintained, North West, Teacher). Stakeholders argue that they need experienced, driven, enthusiasts and resilient staff that can take the school forward.

'Un-stuck' comparison schools

This section describes six 'un-stuck' comparison case study schools: three primary (schools I, M and J) and three secondary (schools K, N and O) that used to be 'stuck' 2005-2018, but got a good overall grade in their latest full inspection (2019-2021).

Primary 'un-stuck' schools

School I: The turning point was honesty and trust

Background
School type and location. School I is a maintained primary mixed school located in the Yorkshire & the Humber.

Student composition. The proportion of pupils from minority ethnic backgrounds and who speak English as an additional language has increased from 25% in 2012 to 50% in 2018, way above the national average. There is a wide diversity of ethnic backgrounds and over 25 different languages are represented in the school, predominantly spoken by pupils from Eastern-European origin. The majority of these pupils are at early stages of learning English. The proportion of mobile pupils that start or leave the school during term time and during a key stage is also above average. A higher-than-average percentage of students (27.8%) were eligible for FSM in 2021, and have special educational needs and/or disabilities.

Head teacher change. The Head teacher joined the school in 2011 in a secondment to help the previous leadership team. She/he was then the acting head in 2016 and became the Head teacher in 2018, becoming the third Head between 2008-2020.

3-year Teacher Turnover. Teacher turnover decreased from 60% (2013-2016), to 26% (2015-2018).

Number of pupils. The school is under-subscribed, yet the number of pupils on roll has increased from 378 in 2008, to 403 after receiving a good overall inspection grade in 2018.

Inspection trajectory
As can be seen in School I timeline, it has been 'un-stuck' since 2018 (Table 17, Appendix 2). Before, it received nine Ofsted inspections 2005-2020: six section 5 (four grades 3

(RI), one grade 4 and one grade 2) and three section 8 monitoring inspections. These were negative (making inadequate progress in 2011 and not effectively dealing with a risk in 2012) and positive (taking effective action in 2017). In the last full inspection, School I became 'un-stuck' when it received an overall good judgement as well as good grades in all the sub-dimensions.

External support
Stakeholders described a range of external support provided by the LA school effectiveness partner and an academy within a local Teaching schools alliance. They have supported leadership, teaching and learning throughout the school. This helped them implement distributed leadership, followed by a growth in staff's confidence when provided with the opportunity to lead at their level. Then, they improved behaviour management, consistency in teaching and learning, and enhanced overall academic expectations. The school is now highly regarded as a good school among its community and has growing numbers of pupils on roll.

School views on their inspection trajectory
When reflecting on their school's inspection trajectory, stakeholders referred to the reputation damage following the 2011 grade 4. *'What is very clear to me is what has happened to a school like us is the reputation had just dropped through the floor because of the bad Ofsted inspection. After Ofsted, the school's reputation was incredibly poor both with parents and with other schools and the local authority. My staff would go on training courses and be asked where they work and would get laughed at because yeah, 'Oh you don't work there do you?, Oh blimey. So, it has been hit at every turn, there was no positivity whatsoever'* ('Un-stuck' school I, primary, maintained, Yorkshire & the Humber, Head teacher).

When reflecting about their recent grade 2, stakeholders argued that the persistent challenging background characteristic of students' population coming from families with low academic aspirations and unemployment, was reduced by the enrolment of more diverse students. *'The core community for this school is very low attaining white British third generation unemployment so I actually think throwing that mix in has been an immense positive for the school that we've now got children who now they may arrive not speaking English but their determination to achieve is so much higher than the core group that we have here'* ('Un-stuck' school I, primary, maintained, Yorkshire & the Humber, Head teacher).

According to School I's stakeholders, the turning point to become 'un-stuck' was trust provided by an Ofsted inspector, followed by an honest account of some assessment data fabrication that had been implemented by the previous leadership teams. *'When the lead Ofsted inspector rang me to talk about the school and wanted my SEF I said, 'Well sadly I can't send it you because I'm having to totally rewrite it because it's a work of fiction'* ('Un-stuck' school I, primary, maintained, Yorkshire & the Humber, Head teacher).

School M: long-term and strong staff committed to making a difference in the lives of pupils

Background
School type and location. School M is a sponsor-led academy mixed primary school located in Yorkshire & the Humber. It is part of a middle-sized Multi-Academy Trust with 8 other schools. Before School M opened in 2014 as an academy, it was a maintained school who closed after receiving a grade 4 in 2013.

Student composition. Nearly all pupils are of White British heritage. The proportion of pupils who are eligible for FSM was 44.2% in 2021, well above the national average. The proportion of pupils who have special educational needs and/or disabilities receiving support is well above the national average, as is the proportion who have a statement of special educational needs or an education, health and care plan.

Head teacher change. The Head teacher has been in post since 2017 and is the fourth Head teacher in the last decade. They joined the school a few months before receiving a grade 3 inspection.

3-year Teacher Turnover. Teacher turnover has been very high, increasing from 67% (2011-2014), to 95% (2015-2018).

Number of pupils. The school is under-subscribed, yet the number of pupils on roll has increased after receiving the good grade from 309 in 2019, to 350 in 2022.

Inspection trajectory
As can be seen in Schools M's timeline, it became 'un-stuck' in 2019 (Table 18, Appendix 2). Before, between 2010-2019 school M received 5 inspections: four full section 5 inspections (one grade 2, two grade 3 and one grade 4) and one monitoring inspection in 2018. The monitoring inspection received in 2018 concluded that the school was making good progress. Ofsted's inspection of 2019 judged the school to be Good, with Outstanding areas of its work in Leadership and Management, and Personal Development.

External support
External support was provided by the LA to school M's predecessor, and by the MAT since 2014. Stakeholders recognised the strong support received from the MAT. The school also benefitted from a major investment in its buildings through a capital programme of £1.1million that helped to increase the popularity of the school among the local community.

School views on their inspection trajectory
According to stakeholders, School M was able become 'un-stuck' given the strong leadership from the Head teacher, who was a founding member of the MAT. '*I just felt that I knew the Trust well. I knew how to navigate getting the support for the school. And to be honest, it's when you visit, and you see young people, and their faces, and them in person, and you get that sort of feeling that it's not good enough – it's got to move forward. These children and young people deserve a much better deal. And so, I then applied for the job to become the principal' (*'Un-stuck' school M, primary, academy, Yorkshire & the Humber,

Head teacher). From 2017 onwards the school formed a stable team of staff who is committed and motivated to make a difference in the life of children. *'I firmly believe that the systematic approach to improving behaviour we introduced at the start of the academic year, together with the greater stability of staffing and better communication with parents, is positively influencing the quality of teaching and learning*' ('Un-stuck' school M, primary, academy, Yorkshire & the Humber, Head teacher).

However, stakeholders argued that the challenges imposed by the context are still pervasive. They explained that the context of the school makes it a difficult place to improve, especially given its social deprivation, the difficult engagement with parents and the derogative views of its location. '*Looking at the trend of inspection outcomes, there is a clear trend that it is more challenging to get higher outcomes in areas of perhaps social deprivation and other aspects of challenge. So, for example, high levels of- as well as disadvantaged children who are known to children's social work services, or have vulnerable components to their lifestyle, and so on. I do think that has an impact (…) those factors of social deprivation can significantly add to the challenge'* ('Un-stuck' school M, primary, academy, Yorkshire & the Humber, Teacher); *'I've still found it very challenging to try and gauge dialogue with parents. So, I've set up various different forums and things like that. And, you know, indicative is parents' evenings, and parents' evenings are still quite poorly attended. Some of that is because of the fact that, you know, they live a little bit further away. It's quite- it's a little bit inaccessible to get to, the school. But it's still something that I- it's not a- it's not a nut that we've cracked yet'* ('Un-stuck' school M, primary, academy, Yorkshire & the Humber, Head teacher).

The location of the school doesn't help, as the extended community hold pejorative views about its neighbourhood. '*Some people in the community have a derogatory and negative view of our location, because it does sit in the heart of where probably deprivation in this location is at its highest. And so, there are issues in the area around drug and alcohol abuse, around domestic violence, the crime statistics are quite concerning. And so, I do also see the parental perspective that it's not just about the school and whether it's moving forward in its quality – and the education is of good quality. I think parents also think about which families are my children in amongst'* ('Un-stuck' school M, primary, academy, Yorkshire & the Humber, Teacher).

School J: the turning point was trust

Background
School type and location. School J is a maintained religious primary mixed school located in the North West of England.

Student composition. Most of the pupils are from White British Heritage. The percentage of FSM in 2021 was 36.4%, significantly higher than the national average.

Change in Head Teacher. The Head teacher has been in post since 2014, after joining the school in 2011 as Deputy Head teacher. She is the third Head teacher over the last decade.

3-year Teacher Turnover. Teacher turnover increased from 25% (2011-2014), to 62% (2015-2018).

Number of pupils. The school is over-subscribed and recently the size of the pupil population has remained stable with 228 pupils at the time of receiving the good grade in 2019, and 223 pupils in 2021.

Inspection trajectory

As can be seen in School J's timeline, it became 'un-stuck' in 2019 (Table 19, Appendix 2). Before that, School J has received twelve Ofsted inspections: seven section 5 (one grade 2, five grades 3 (RI), one grade 4) and five section 8 monitoring inspections. The monitoring inspections were positive (satisfactory progress in 2010; began to take action in 2013; and taking effective action in 2015 and 2018), and negative (not taking effective action in 2014), which propelled a change in Headship. In the last full inspection in 2019, it became 'un-stuck' when receiving an overall good judgement as well as good grades in all the sub-dimensions.

External support

According to School J's stakeholders, the turning point to become 'un-stuck' was trust, coupled by support provided by an outstanding local school, and useful support provided by an Ofsted inspector, followed by a Deputy teacher that joined the SLT team. Together they improved behaviour and the curriculum, which was consistently implemented across the school. *'The Ofsted Inspector, I don't know why, but he was just so lovely, and I felt supported, and I could ring him up at any time, and he used to say to me "Send me that document" and "Send me this" and "You've got to do this, now come on. Stop crying, you haven't got time to cry". "Come on you can do this". He was really good. He also linked me up with this wonderful woman in another school. And I went to her school and she says "we're in exactly the same position, this is what we did, follow those things and it will start you off". Then I met a wonderful woman who came in and she became my Deputy, and together we just slowly but surely just turned it round. We got behaviour sorted. We got a proper curriculum. Bought in something for the staff to follow so that everybody was doing exactly what the – it was consistencies. Things needed to be consistent'.* ('Un-stuck' school J, primary, academy, North West, Head teacher).

Now the school has a strong transition network for early years and is highly regarded by the local community, with good links with parents reflected in its over-subscription.

School views on their inspection trajectory

Despite no information in the inspection reports being recorded, school J's stakeholders described a traumatic experience following sexual abuses perpetrated by the parish priest more than a decade ago, and an assistant teacher who abused pupils in 2018. Despite the difficulties, these experiences provided a common ground that brought the school community closer. *'Did you know, as well, we had a terrible, terrible crisis with a pedophile, I was so devastated (…) with those children, I cried with them. We went to court together. I was just as devastated as they were. It was my family too. This happened to my*

girls. It was just the most awful thing, and we held each other through it. And that's what it was. It was a family and community' ('Un-stuck' school J, primary, academy, North West, Head teacher).

According to School J's stakeholders, a persistent challenging background characteristic of the pupil population has been family material poverty. Stakeholders described that before the Head teacher arrived, the school suffered from weak leadership, lack of discipline, lack of consistency in teaching, and parental low aspiration. '*Behaviour was a huge problem when I first came to this school and I remember like within my first week having arguments with parents, they had no respect for staff. I remember opening the door to the playground and thinking what have I come into. What on Earth is this. What have I done. Oh, my goodness. I had children throwing chairs at me. Swearing. Just no respect at all and children were being dragged to the Head Teacher for behaviour. She spent the whole day sort of firefighting but then she'd spoil the children because she say "Oh, well they've got this going on and that going on" and then they'd go back to class thinking ha, ha, I want to go to the Head Teacher's office. So, behaviour was a huge issue. Also, she had employed a lot of people who she knew already who had previously been very good teachers and perhaps got stuc' in their ways (…) and I was like "Right, let's do an assessment policy. Let's get everybody doing this" and she'd be like "Oh, no, staff have got enough on. They don't want to be bothered with all of that" and then I'd say, I'd ask people for data, like "Where do you think your projected grades might be at the end of the year?" and I'd get responses like "I've never been asked for this before". And she said, "Stop annoying people, you're going to make enemies"*' ('Un-stuck' school J, primary, academy, North West, Head teacher).

Secondary 'un-stuck' schools

School K: 'the things that spiral the wrong way, start to spiral the other way'

Background
School type and location. School K is an academy converter secondary non-selective mixed school located in Yorkshire & the Humber. In 2016 School K converted into an academy, forming part of an academy cluster with thirteen other schools. Before that, it was another academy and previously, a community college that closed down in 2014 after receiving a grade 4 inspection.

Student composition. Most students are of White British heritage. A higher-than-average percentage of students (35.3%) were eligible for free school meals in 2021.

Head teacher change. The Head teacher has been in post since 2019 and is the fifth Head over the last 12 years.

3-year Teacher Turnover. Teacher turnover has been high, decreasing from 78% (2013-2016), to 56% (2015-2018).

Number of pupils. The school is under-subscribed, yet the number of pupils on roll has increased after receiving the good grade from 1031 in 2019, to 1163 in 2022.

Inspection trajectory
As can be seen in School K's timeline, it became 'un-stuck' in 2019 (Table 20, Appendix 2). Before that, it received six Ofsted inspections: six section 5 (one grade 2, three grade 3, and two grades 4) and no section 8 monitoring inspections. In the last full inspection in 2019 it became 'un-stuck' by receiving an overall good judgement as well as good grades in all the sub-dimensions.

External support
The school managed to become 'un-stuck' by a five-year period of support from a local outstanding school. *'A significant number of staff, investment and leadership came into [School K], which has now left it in a place where there's a low staff turnover, there's a good number of leaders who have been at the school for a significant period of time. We're now starting to attract a better catchment of children because of the good reputation. And all of the things that spiral the wrong way, start to spiral the other way when things are on the front foot if you like'* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher).

School views on their inspection trajectory
School K stakeholders described how inspection criteria is biased against schools working in a disadvantage context. '*I think contextually Ofsted fails schools like ours quite regularly because of the lack of experience of inspectors. A lot of inspectors have never worked in a school like [school] where disadvantage, where pupil premium's 50 odd percent. If you've only worked in a leafy lane school where it's 15, 20%, can you really understand what it's like when 65% of our kids come from the 10% most deprived wards in the country? What are those challenges? And do they understand enough about the progress of kids, some of our students, is small and so small that it could be considered inadequate. But for them just coming to school and turning up is an unbelievable story. I don't think that's always reflected because of the parameters of inspection'* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher).

Particularly the location of the school made it more difficult to progress, as there is little appetite for teachers to move to work there. *'So you've got a city like [city] which is a little bit out of the way if you like. Not really a thoroughfare and terrible travel links anywhere. So unless you are from the area, there's very- the migration if you like into the city is small'* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher); *'My previous school was in [city], and the staff churn was very, very low, because people want to live in [city], they want to raise their kids in [city]. I still live in [city] and I'm never going to move to [school location]. So that's always the risk, it's the fine balancing act of pushing staff to work hard, but we can't do the same as the way we worked in [city] because you know, if I put a history job out at my old school I might get 80 applicants. If I put a history job out here, I might be lucky to get 10. So it's fine margins'* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher); '*So you've just got this really vicious circle for the schools where the leadership's probably changing regularly. So there's no stability. Recruitment is really difficult. And retention of staff is nigh on impossible. And that is just perpetuated by Ofsted reports because when you're a new or less experienced teacher, you*

read an Ofsted report and you immediately say, well I'm not going to apply there because that doesn't sound like a school where I'm going to have a chance of success. So it just becomes a really difficult environment' ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher).

School N: staff restructure, new leadership team, high expectations, strict discipline, exclusions and new building

Background
School type and location. School N is an academy converter secondary mixed non-selective school located in London. In 2014 School N converted into an academy, forming part of an academy cluster with thirty-five other schools. Before that, it was a community college that closed down after receiving a grade 4 inspection in 2013.

Student composition. Most students are of Black and Minority Ethnic Backgrounds. A higher-than-average percentage of students (26.8%) were eligible for FSM in 2021.

Head teacher change. The current Head teacher has been in post since 2017 and is the third Head over the last decade.

3-year Teacher Turnover. Teacher turnover has been very high, increasing from 67% (2011-2014), to 95% (2015-2018).

Number of pupils. The school is under-subscribed, yet the number of pupils on roll has increased after receiving the good grade from 901 in 2019, to 1001 in 2022.

Inspection trajectory
As can be seen in School N's timeline, it became 'un-stuck' in 2019. (Table 21, Appendix 2). Overall, school N has received five Ofsted inspections: five section 5 (one grade 2, two grade 3, and two grades 4) and no section 8 monitoring inspections. The last full inspection in 2019 granted an overall good judgement as well as good grades in Outcomes, achievements and standards; Teaching, learning and quality of provision; Behaviour, personal development and wellbeing sub-dimensions, and Outstanding in Leadership and Management.

External support
The head teacher started turning around the school with the support of the MAT, where she used to work as a school improvement leader. The steps to become 'un-stuck' were: restructure the staff to meets the needs of the children, hire a new leadership team, promote a clear vision of high expectations of a great school that will transform life chances through education, address the behaviour, and make children proud of the school. These changes coincided with the school moving to a new building. *'We had that uplift… It was so momentous for our families and our children to leave that horrible building and go into an absolutely beautiful building*' ('Un-stuck' school N, secondary, academy, London, Head teacher). Now school N has a strong and stable team of staff. It has kept

a stable senior leadership and home-grown their own middle leaders (Heads of departments and Heads of year).

The team has built the curriculum and the behaviour system, which is the hallmark of their approach. *'We believe that structure liberates and that, by having really clear, purposeful routines and expectations that are delivered and communicated with our children with love and respect, children feel safe to learn. Some people call it "tough love" (…) we have very clear expectations. We have silent line-up at the beginning of the day, after break and lunchtime, which gives that moment of mindfulness (…) They walk in silence, through the corridors. The first 15 minutes of a lesson is in silence, as you focus in on your work'* ('Un-stuck' school N, secondary, academy, London, Head teacher). However, those pupils that don't follow the strict discipline, are excluded *'We do exclude children, when they don't meet our expectations (…) in the environment we work in and with our community, that structure is really important (…) it gives that kind of predictability and the consistency that allows children to be themselves, and express themselves, and not be distracted, in the school day. It makes sure every learning second counts'* ('Un-stuck' school N, secondary, academy, London, Head teacher).

School views on their inspection trajectory
Although there is no mention in the inspection reports, a head teacher from School N's predecessor and four governors and staff committed fraud. They were criminally convicted following a bonus scandal of around £2.7m. Stakeholders argued that this situation had a detrimental effect on the school reputation. The community rejected the school.

Stakeholders are aware that their location also helped the school to become 'un-stuck'. '*Most London schools had actually improved before our school had. London has been ahead of the game with the school improvement, and the investment. [The school] was like a forgotten school, which is just so heart-breaking and why it's been so joyful to do the work that we've done here'* ('Un-stuck' school N, secondary, academy, London, SLT member).

Despite all the improvements, the school is still negatively perceived by sections of the wider community. '*There's still a lot of negative perception and, even four years on, I'm still having to say to parents: "We are not [predecessor school], we're [school]. Come and see for yourself; it's completely different." But the best way that can be communicated is by other parents, so we are trying to help parents spread the word*'. ('Un-stuck' school N, secondary, academy, London, Head teacher).

School O: 'It was really hard to take those steps initially'

Background
School type and location. School O is an academy converter secondary non-selective inner-city mixed school located in Yorkshire & the Humber. In 2014 School O converted into an academy, forming part of a cluster with three other schools. Before that, it was a community college that closed in 2013 following a grade 3 inspection.

Student composition. Most students are of Black and Minority Ethnic Backgrounds, speak English as an Additional Language and have arrived in the UK within the past four years. A higher-than-average percentage of students (43.9%) were eligible for FSM in 2019.

Head teacher change. The current Head teacher joined the school in 2017 as an assistant principle and has been in post since 2019. He/she is the third Head over the last decade.

3-year Teacher Turnover. Teacher turnover increased from 43% (2011-2014), to 45% (2015-2018).

Number of pupils. The school is under-subscribed, yet the number of pupils increased from 506 in 2017 to 612 in 2019. After receiving a good Ofsted grade, the pupils on roll significantly increased from 612 to 797 in 2021.

Inspection trajectory
As can be seen in School O's timeline. It became 'un-stuck' in 2019 (Table 22, Appendix 2). Overall, it received three Ofsted inspections between 2013-2019: three section 5 (one grade 2 and two grade 3) and no section 8 monitoring inspections. In the last full inspection in 2019 it received an overall good judgement as well as good grades in Outcomes, achievements and standards; Teaching, learning and quality of provision; Behaviour, personal development and wellbeing sub-dimensions, and Outstanding in Leadership and Management.

External support
School O's stakeholders argued that the sustained support provided by the Local Authority, a national leader of education and his trust, and external agencies, allowed them to become 'un-stuck'. They supported mathematics, science and subject leaders' skills and leadership. With their support, previous head teachers started turning around the school, but improvements were embedded by the current Head teacher. *'Our student numbers rapidly increased because we were getting an understanding from the local primary schools about what we were doing. From middle leaders- the reputation from middle leaders was allowing them to reach out to teachers to give them confidence- good teachers to come to the academy, and work here with confidence, knowing that they could teach without having to worry too much about culture, about the classroom culture. And I think that that enabled an organic growth of- of all the communicators which allowed us go into 2019 with a real confidence that we would achieve good. And actually, in some elements, that we were pushing for an outstanding judgement'* ('Un-stuck' school O, secondary, academy, Yorkshire & the Humber, Head teacher). Thus the steps taken by school O to become 'un-stuck' were to improve relationships with the community, support a team of middle and senior leaders, promote a clear vision of high expectations, address the behaviour and develop a culture of learning. Now school O has a growing student population.

School views on their inspection trajectory

School O's stakeholders described a vicious cycle that made it difficult to become 'un-stuck'. '*I do think there is a real challenge around a potential spiral of negativity, where you've got a few factors coming together like serving an area of challenge and deprivation, and then the school having really been quite established in those lower Ofsted gradings, and really not being successful in what it's doing with its young people. And I think it's very difficult to be successful in those circumstances, because a number of things conspire against you. For example, when your numbers are low, you have to do things like combine year group classes, and that absolutely can work as a model, but you're asking more of your teachers, to be able to bridge different curriculums and so on. And I think that in turn then can make retention more difficult of good colleagues, because there are easier places potentially that they can work. I almost felt like there was a weight to my feet and it was treading on sand, and it was really hard to take those steps initially. I suppose one way that I'd exemplify it is maybe you've got lots of contact from parents, you've got lots of worries, complaints, concerns in a sense. And although I absolutely understand that, again it's a pressure that takes away your time from being able to move the school forward*' ('Un-stuck' school O, secondary, academy, Yorkshire & the Humber, Head teacher).

Inter-case analysis

Research question 3: How is the overall judgement of RI and Inadequate related to judgements of underlying indicators in the current and previous Ofsted frameworks?

Table 23: 'Stuck' schools overall and sub-inspection grades[7]

Trajectory	Level	Stuck school	Ofsted section 5 full inspection Year	Overall effectiveness	Outcomes, achievements, standards	Teaching, learning, quality of provision	Behaviour, personal development, wellbeing	Leadership and management
Stable	Primary	School A	2018	3	3	3	2	2
		School A	2016	3	3	3	2	3
		School A	2014	3	3	3	3	3
		School A	2011	3	3	3	3	3
		School A	2008	3	3	3	2	2
Mixed	Primary	School B	2020	3	3	3	2	3
		School B	2017	4	4	4	3	3
		School B	2012	4	4	4	4	3
		School b	2006	4	4	4	4	4
	Secondary	School C	2018	3	3	3	2	2
		School C	2016	4	4	3	3	3
		School C	2013	3	3	3	2	3
		School C	2011	3	3	3	3	3
		School c	2009	3	3	2	2	2
		School c	2007	4	4	4	3	3

[7] Capital letters are used to denotate the current case study schools and lower-case letters, their predecessors.

		School E	2019	3	3	3	2	2
		School e	2014	3	3	3	3	3
		School e	2013	4	4	4	3	4
		School e	2009	3	3	3	3	3
	Secondary	School e	2006	3	3	3	2	3
		School D	2019	3	3	2	3	2
	Primary	School d	2013	4	4	4	4	4
		School F	2019	3	3	2	2	2
		School f	2015	4	4	3	3	3
		School f	2013	3	3	3	3	3
	Secondary	School f	2008	3	3	3	3	2
		School L	2018	3	3	3	2	3
		School L	2015	3	3	3	2	2
		School L	2013	3	3	3	2	2
		School L	2011	4	4	4	3	4
	Secondary	School l	2006	3	3	3	3	3
		School P	2018	3	3	3	2	3
		School P	2015	3	3	3	3	3
		School P	2013	3	3	3	3	3
		School P	2011	3	3	3	3	2
		School P	2009	3	3	3	3	2
	Secondary	School P	2008	4	4	4	4	4
		School G	2016	4	4	4	4	4
		School G	2014	4	4	3	4	3
		School G	2013	3	3	3	3	3
		School G	2011	3	3	3	3	3
	Primary	School G	2008	3	3	3	3	3
		School h	2019	4	4	4	3	4
		School h	2016	3	3	3	2	3
		School h	2014	3	3	2	3	2
		School h	2013	3	3	3	2	3
		School h	2010	3	3	3	2	3
		School h	2009	4	4	3	3	3
Decreasing	Primary	School h	2006	3	3	3	2	3

Table 23 presents the overall inspection grades and sub-grades received by the ten 'stuck' schools in the analysed period 2005-2021. The great majority of the overall grades received by 'stuck' case study schools were 3 (RI (71%) and around a third (29%,) obtained overall grades 4 (Inadequate). These overall effectiveness grades obtained by 'stuck' case study schools are the same as the sub-dimension of Outcomes for pupils/achievements/quality of education. Hence stakeholders described that the overall grade was strongly driven by test results obtained by their pupils.

Regarding 'Teaching, learning, quality of provision' and 'Leadership and management' sub-dimensions, less than a fifth (16%) and less than half (39%) were the same as the overall grade, respectively. Interestingly, only the sub-dimension 'Behaviour, personal development, wellbeing' was in most cases (53%) not only different, but better (Good or Requires Improvement) than the overall grade. However, some of the 'stuck' and 'un-stuck' case studies stressed that behaviour was a real problem so addressing it was a core part of their school improvement trajectory. Yet according to Ofsted, 'stuck' schools need to improve foremost Outcomes/achievements/standards; Teaching and learning/quality of education, and Leadership and Management, whereas Behaviour, personal development and wellbeing is evaluated relatively better.

Research question 4: How do head teachers, teachers, and governors of 'stuck' schools perceive the validity and fairness of Ofsted inspections?

'Stuck' and 'un-stuck' case study schools have been subjected to very frequent inspections. 'Stuck' and 'un-stuck' case study schools received 122 Ofsted inspections during the period 2005-2021. Whilst on average each 'stuck' school received 8.2 inspections, and 'un-stuck' case study school received 6.6 inspections during the analysed period, there is a big variation, ranging from school D and school O receiving three inspections, to school P receiving 16 inspections.

It was notable that many 'stuck' and 'un-stuck' school stakeholders valued the role of Ofsted in general and inspectors in particular. Many described the key role of the inspectorate to improve the quality of education by:

- Providing a diagnostic tool that help schools understand how to improve: '*If we are talking in Ofsted terms if there have been any benefit for [school] from the Ofsted inspection framework? Yes there has, where it has acted as a genuine tool for school improvement in terms of the narrative judgements, there have been occasions undoubtedly that the inspectors have uncovered and helped us to understand what the school needs to do to improve. I fully get that and I endorse that element*' ('Stuck' school D, mixed, primary, academy, South East, Head teacher).

- Keeping good practice: *'You've got to teach what you would if Ofsted were coming, and don't let it slip, you know. Still do all those things that you should be doing and don't let anything slip, from the teaching side of it. Keep those expectations up and don't just think, oh, well, we've got our good now, it doesn't matter'* ('Un-stuck' school I, primary, maintained, Yorkshire & the Humber, Teacher).

- Becoming more analytical regarding change: '*We looked at what needed to change, I think staff became more analytical, with what needed to change and categorised that into things that we could change very quickly, and looked at what is change going to look like over time*' ('Stuck' school G, decreasing, primary, academy, East Midlands, SLT member).

Yet, some stakeholders questioned inspection's validity, reliability and fairness in the following ways:

- Unfair comparisons and competition: Schools' E, F and O stakeholders described how the accountability mechanisms that classify school performance into four groups based on test results and other data, have subjected them to high-stakes consequences -academy conversion and school closure- for not comply with the standards without taking into account their context and the "unequal playing field". '*My daughter is in Year 13, just doing her A levels, and she's been very fortunate in that she's attended a grammar school. But when I look at the teaching and learning I would say it is no better than ours, but because they get very different students and parents with a very different attitude, hence the very different students, they get – I'm going to say they get away with it (…) in terms of what happens in the classroom, they're not having to manage the behaviour. They're not having to deal with knowledge, or connectivity, they ve' got much smaller groups… how on any level can there be any parity between us and them? It baffles me that schools can be assessed on the same gradings when they're just not the same*' (Stuck school F, mixed, secondary, academy, Yorkshire & the Humber, Teacher); '*It's harder on schools like ours. And better on schools where kids comply and you know parents pay for tutors, so the progress is inflated, and all of that kind of business. Which we know goes on, you know '*('Stuck' school E, mixed, secondary, academy, South East, SLT member).

- Statistical driven judgements: Schools D and K stakeholders described how inspections are informed by statistical data, which is inadequate to capture their improvements. '*There was a lot of statistics going on (…) a lot of this is about massaging numbers, and being very excited about the fact that they're moving from here to here"* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher); *'To be held to account when you've got (…) sometimes you just have year groups who are very high PPG* [*Pupil Premium Grant] or very, very high SEND [Special educational needs and disability]. So to then look at their data, especially with the previous framework since that came in 2016 with the new grade system - well, sometimes children look like they've made no progress, whereas actually if you look at their work, if you talk to them, if you look at other pieces of evidence, you can see that they've made a huge amount of progress. Not necessarily data-wise, but in lots of other areas'* ('Stuck' school D, mixed, primary, academy, South East, Teacher).

- Biased judgements: School K stakeholders described how inspectors lack experience working in disadvantage contexts, biased their judgement. '*I think contextually Ofsted fails schools like ours quite regularly because of the lack of experience of inspectors. A lot of inspectors have never worked in a school like [school] where disadvantage, where pupil premium's 50 odd percent. If you've only worked in a leafy lane school where it's 15, 20%, can you really understand what it's like when 65% of our kids come from the 10% most deprived wards in the country? What are those challenges? And do they understand enough about the progress of kids, for some of*

our students, is small and so small that it could be considered inadequate. But for them just coming to school and turning up is an unbelievable story. I don't think that's always reflected because of the parameters of inspection' ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher).

- Unreliable inspection grades: Schools C, E and F had inspection teams reinspecting them. As a result of the schools' appeal, inspectors ended up lowering their grades. This made them lose their confidence in the reliability of inspections. '*We were so ready for this last- the 2019 inspection to be good. And then- right, okay, we've got all these twos in the subgrades, but we're still RI and the school thought, let's just push it that bit further, and then we had to have another inspection and they dropped us down. Which was… so difficult to dig teachers out of that sense of negativity. And the students as well'.* ('Stuck' school E, mixed, secondary, academy, South East, SLT member).

- Perceived politicization of inspection: Schools C and E stakeholders expressed a belief that the academization agenda at the national level worked as a perverse incentive that made it more likely for maintained schools to receive an Inadequate grade. They questioned the extent to which Ofsted is independent from the Department for Education and the government educational policies. *'I almost feel like this was set up for us. So, with our Ofsted inspection when we got our inadequate, and I can't prove this, but I don't believe it's not true. They- It was almost like they wanted our school to become part of a multi-academy trust. And they had a particular trust that was in the north at the time that they wanted to bring into here. And they wanted our school, because we were a single academy trust, they wanted our school to be the one that would be, kind of, the main school in the trust for them to then grow in the [area]. They wanted us to join this particular trust, which was a massive chain. I mean, and our school is like a community school. So, it wasn't the right, it wasn't the right one for us anyway. But they were trying to force down this thing. And obviously, when you have an Ofsted inadequate judgement, they can do that'* ('Stuck' school C, mixed, secondary, academy, South West, Head teacher); '*When I moved to the other school it was quite weird because the other school had just become an academy and it was just when schools were becoming academies then and just as I got there they got an Ofsted inspection and my perception of their school when I first got there, I thought it was, I didn't think it was a good school. However, their Ofsted got a good at the time and I just wondered at the time was that just down to them just becoming an academy at that time, so I lost sort of faith in it'* ('Stuck' school E, mixed, secondary, academy, South East, Teacher).

- Detrimental effect of differentiated, proportionate or a risk-based inspection system: Schools D and F stakeholders argued that Ofsted's differentiated inspections combined with the overall grades, generated failure and complacency at the opposite ends of the spectrum. *'I know there are plenty of schools out there sitting on outstanding judgements that are a million miles away from being*

outstanding and haven't been inspected for 15 years. It is preposterous, absolutely preposterous. There is an opportunity, and I suspect there's an appetite within Ofsted themselves for us to say let's really make this a force for school improvement, still satisfy that statutory requirement Ofsted has and inform parents. But give up the grades' ('Stuck' school D, mixed, primary, academy, South East, Teacher); *'Ofsted is supposed to be a school improvement body, not a labelling body. They're not there to, you know, to label and to hinder. They should be there to help improve and therefore we should be singing from exactly the same hymn sheet. We should be having really open conversations about what it is, and I always found it useful to look at it from that point of view. But I do fear that it moved away from that, from a school improvement body to a, you know, informing parents of benchmarking'* ('Stuck' school F, mixed, secondary, academy, Yorkshire & the Humber, Head teacher).

- Narrow focus on subjects informing accountability and the reliance of Ofsted on those accountability measures: Schools E and L stakeholders argued that how school attainment is measured, negatively impacts their inspection grades. '*I think I'd rightly place an emphasis on English and maths alongside a good range of vocational opportunities for the children. So dance was important, drama, music, sport, ICT, you know with a view to getting children into suitable employment patterns in the future. What rather stymied that was when the accountability measures changed and a range of five good GCSEs with English and maths became the key measure and very quickly it became apparent the school was going to perform very poorly by those measures'* ('Stuck' school E, mixed, secondary, academy, South East, Teacher).

- The way school progress is measure that informs inspection: Schools K and H stakeholders argued that the lack of Contextual Value-Added measures negatively impacts the way their progress is measured. '*The contextual value-added, why is that not taken into account? And I guess from my view, is that multi-academy trusts who do it in a way that I would question the morality of, get away with it, because they rapidly improve progress 8, but at what cost and at what narrowing of the curriculum, and how many of them are doing BTEC Sport, you know, because it counts and all of that?. So I just think there's a level of unfairness'* ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Teacher); *'There could be an acceptance that the primary measure of achievement should be a contextualised progress measure, from pupils' starting points. This is a political decision, and so is unlikely to happen'* ('Stuck' school H, decreasing, primary, maintained, North West, Local Authority representative).

- Pre-conceived inspector's judgements: Schools C and P stakeholders argued that some Ofsted inspectors judged their school before inspecting it. *'We felt the lead inspector had made his mind up already. He'd decided the judgement before he even walked through the door. His team were telling him otherwise, but he wouldn't have any of it'.* ('Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Head teacher).

- Perception of unreasonable inspector behaviour: Schools C, J and P stakeholders said that although most of their inspections have been conducted by supportive inspectors, there have been a minority of negative experiences where the manner of some inspectors has been unacceptable. *'He was rude. He was aggressive. And we complained about his manner towards us. In particular, female staff. So, that's the complaint. I mean, that's separate, isn't it? But we did put a complaint in about that. Obviously, that complaint wasn't recognised, and it wasn't heard. It wasn't a nice experience because the lead inspector wasn't a nice man (…) and it left a bitter taste' ('*Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Head teacher); '*Ofsted came in and they tore the place apart. It was awful. It was like the Ofsted Inspector was screaming at the governors. The poor Head teacher, she was crying in the toilets. He was stomping round school going "Where is that woman?" like it was just, it was like something off a show, you know. So, that was it. I think we were all crying. Everybody'* ('Un-stuck' school J, primary, academy, North West, Head teacher).

- Bad inspection timing: Schools O and M stakeholders described how being inspected at the beginning of the school year negatively affected their outcome, given the high level of teacher turnover and newly qualified teachers. '*Being so early in the academic year is really hard, in terms of the type of community we are, the importance of trust, and the relationships between the teachers and the children, it was very early (…) you've got newly qualified teachers, who are just embarking on their career, just establishing themselves with their class. And from that perspective, it felt we were up against it'* ('Un-stuck' school O, secondary, academy, Yorkshire & the Humber, Teacher).

Research question 5: What are 'stuck' schools' stakeholders' views on how inspections can support change of their schools?

Trust and collaboration

Schools J and P stakeholders valued enormously when a collaborative relationship was established with Ofsted inspectors. They described Ofsted's trust in their leadership and capacity to improve as a turning point that allowed them to start the journey to turn around. They suggested including school members in the inspection team, to build capacity and enhance the professional dialogue. 'Stuck' school stakeholders' views on their trajectory and the external support received showed that overall, 'stuck' and 'un-stuck' schools valued the formal support received via LAs, MAT, Teaching Schools, advisories, etc. Many stakeholders argued that they would prefer a stable team of inspectors that would reinspect them understanding their context and specific challenges. Others thought that if the inspectors were biased, it was better to have new inspectors. Overall, stakeholders highlighted the key role of personal connections with inspectors, local schools, school improvement officers that trusted and supported them through time. People with whom they could share good practice without feeling intimidated.. *'He [Ofsted inspector] took me around the school and asked me a number of*

really like challenging questions "Why is this happening?" "Why is this going on?" "Why haven't the children got this?" "Why are the books like this?" "Where are the dictionaries?" "How are you measuring standards?" and I answered as best I could and anyway I don't know how or why but he had a little bit of faith in me' ('Un-stuck; school J, primary, academy, North West, Head teacher); **'***We know our students, we know what's going to work, so just let us – please can you let us just be* (…) *there's got to be trust in leadership otherwise they might as well run the school and not have a Head teacher.'('*Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Head teacher); '*They're happy to put their trainees into our school because they know that the quality of teaching and learning is good. And that the trainees are getting a good deal. So, for us, that kind of confidence that, you know, they trust us. They put their trust in us when we were a RI school, and they want to work with us. That says absolutely, you know, a million times more than somebody who just comes in and says, "You're not good enough. You're not good enough. You're not good enough' ('*Stuck' school P, mixed, secondary, maintained, Yorkshire & the Humber, Teacher).

Longer and less frequent inspections that take a better account of their context

Schools C, G and P described the detrimental effect of over-surveillance resulting from too frequent inspections. They suggested longer but less frequent inspections that would allow them to better concentrate on the improvement journey. School G described how monitoring inspections particularly translated into over-surveillance, making it even more difficult to improve. School P stakeholders described how receiving four monitoring inspections over two years did not give them time to implement the required changes. Schools C and G stakeholders described how monitoring inspections gave them false hope, as after identifying that the school was taking effective action, were followed by inadequate full inspection grades. School P stakeholders described how receiving yearly monitoring inspections instead of full inspections, did not give them the chance to become 'un-stuck'. '*You sort of hope that you're going to get an inspector who can see beyond the framework and say, "Let's see what this school does with the population it has." My concern is that it takes a little bit longer than a couple of days to do that*' ('Stuck' school G, decreasing, primary, academy, East Midlands, Teacher).

Remove overall grades

Schools F and K stakeholders described how overall grades negatively impacted their work. They suggested a narrative inspection report without overall grades. '*By putting that grade there, immediately you're fighting a losing battle and I really- I worry about that for schools because I think the- in my view, the tool to judge a school shouldn't be contributing to its success. And that's what happens, or lack of it. So, the tools shouldn't influence, and really, I think the report should only be a narrative and not a grading. The grading should be between the trust and the school. Because that's a mechanism and a vehicle to improve. But actually, it can be a limiting factor to improve because parents won't then engage, and you don't get the buy in that you need to become good or outstanding, which is where we obviously want to be*' ('Stuck' school F, mixed, secondary, academy, Yorkshire & the Humber, Head teacher); *'The question for me is, yes schools need inspecting. Do they need an outstanding judgement which I know a lot of people argue they don't? Is your school good or better and secures good outcomes? And is there a way that you know, schools can almost be monitored rather than that damning judgement of, unless they*

are, you know, seriously at risk to kids' ('Un-stuck' school K, secondary, academy, Yorkshire & the Humber, Head teacher).

Inspect areas instead of single schools

School E and F stakeholders argued that their success in inspection grades came at the detriment of a neighbour school. They suggested that area-based inspections would be fairer, enhance collaboration and reduce competition among local schools. '*You are always mindful of course that your success generally comes at somebody else's detriment– it's a well-worn discussion in educational circles isn't it that every district always has one school that's under the skids at any given time. And for a while that was us but it is now somebody else's turn which doesn't give me any pleasure at all. But it's just a reality of the situation*' ('Stuck' school E, mixed, secondary, academy, South East, Head teacher).

CONCLUDING REMARKS

Our quantitative analysis showed that 'stuck' schools tend to be characterised by higher rates of deprivation, pupil mobility and teacher turnover. They also tend to be found in middle-sized urban areas rather than large cities or rural areas. Nevertheless, there are many other schools that share most of these characteristics but have not been deemed 'stuck'. In other words, they have managed to avoid a continuous cycle of less than good inspection judgements. Our analysis has shown that what makes 'stuck' schools unique, is their continuous cycle of less than good inspection judgements, rather than their challenging characteristics or academic performance. 'Stuck' schools are not the same as 'unimproved' schools. 'Unimproved' schools (as defined by their pupil attainment and progress rankings) are not necessarily 'stuck' and, indeed, some 'stuck' secondary schools had improved, showing moderate or higher rates of progress alongside not-'stuck' schools. Therefore, Ofsted inspection grades are not necessarily capturing the quality of education as measured by pupil attainment and progress.

Our quantitative analysis sought to understand whether receiving a less than good judgement from Ofsted triggers a cycle of events which then results in schools continuing to receive negative judgements for many years. We find that, following a less than good inspection outcome in 2013, there is a small effect size leading to an increase in pupils leaving the school, in the deprivation levels of the school intake and an increase in grade differentials compared with local schools with better Ofsted ratings. We also observe a moderate effect size in increased teacher turnover in these schools. But these changes do not fully account for the continuation of a less then good Ofsted judgement in subsequent years.

For secondary schools, joining a multi-academy trust is associated with lower teacher turnover and, therefore a lower chance of a negative Ofsted grade at the next inspection. But we don't observe any knock-on effect on pupil progress and neither do we observe any positive effect on primary schools that join a MAT.

Taken together, the quantitative analysis tells us that negative Ofsted inspection outcomes can contribute modestly to a more challenging set of circumstances for schools. But our analysis does not allow us to identify the other factors that contribute to more challenging circumstances and consistently poor Ofsted judgements. Neither does our quantitative analysis enable us to identify the factors that cause some schools to improve their Ofsted judgement and become 'unstuck'.

The qualitative findings from the multi-site case study of 16 schools shed light on how 'stuck' schools got 'un-stuck' and the circumstances behind their trajectories. The six 'un-stuck' schools evidenced that no matter how long it took them, they were able to obtain a good inspection grade, given the right time and support. Regarding the key factors that helped getting 'un-stuck' stakeholders mentioned:

- Stable teams with a clear vision, creativity, and resilience. Staff that are passionate and feel a strong vocation to work hard in schools facing multiple challenging circumstances

- External support delivered by critical friends (Ofsted inspectors, MATs, local schools and external partners) that trust them and are able to provide emotional, technical, professional support and guidance
- Systematic approach to improve behaviour
- Consistency in teaching, learning and the curriculum
- Enhanced student academic expectations
- Infrastructure investments (toilets, IT, playgrounds, etc)
- Better communication and relationship with parents and carers
- Community engagement: strong links with parents, carers, the community and external agencies to enhance schools' reputation and duty of care.

'Stuck' schools are at different steps in their improvement journey and had diverse inspection trajectories, which were stable (only grades 3), mixed (latest inspection grade 3; previous grades 3 and 4) and decreasing (latest inspection grade 4). These differences in inspection trajectories matter, as 'stuck' case study schools with stable and mixed trajectories perceived themselves as making progress in many areas despite facing multiple challenges. They had a positive sense of their own progress by comparing their trajectory from Inadequate to Requires Improvement overall grades, or improvements in the grades obtained in the sub-dimensions of the inspection framework. 'Stuck' schools' sense of improvement provided them with a sense of agency, evident in the multiple initiatives that they embarked on oriented to improve the education they provide in response to inspection judgements. Despite 'stuck' schools' efforts not always matching inspection's criteria of what counts as improvement, they were hopeful that as overall effectiveness judgements are driven by academic outcomes, and the new 2019 Ofsted Inspection Framework is less driven by data, they will receive an overall good grade in the next inspection. Only those with a decreasing trajectory (schools G and H), were broadly in line with the Ofsted definition of 'stuck' (Ofsted, 2020). Yet apart from 'stuck' schools with decreasing trajectories, the rest of the 'stuck' case study schools questioned their responsibility regarding the schools' predecessor legacy results and didn't identify with the metaphor of being 'stuck'.

Whilst the classification of 'stuck' and "un-stuck' schools detract attention away from their context, these schools don't exist in a vacuum. Indeed, the 16 'stuck' and 'un-stuck' case study schools were located in unusually disadvantaged areas. Their student composition can be further divided into the two main groups identified in the quantitative analysis: schools where the great majority of children were of White British heritage and deprived (Schools A, C, D, E, F, G, H, L, M, J, K and P); and schools with a majority of children from mixed ethnic background and deprived (Schools B, I, N and O).

In all case study schools the proportion of children entitled to FSM and with special educational needs was higher than the national average. In most of the case study schools, the student composition has become more vulnerable over time. Some of the 'stuck' (school F) and 'un-stuck' schools (school O) talked about their attempts at widening their catchment area or diversifying their intake to improve the school community and culture, which could positively impact their attendance and performance in the long run.

Almost all of the 'stuck' and 'un-stuck' case study schools are under-subscribed (except schools G and J). Whilst most of 'stuck' schools have decreased their pupil enrolment over time, 'un-stuck' schools saw an increase in student enrolment after becoming 'un-stuck'. This is another example of what 'un-stuck' school K expressed as *'the things that spiral the wrong way, start to spiral the other way'.* A good inspection grade propels a virtuous cycle, as it attracts more pupils, which positively impacts funding, which allow for better provision for each year group, decreasing teacher burden.

Due to Ofsted's differentiated inspection system 'stuck' and 'un-stuck' schools received many inspections during the analysed period, ranging from three full inspections (schools D and O) to 16 full and monitoring inspections (school P). Some 'stuck' schools - such as school G- expressed concerns that monitoring inspections translated into over-surveillance, making it even more difficult to improve. In some cases, schools received four monitoring inspections over two years, which they considered did not give them time to implement the required changes (school P). Sometimes, monitoring inspections that identified that the school was taking effective action, was followed by an inadequate full inspection grade (schools C and G), so reviewing the periodicity and type of inspection seems an important aspect to consider for future policy.

Case study schools have been subjected to so much staff instability, that it was not conducive to improvement. All had different heads over the analysed period 2005-2021, ranging from 2 head teachers (schools C and G) to six head teachers (school L). Their 3-year teacher turnover has also been very high, ranging from 25% (school J between 2011-2014) to 95% (school M between 2015-2018).

'Stuck' schools believed that they were unique although, as the quantitative analysis shows, this is not the case, except for their 'stuckness' derived from their inspection grades. They felt isolated and did not know or work with other schools facing the same combination of challenges. Their sense of uniqueness and isolation might be reduced by taking part in a network of schools with similar contexts that could provide a key opportunity to support school improvement by enhancing a group atmosphere to share effective practice with relevant peers.

School stakeholders' views on their trajectory and the external support received showed that overall, 'stuck' and 'un-stuck' schools valued the formal support received via LAs, MATs, Teaching Schools, advisories, etc. but also highlighted the key role of personal connections with inspectors, local schools, school improvement officers that trusted and supported them through time. They valued opportunities for professional relatedness, people with whom they could share good practice without feeling intimidated.

Overall, 'stuck' and 'un-stuck' case study school stakeholders thought that receiving a less than good grade was not the cause of their difficulties, but had a ripple effect that magnified their difficulties. Below good grades can carry a reputational damage that makes more difficult to improve. This reputational damage works as a slippery slope, as after receiving a below good grade, case study schools faced low staff and student

morale, weak professional identity, difficult recruitment, lack of parental trust, among other challenges. ‘Un-stuck’ schools described how this reputation was longstanding and very difficult to change, even after receiving a good grade.

POLICY RECOMMENDATIONS

DfE should:

- Consider whether there is adequate support, including financial support, for 'stuck' schools, particularly 'stuck' secondary schools whose per-pupil funding is only marginally higher than other secondary schools. Given that funding is attached to pupil enrolment and 'stuck' schools are under subscribed, significantly increasing funding could help them become good.
- Help 'stuck' schools learn lessons from the experience of 'un-stuck' schools through creating networks and disseminating best practice guidance to successfully tackle similar challenging circumstances.
- Consider what more can be done to stabilize 'stuck' schools' staff. Reducing excessively high teacher turnover, including loss of key staff and governance changes needs to happen before the school can improve.
- Review the positive and negative impact of academization on 'stuck' schools to gain insights from the different experiences in primary compared to secondary schools.

Ofsted should:

- Ensure that inspectors are properly trained to understand the significance and implications of schools working in very challenging circumstances, and the positive role they can play to support schools in their improvement journey.
- Consider what other positive support can be given to 'stuck' schools to assist in their improvement journey, including linking them with schools that have become 'un-stuck' or those that have specific expertise in areas that are core challenges, such as supporting children with EAL and/or refugee backgrounds.
- Revise the cycles of full section 5 inspections and monitoring section 8 inspections in order to give time to implement improvements. Avoid: a) transforming monitoring into too frequent inspections and over-surveillance; b) too much variation in the number of inspections and across inspectors; and c) providing false hope in monitoring inspections.
- Consider what changes in inspection can be implemented -for example removing overall grades- to avoid the detrimental effect that a series of below good Ofsted grades is having on school improvement, especially for schools working in challenging circumstances such as 'stuck' schools.

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APPENDIXES

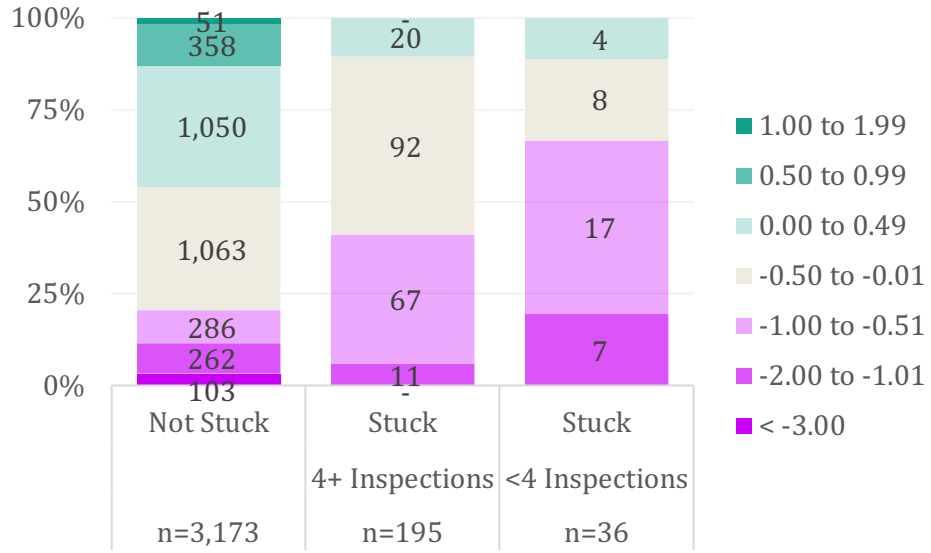
Appendix one: Phase 1 Quantitative Analysis and Figures

1. Definition of 'Stuck' Schools, Research Questions & Data

Figure 1.1: Complexity of the School Re-Organisation Landscape 2005-2018

Post Codes	School Identities	Total Schools
1	1	13,748
	2	6,950
	3	279
	4+	60
2	2	329
	3	287
	4+	76
3	3	60
	4	40
	5+	13
4+	4	10
	5	10
	6	3
	7	4
	8+	5

Figure 1.2: Progress 8 Value-Added Score Distribution of Schools With(/out) Minimum of 4 Inspections



2. How Do 'Stuck' Schools Differ from Other Schools?

Figure 2.1a: Percentage of KS2 schools inspected each year

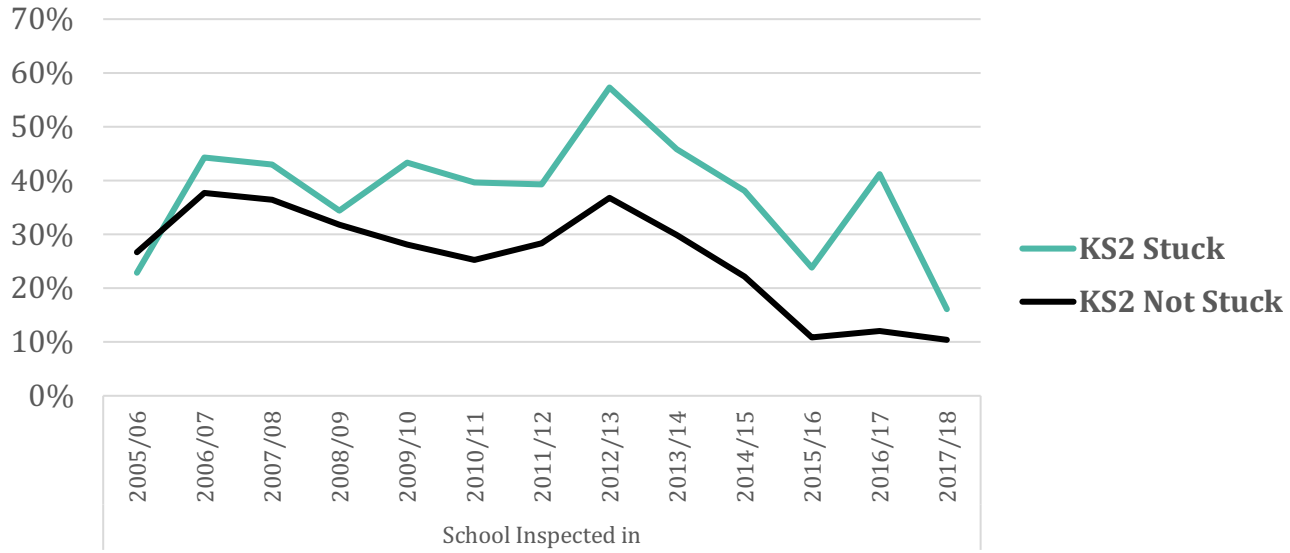


Figure 2.1b: Percentage of KS4 schools inspected each year

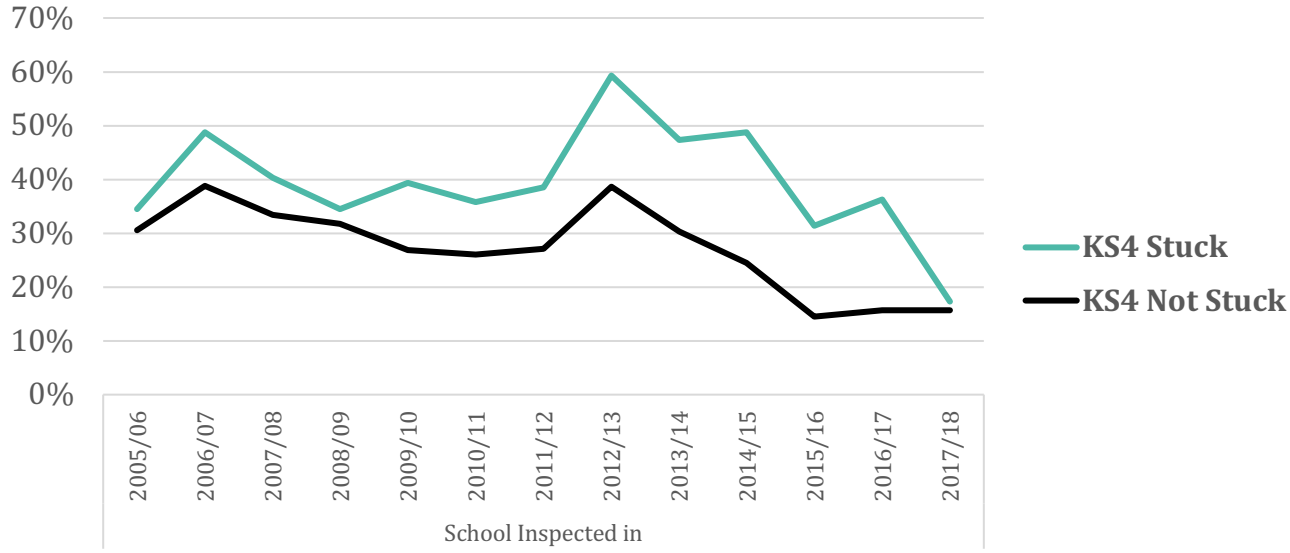


Figure 2.2a: Population density in locations of KS2 schools

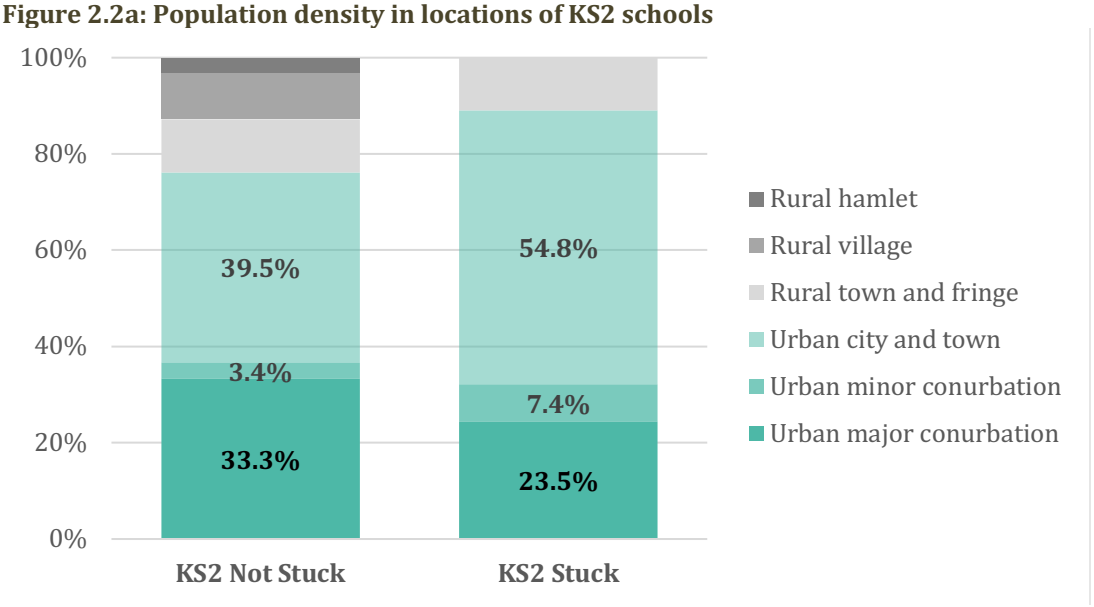
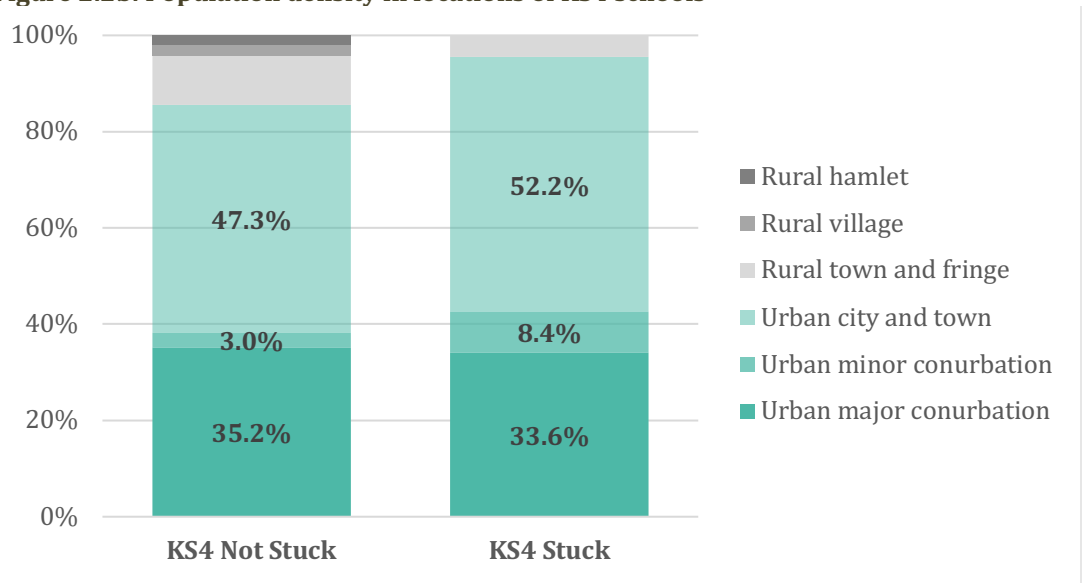


Figure 2.2b: Population density in locations of KS4 schools



Figures 2.3a and b

	KS2 Not Stuck		KS2 Stuck		
	%	n	%	N	p-value
School on Multiple Sites with Different Postcodes	2.9%	(383)	7.1%	(23)	<0.001

	KS4 Not Stuck		KS4 Stuck		
	%	n	%	N	p-value
School on Multiple Sites with Different Postcodes	6.6%	(215)	17.7%	(40)	<0.001

Figure 2.4a: Stuck versus not-stuck school group changes, as a percentage of all KS2 schools

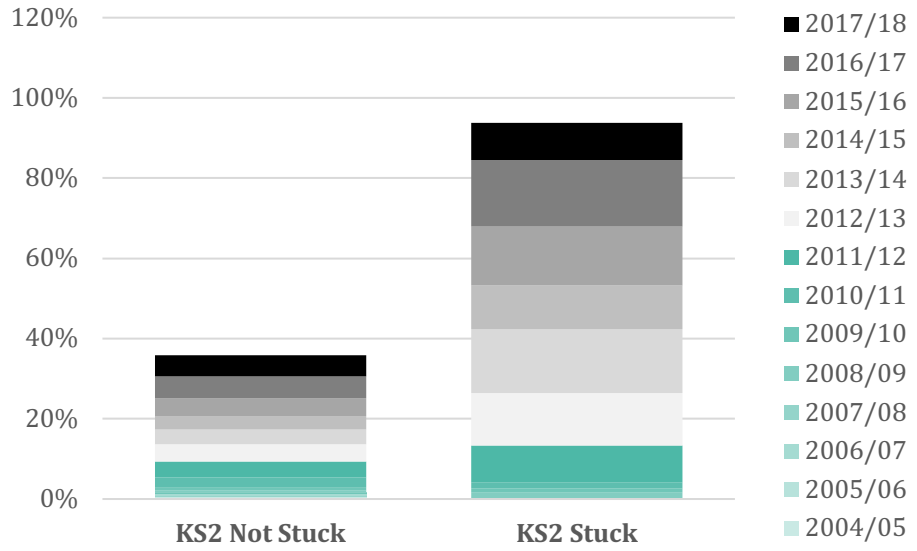


Figure 2.4b: Stuck versus not-stuck school group changes, as a percentage of all KS4 schools

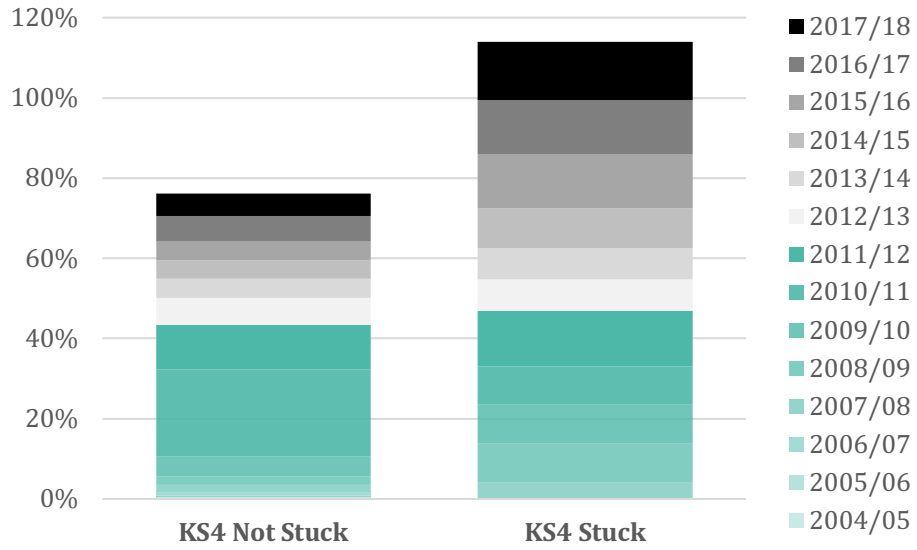


Figure 2.4c: KS4 Schools that Joined a Group, by Type of Group, in Three Selected Years

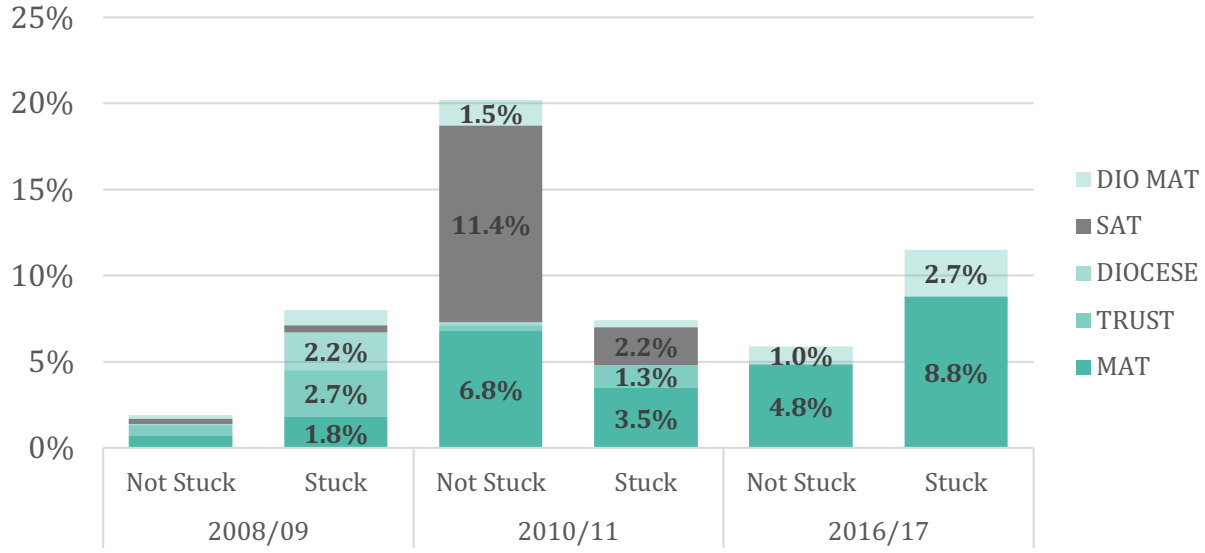


Figure 2.5a: Median Free School Meal eligibility in the primary reception year group[8]

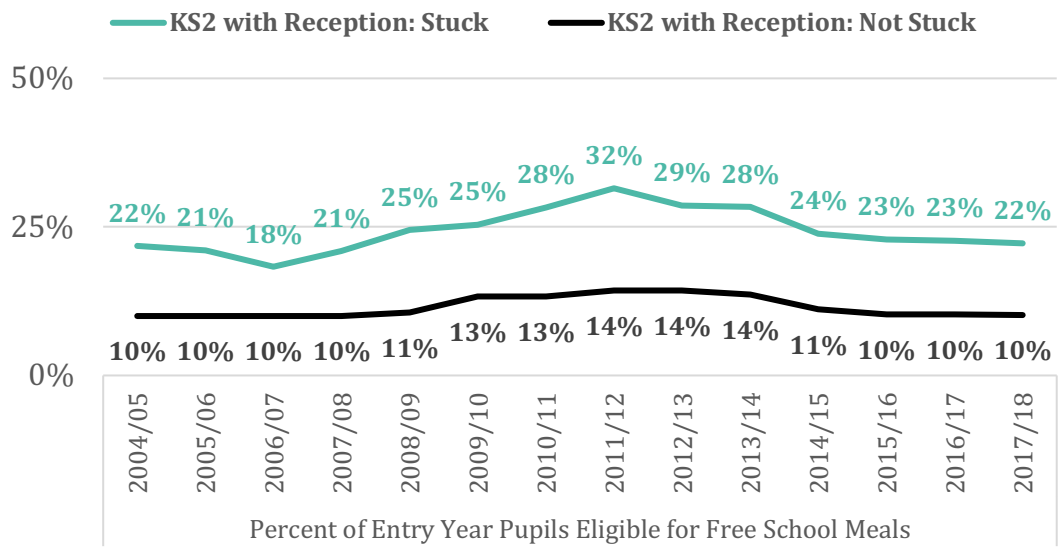
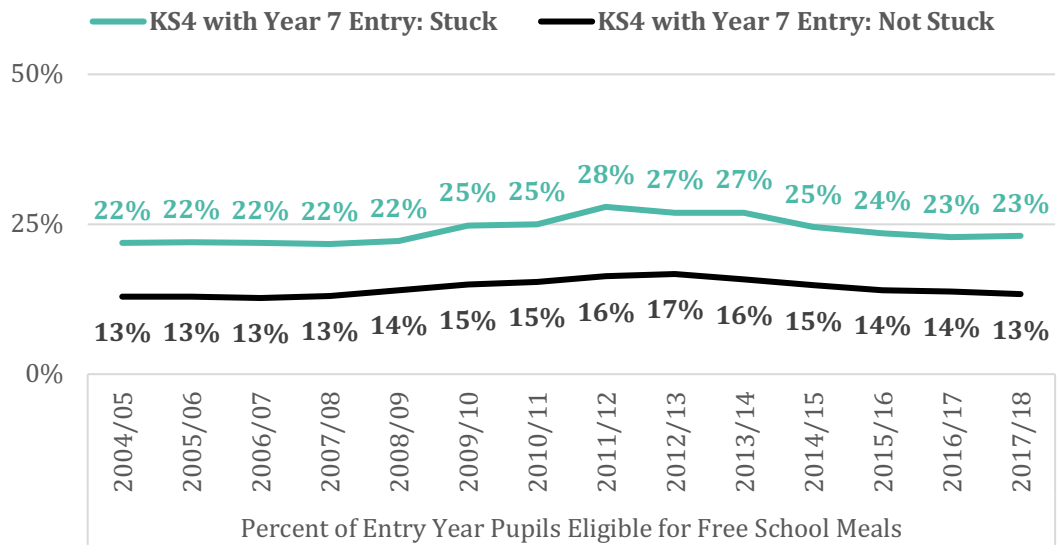


Figure 2.5b: Median Free School Meal eligibility in the secondary year 7 group[9]



[8] Analysis restricted to KS2 schools with a Reception year group, i.e. primaries with year groups R to Y6. This restriction is necessary to ensure comparable entry year groups between the 'stuck'stuck schools and other schools groups and over time, as rates of FSM eligibility vary by school year group.
[9] Analysis restricted to KS4 schools with a Year 7, i.e. those with year groups Y7 to Y11.

Figure 2.5c: Median IDACI neighbourhood deprivation score of the primary reception year group[10]

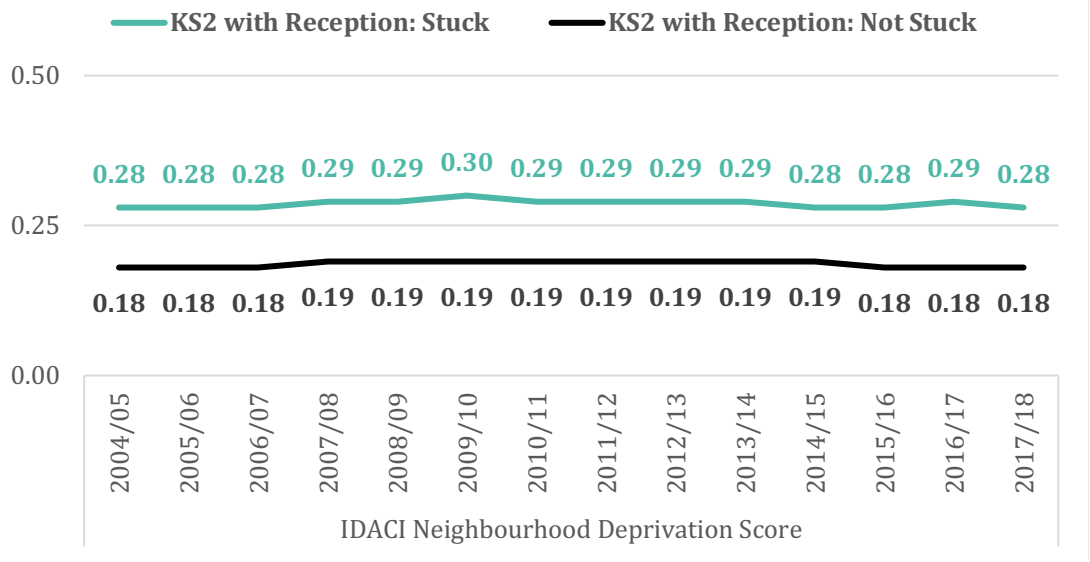
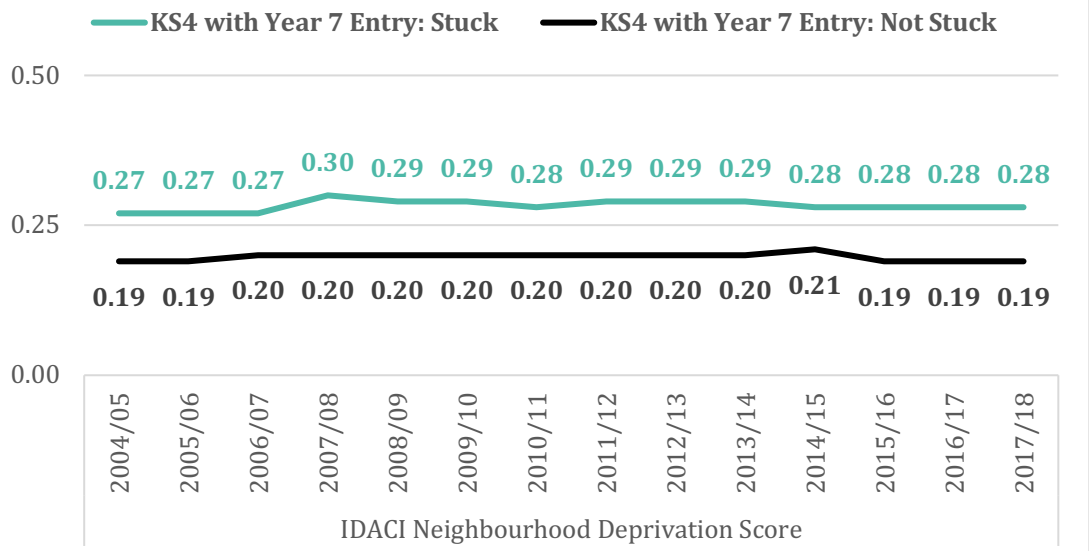


Figure 2.5d: Median IDACI neighbourhood deprivation score of the secondary year 7 group Error! Bookmark not defined.



[10] Analysis restricted to KS2 schools with a Reception year group.

Figure 2.6a: Median SEND school support rate in the primary reception year group[11]

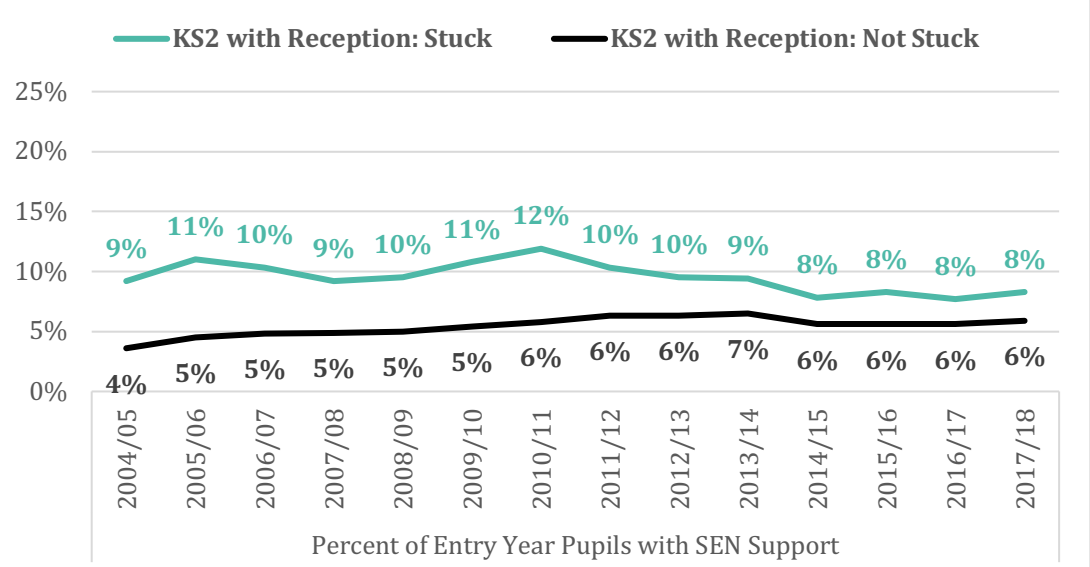
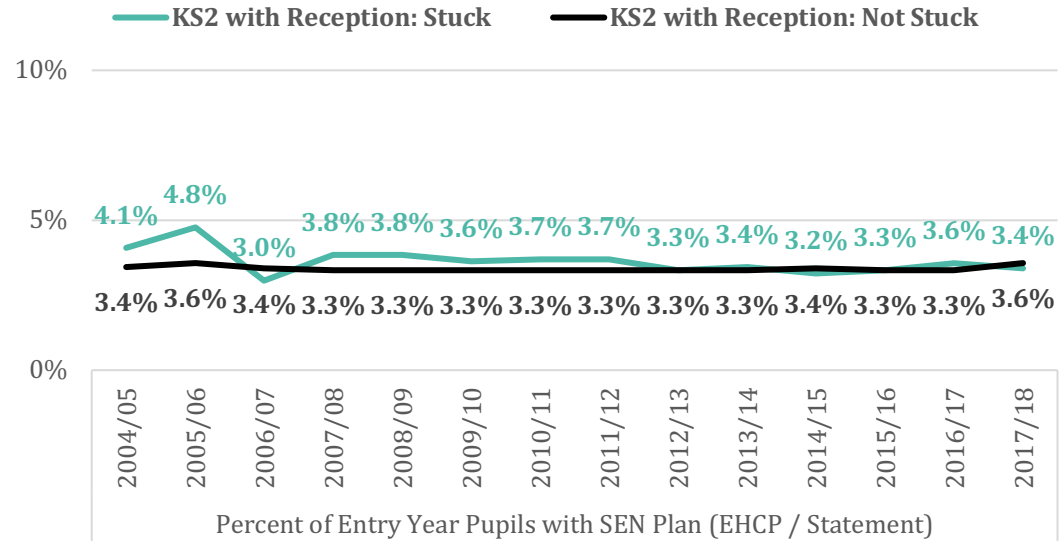


Figure 2.6b: 90th percentile SEND plan rate in the primary reception year group[12]



[11] Analysis restricted to KS2 schools with a Reception year group.

[12] Analysis restricted to KS4 schools with a Reception year group. The 90th percentile is used instead of the median because the SEND plan rate is extremely skewed at school level, with many schools having 0 per cent of reception children registered for school support, while a minority of schools have much higher rates. This results in 0 per cent medians for 'not-'stuck''stuck' schools in some years.

Figure 2.6c: Median SEND school support rate in the secondary year 7 group[13]

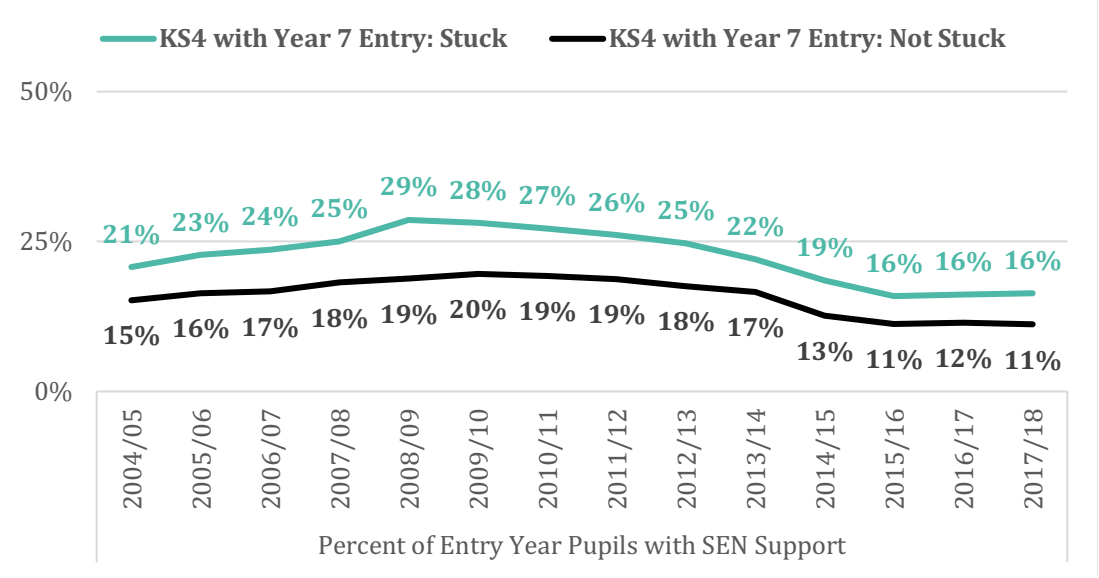
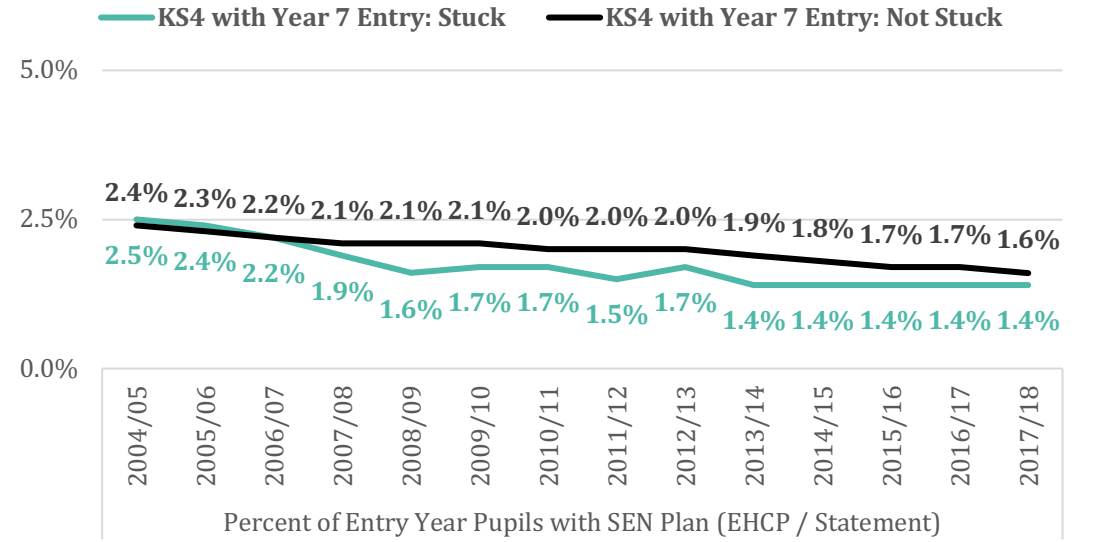


Figure 2.6d: 75th percentile SEND plan rate in the secondary year 7 group[14]



[13] Analysis restricted to KS4 schools with a year 7 year group.
[14] Analysis restricted to KS4 schools with a year 7 year group. The 75th percentile is used because the SEND plan rate is extremely skewed at school level, resulting in median rates of 0 per cent.

Figure 2.7a: 75th percentile low-attaining ethnic groups in the primary reception year group[15]

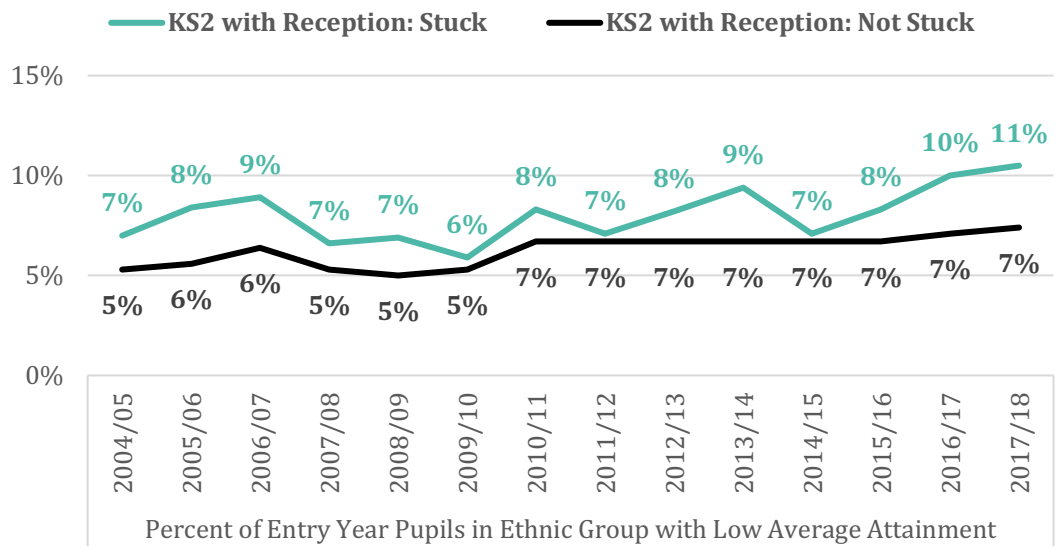
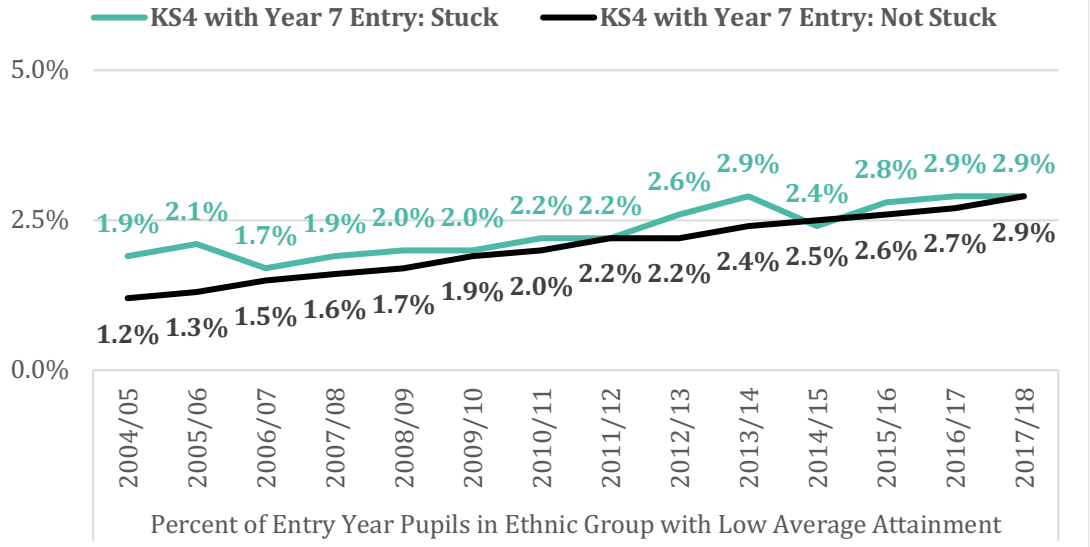


Figure 2.7b: Median low-attaining ethnic groups in the secondary year 7 group[16]



[15] Analysis restricted to KS2 schools with a Reception year group. The 75th percentile is used because the rate of pupils entering the school from low-attaining ethnic groups is extremely skewed at school level, resulting in median rates of 0 per cent.

[16] Analysis restricted to KS4 schools with a year 7 group.

Figure 2.7c: Median English as an additional language in the primary reception year group[17]

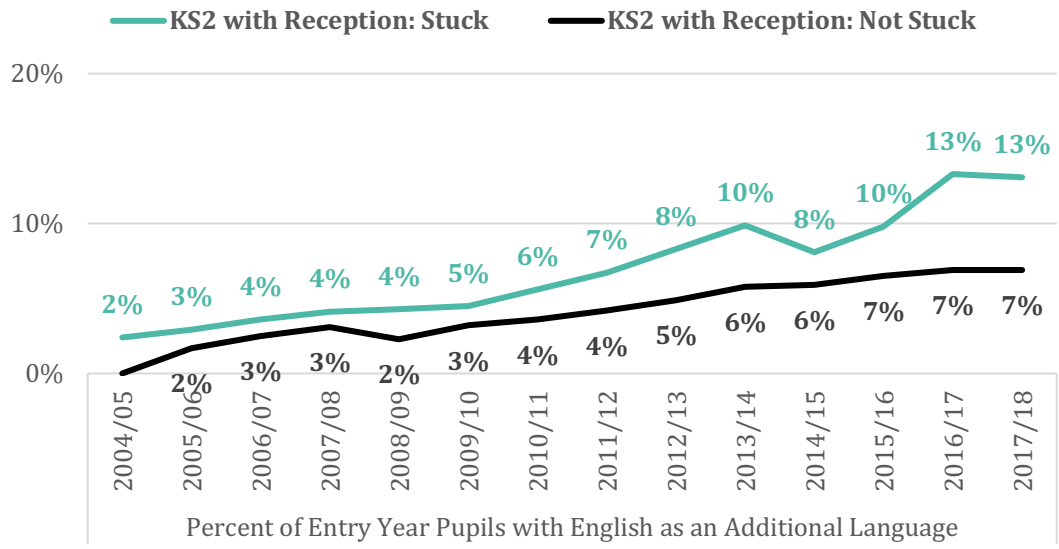
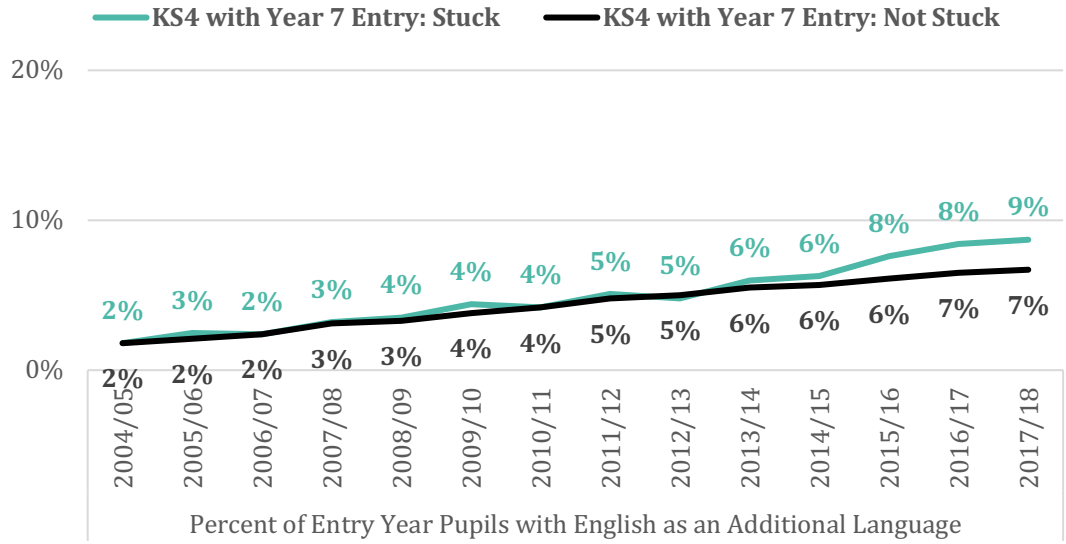


Figure 2.7d: Median English as an additional language in the secondary year 7 group[18]



[17] Analysis restricted to KS2 schools with a Reception year group.
[18] Analysis restricted to KS4 schools with a year 7 group.

Figure 2.8a: Median pupil entries after the primary school's intake year

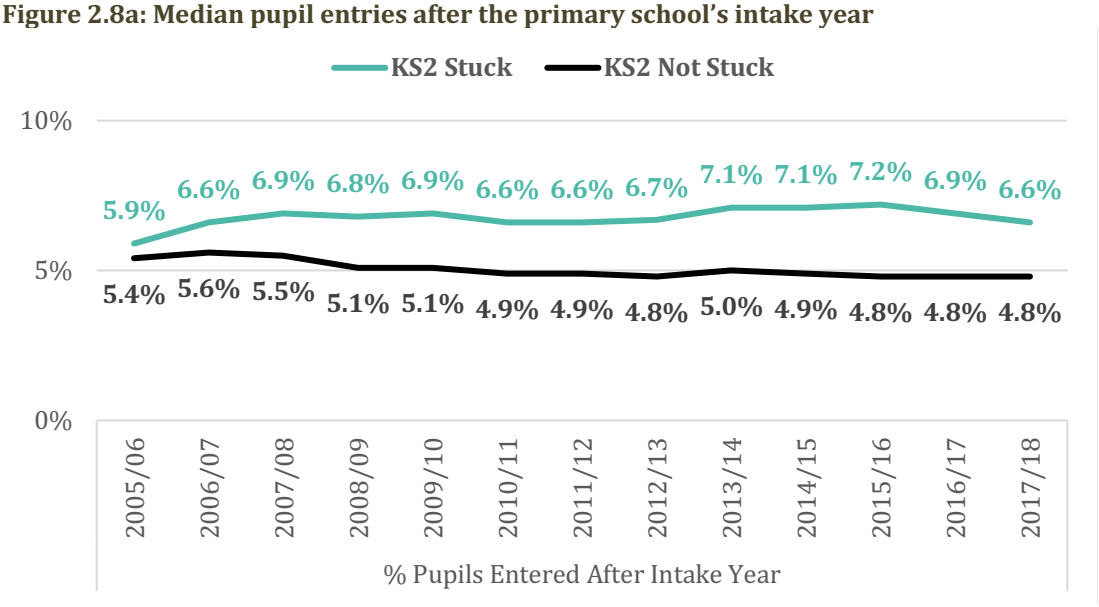


Figure 2.8b: Median pupil entries after the secondary school's intake year

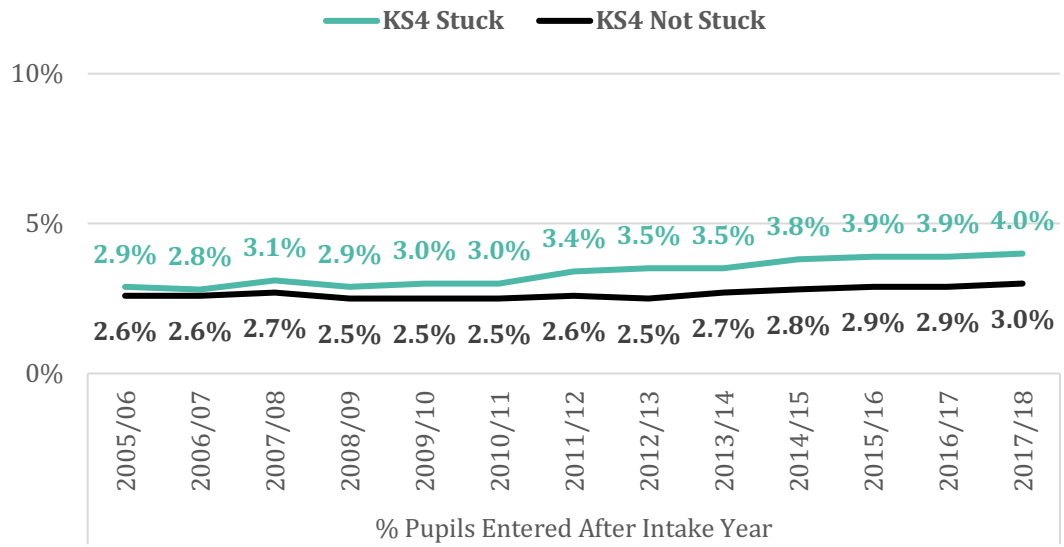


Figure 2.8c: Median pupil exits before the primary school's leaving year

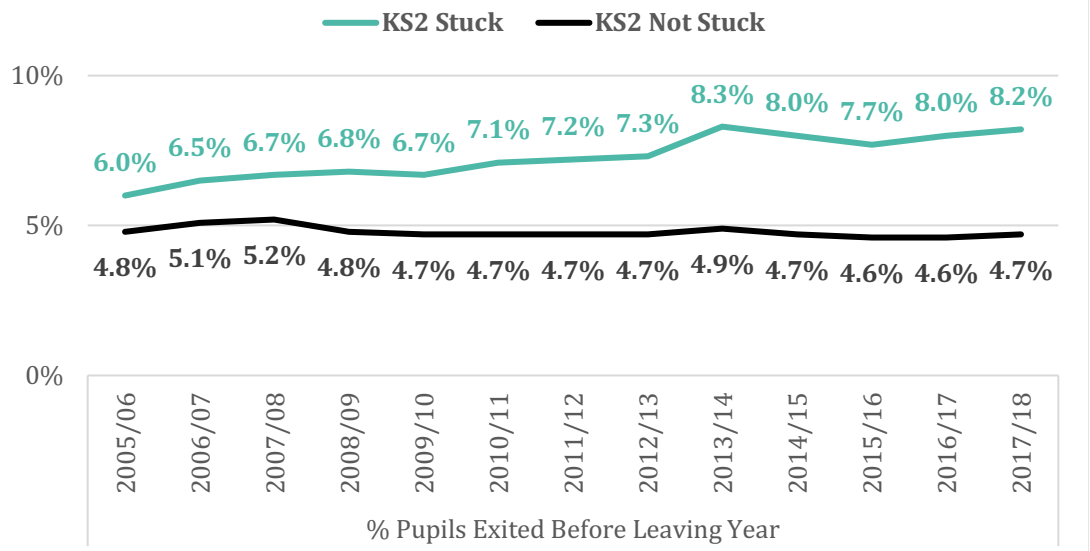


Figure 2.8d: Median pupil exits before the secondary school's leaving year

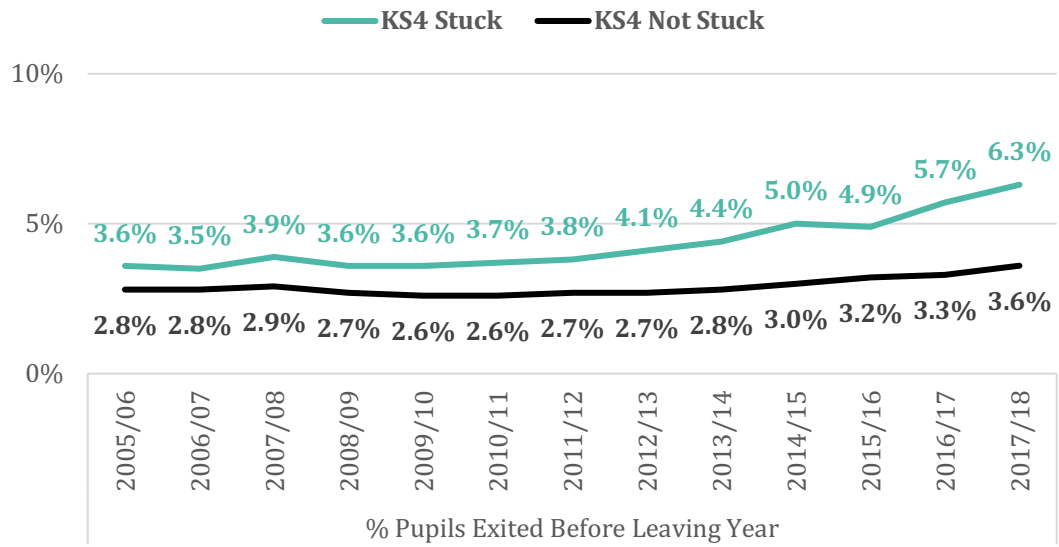


Figure 2.9a: Median difference in Ofsted grade from 10 nearest primary schools

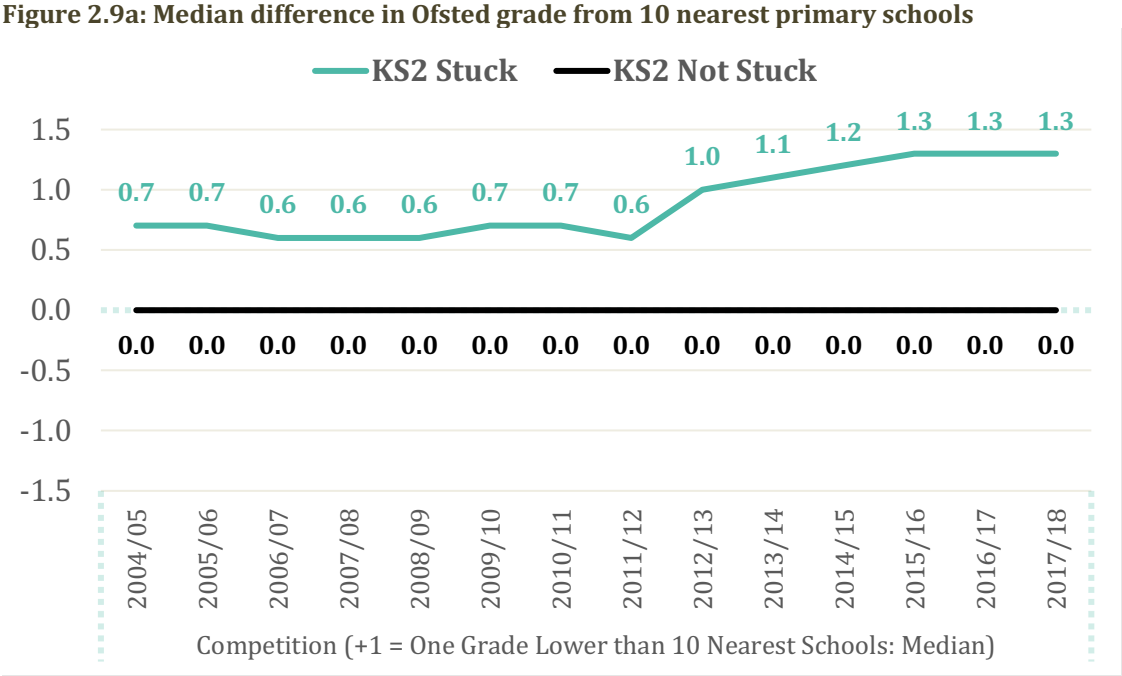


Figure 2.9b: Median difference in Ofsted grade from 10 nearest secondary schools

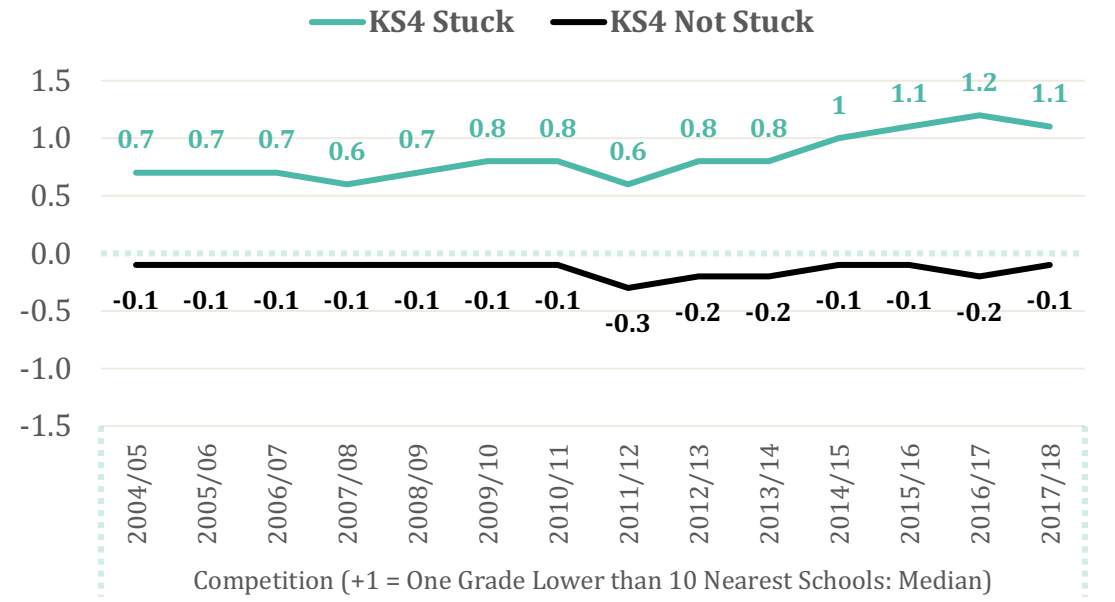


Figure 2.10a: Median single-year turnover of teachers in primary schools

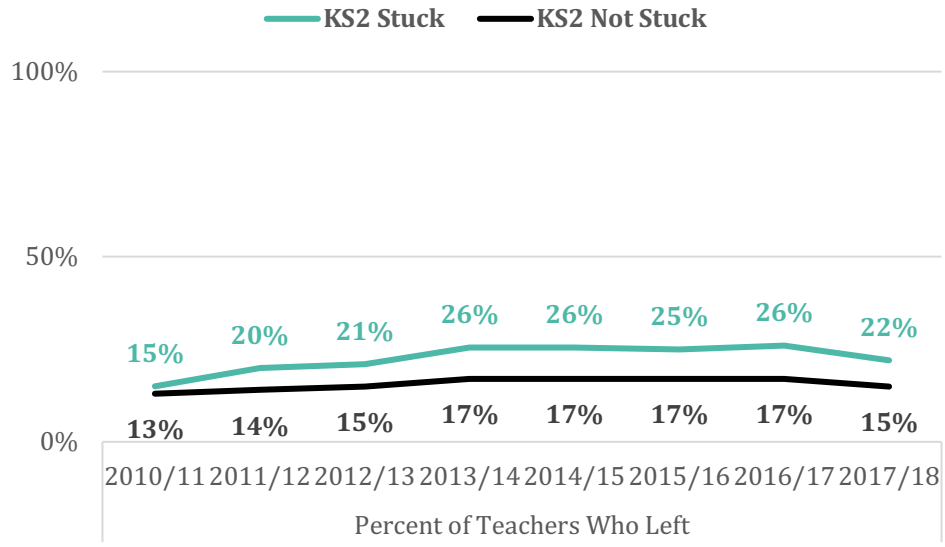


Figure 2.10b: Median single-year turnover of teachers in secondary schools

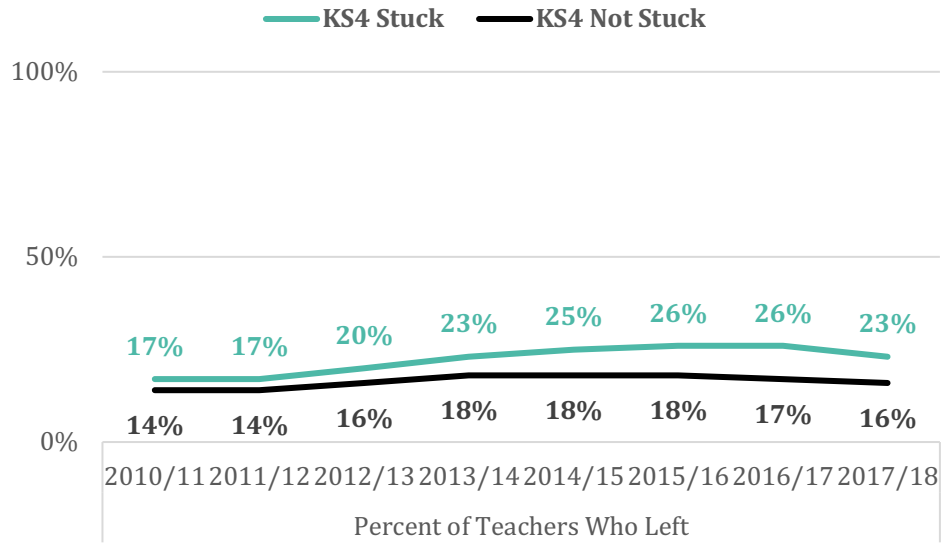


Figure 2.10c: Median 3-year cumulative turnover of teachers in primary schools

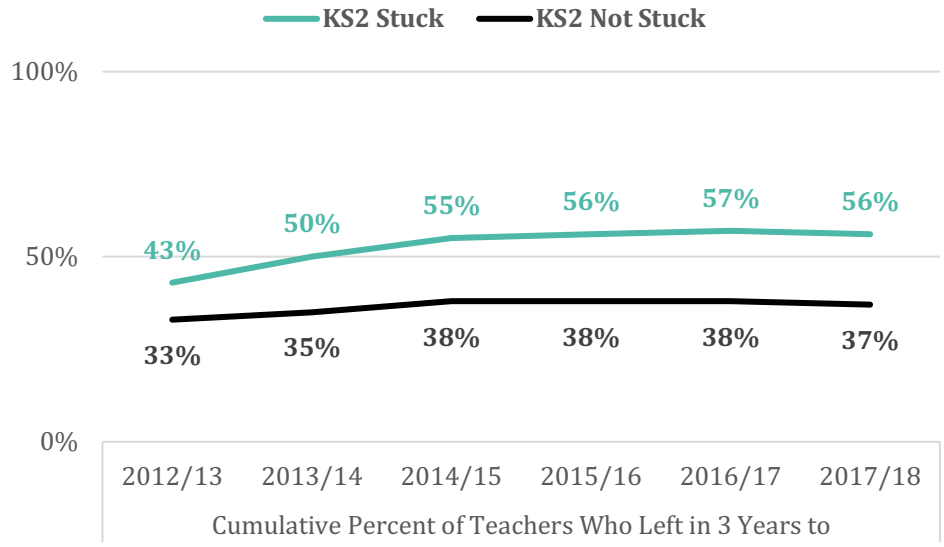


Figure 2.10d: Median 3-year cumulative turnover of teachers in secondary schools

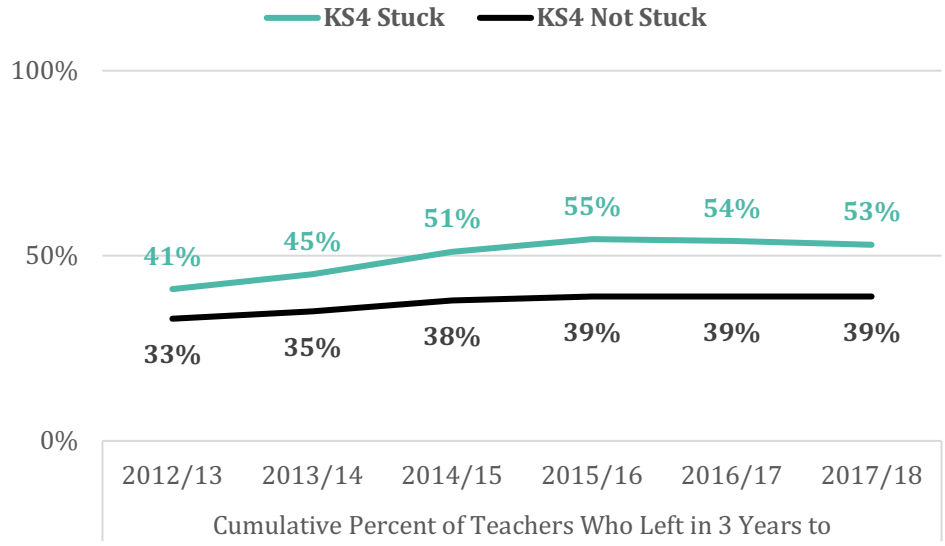


Figure 2.10e: Median 5-year cumulative turnover of teachers in primary schools

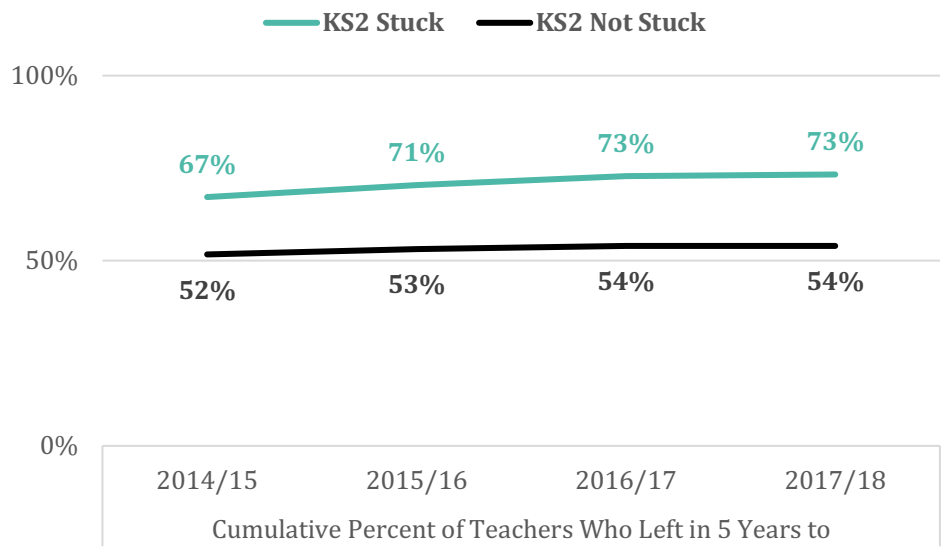


Figure 2.10f: Median 5-year cumulative turnover of teachers in secondary schools

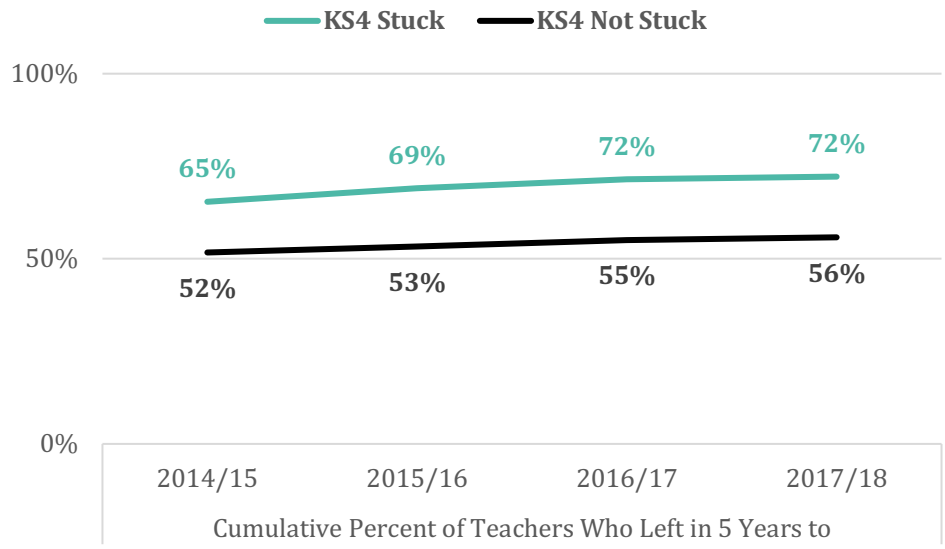


Figure 2.10g: Median annual percent of head teachers who changed in primary schools

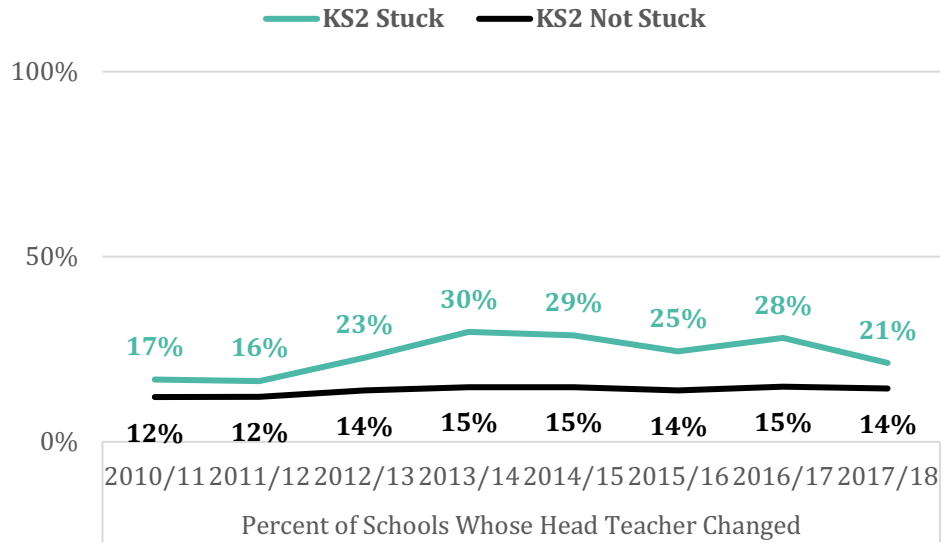


Figure 2.10h: Median annual percent of head teachers who changed in secondary schools

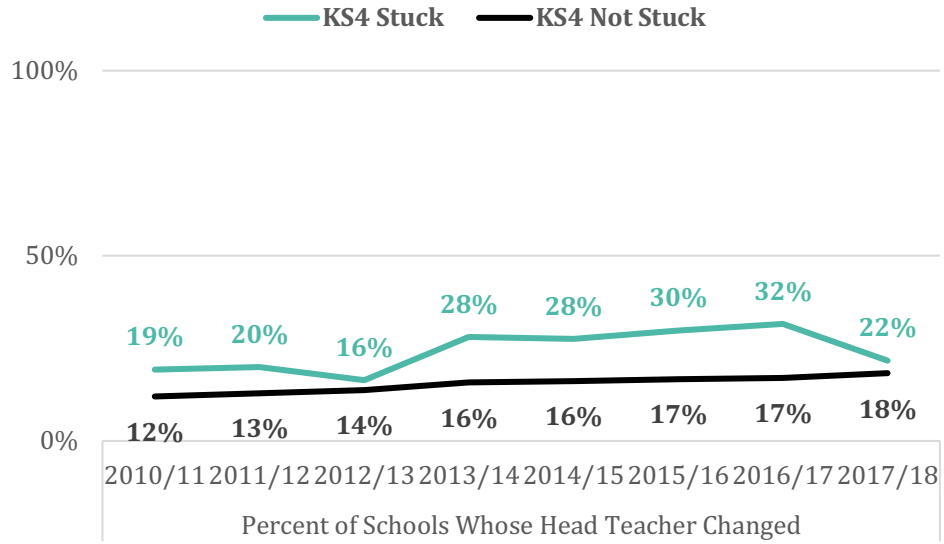


Figure 2.11a: Median primary school total income

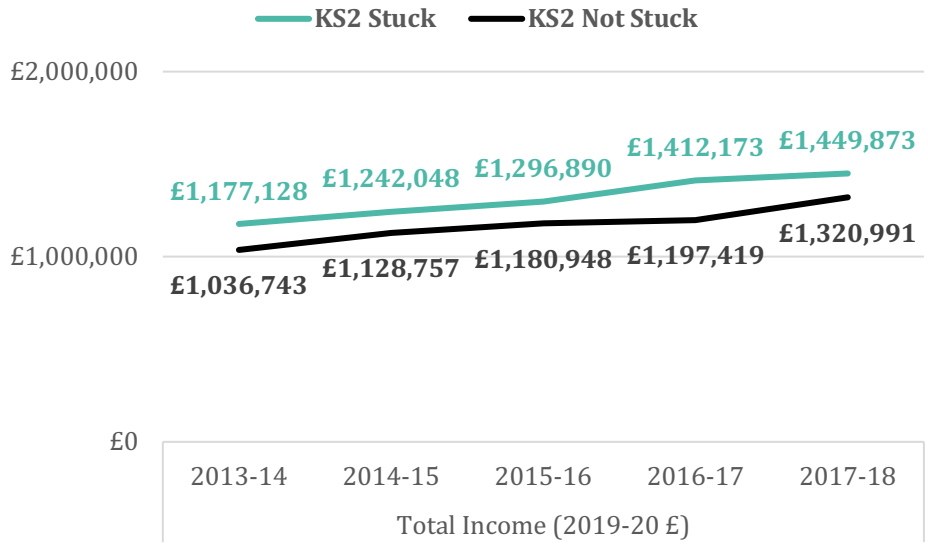


Figure 2.11b: Median secondary school total income

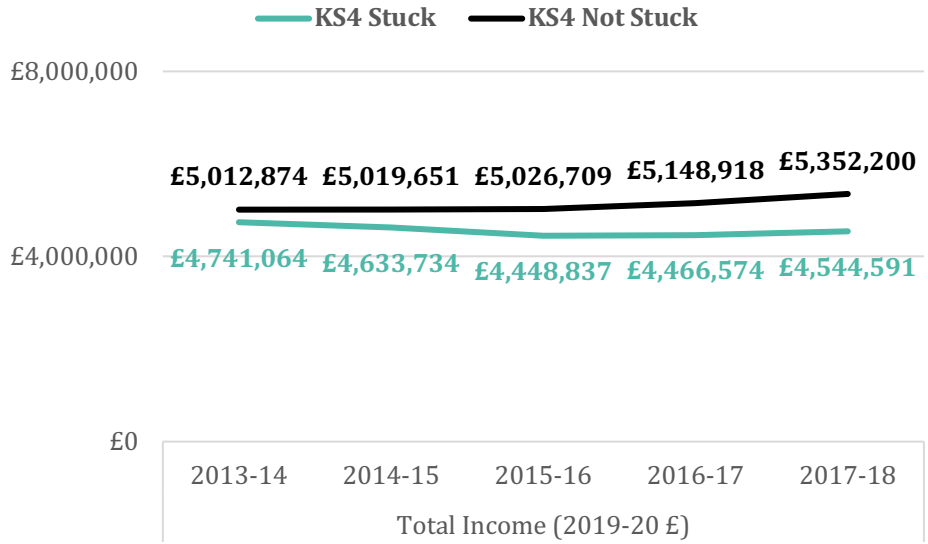


Figure 2.11c: Median primary school total income per pupil

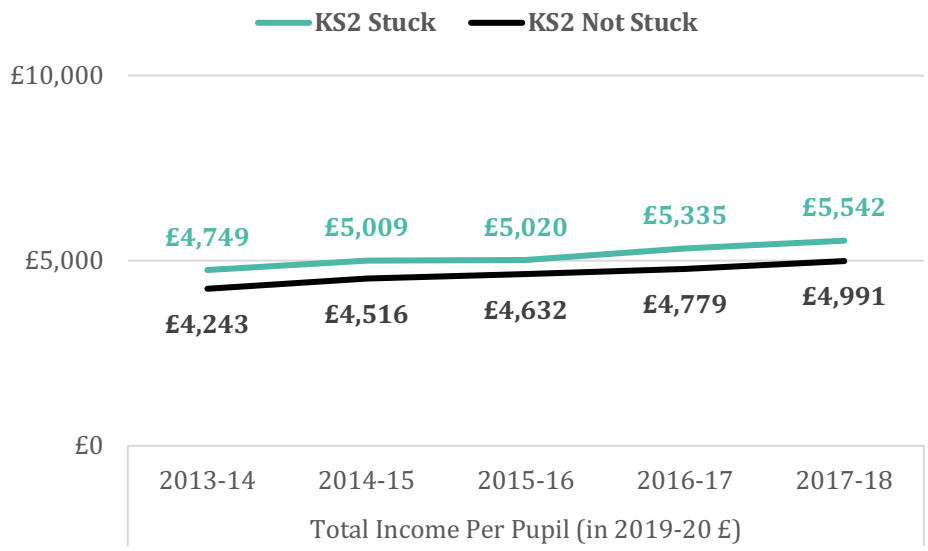


Figure 2.11d: Median secondary school total income per pupil

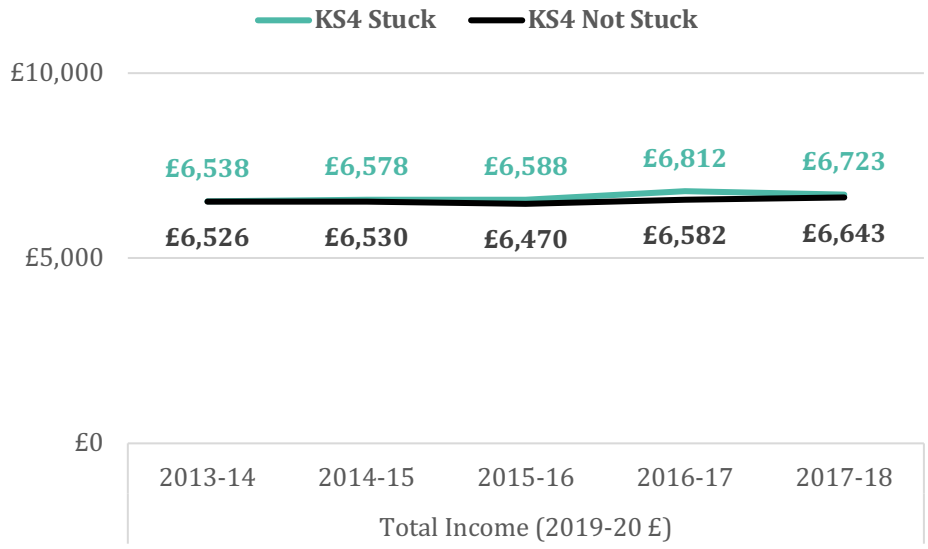


Figure 2.11e: Median primary school total expenditure

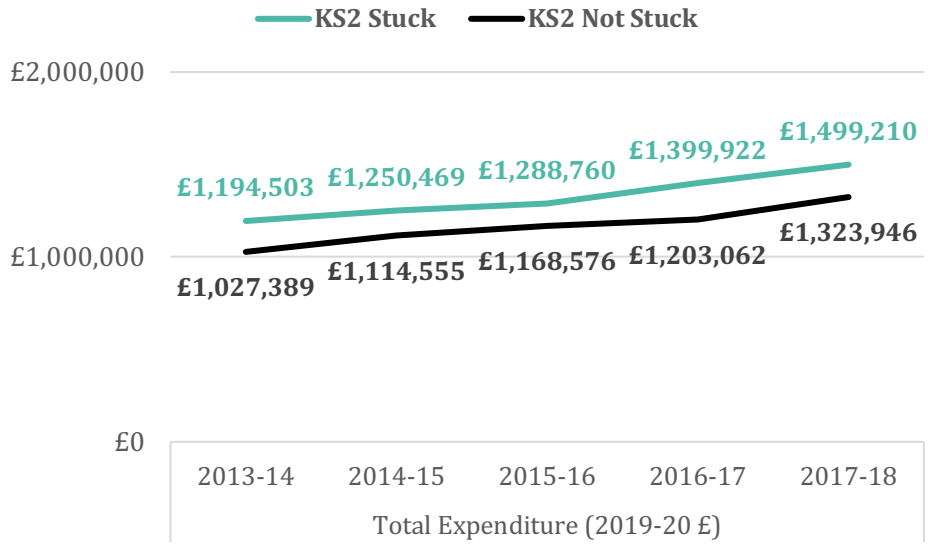


Figure 2.11f: Median secondary school total expenditure

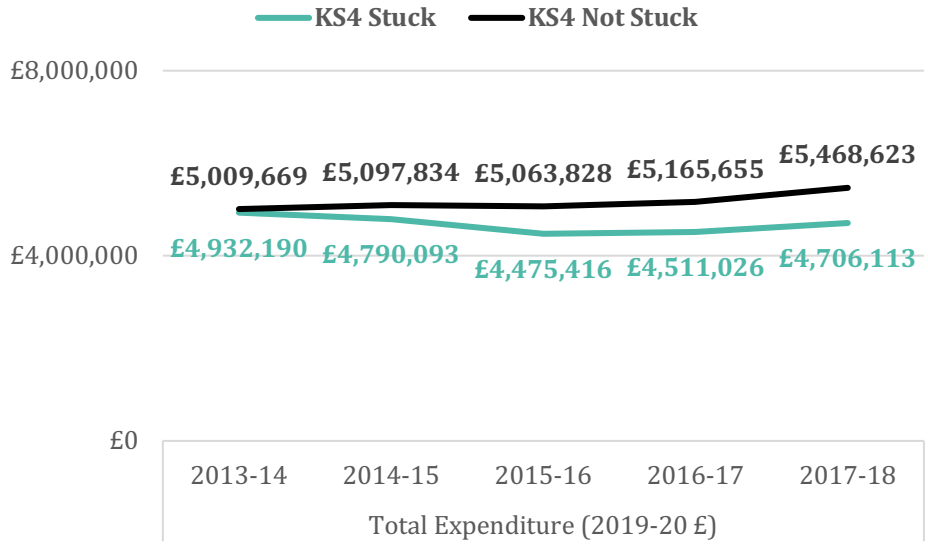


Figure 2.11g: Median primary school total expenditure per pupil

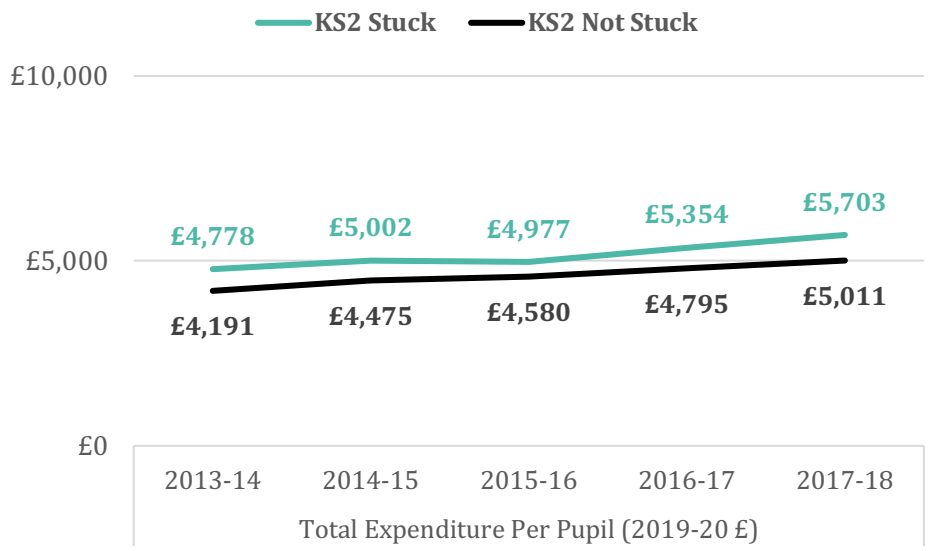


Figure 2.11h: Median secondary school total expenditure per pupil

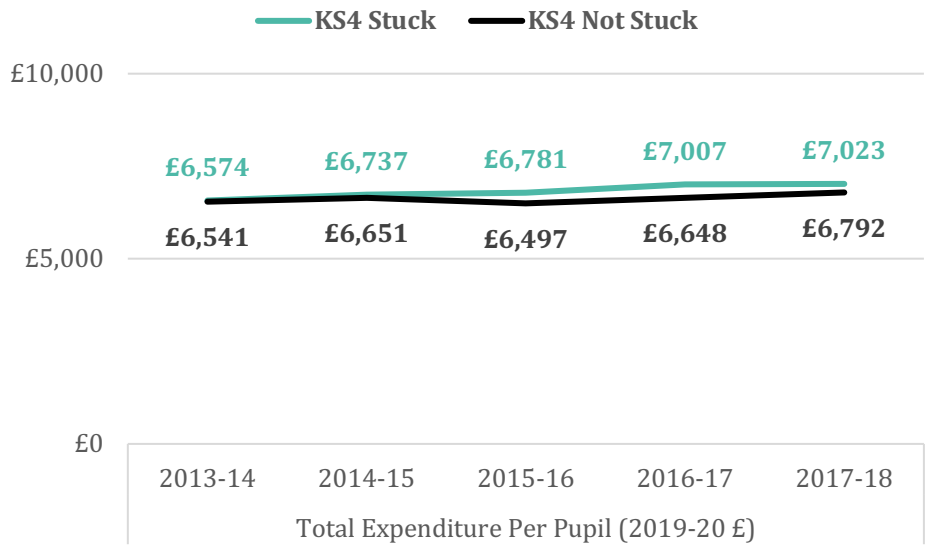


Figure 2.12a: Primary expected attainment percentile rank (1 = highest attainment)

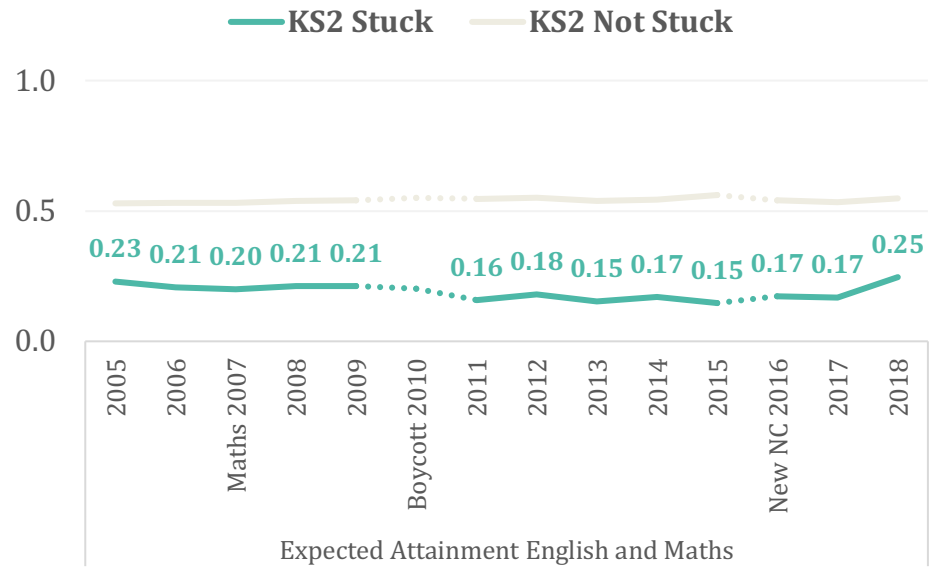


Figure 2.12b: Primary value-added progress percentile rank (1 = highest progress)

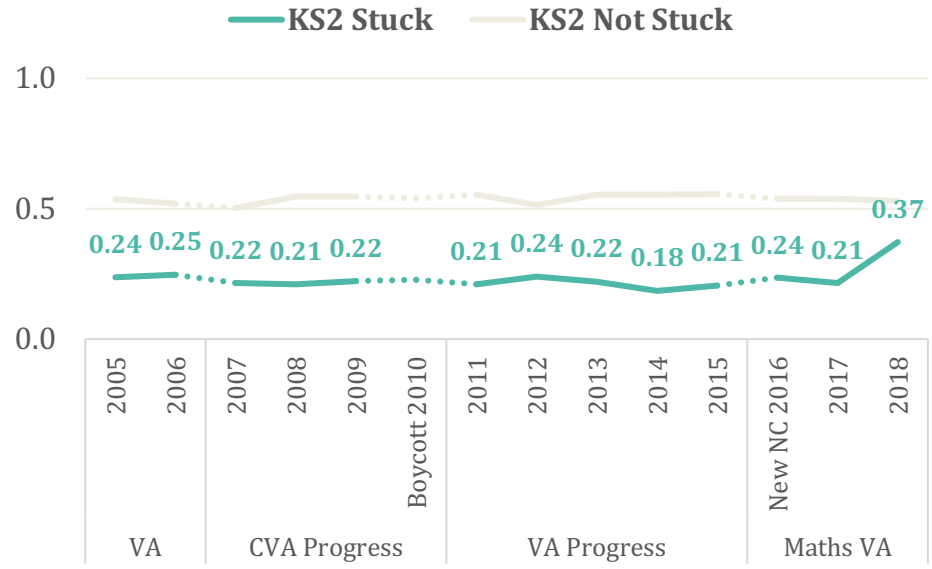


Figure 2.12c: Secondary expected attainment percentile rank (1 = highest attainment)

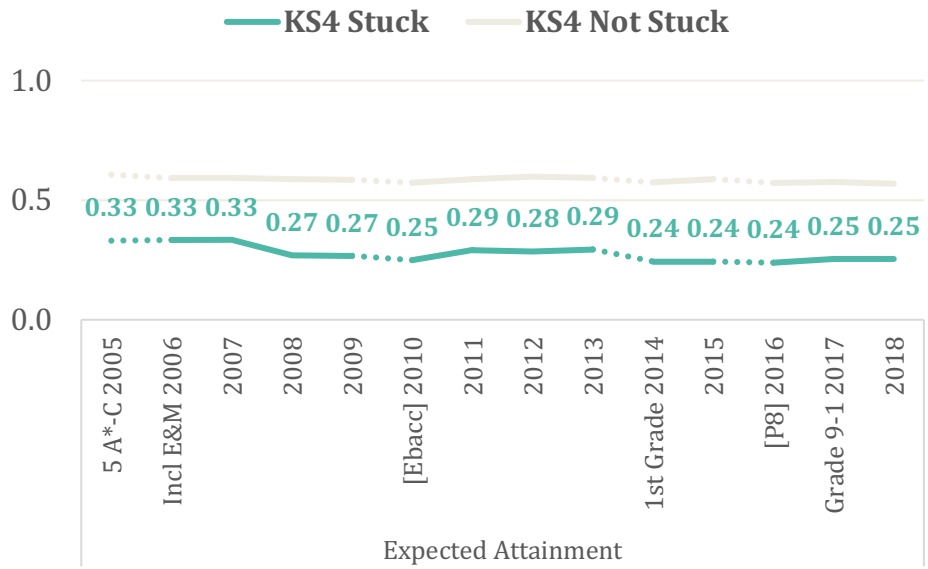
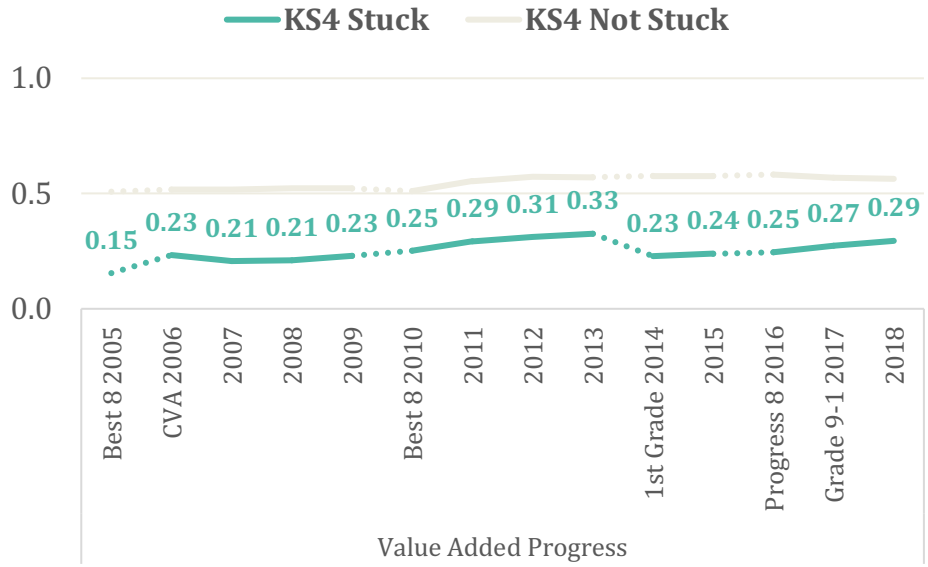


Figure 2.12d: Secondary value-added progress percentile rank (1 = highest progress)



3. Propensity Score Matching

Figure 3.1a: Primary school odds effects on stuck status

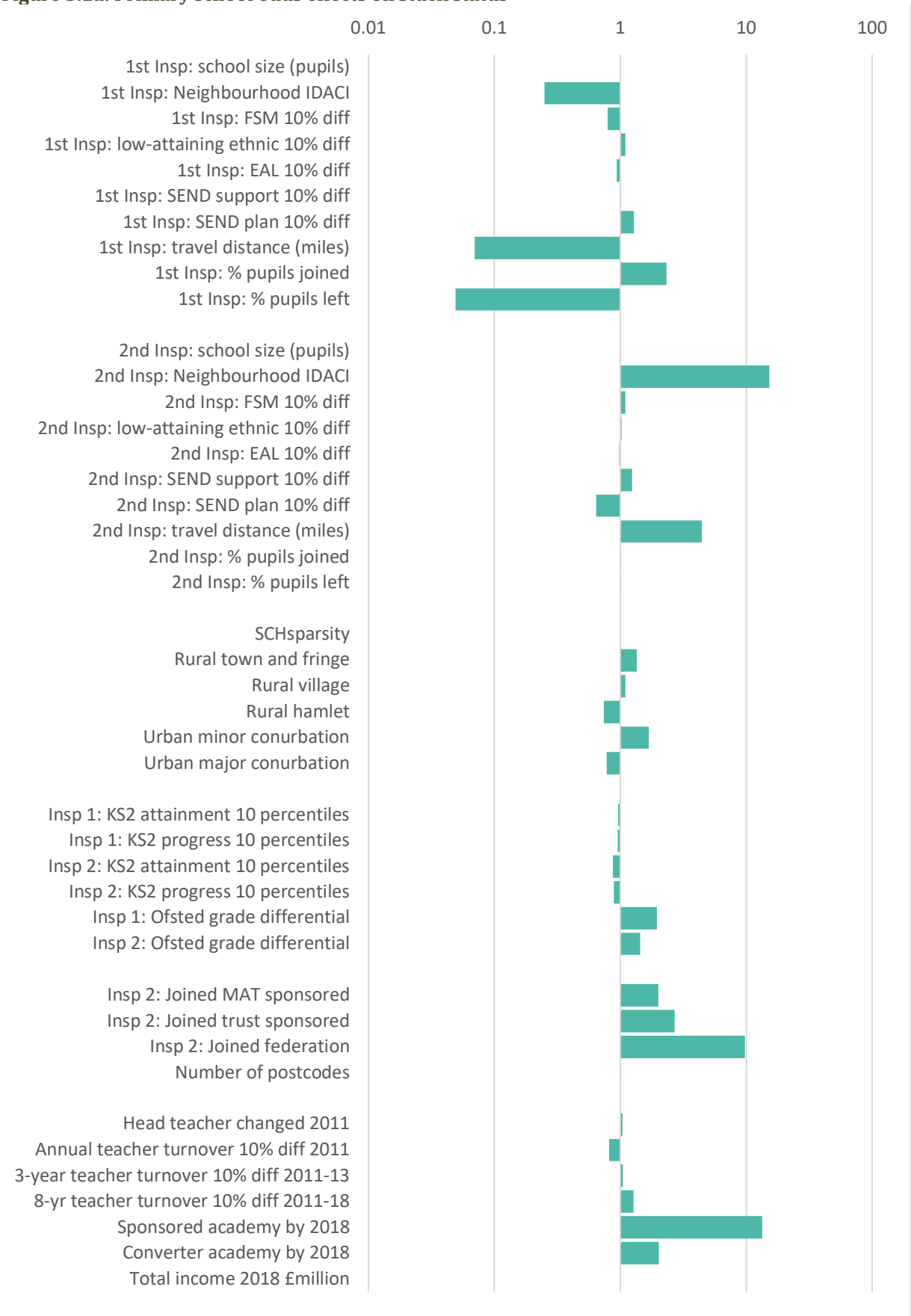


Figure 3.1b: Primary schools matching results I

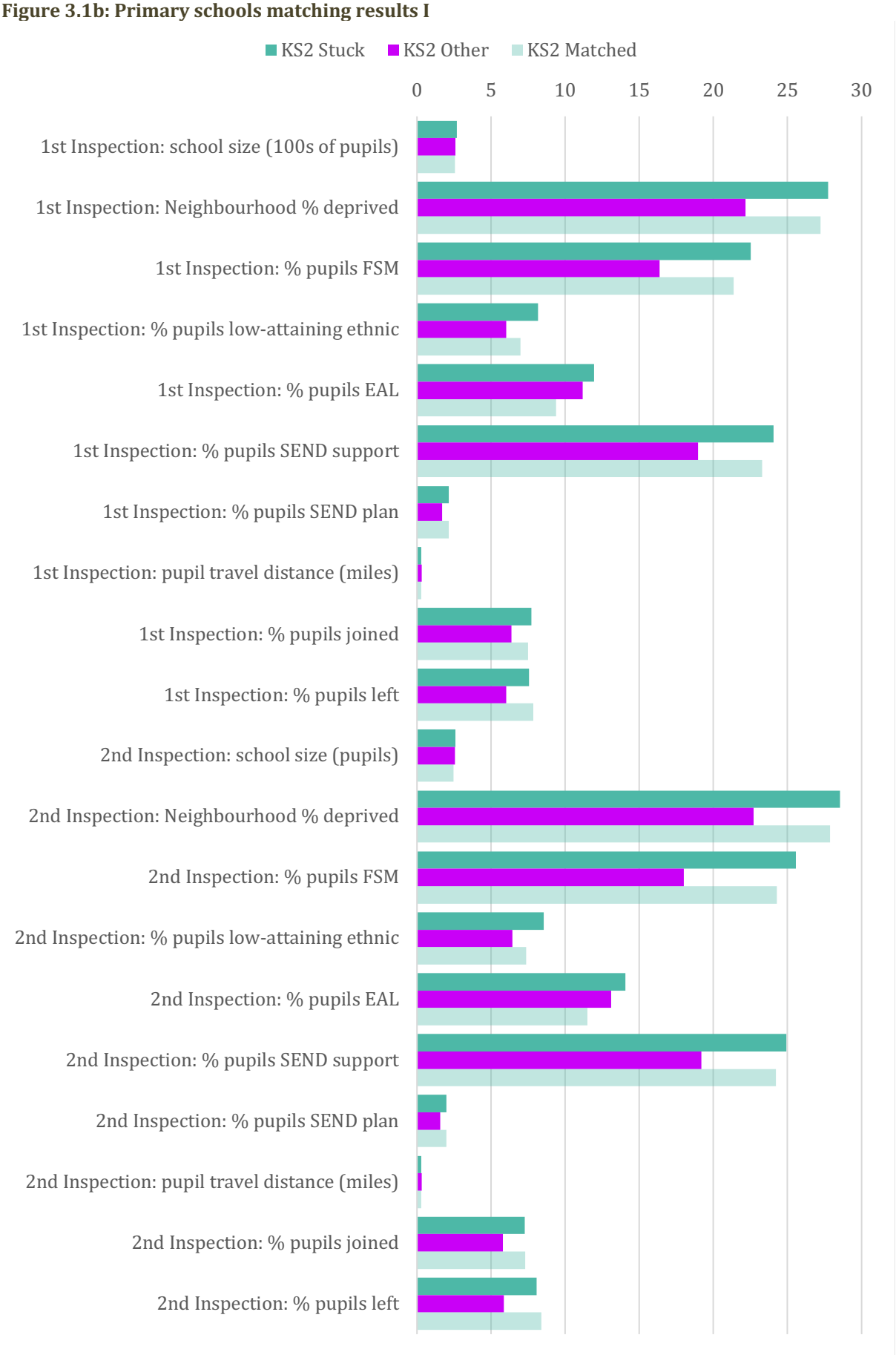


Figure 3.1c: Primary schools matching results II

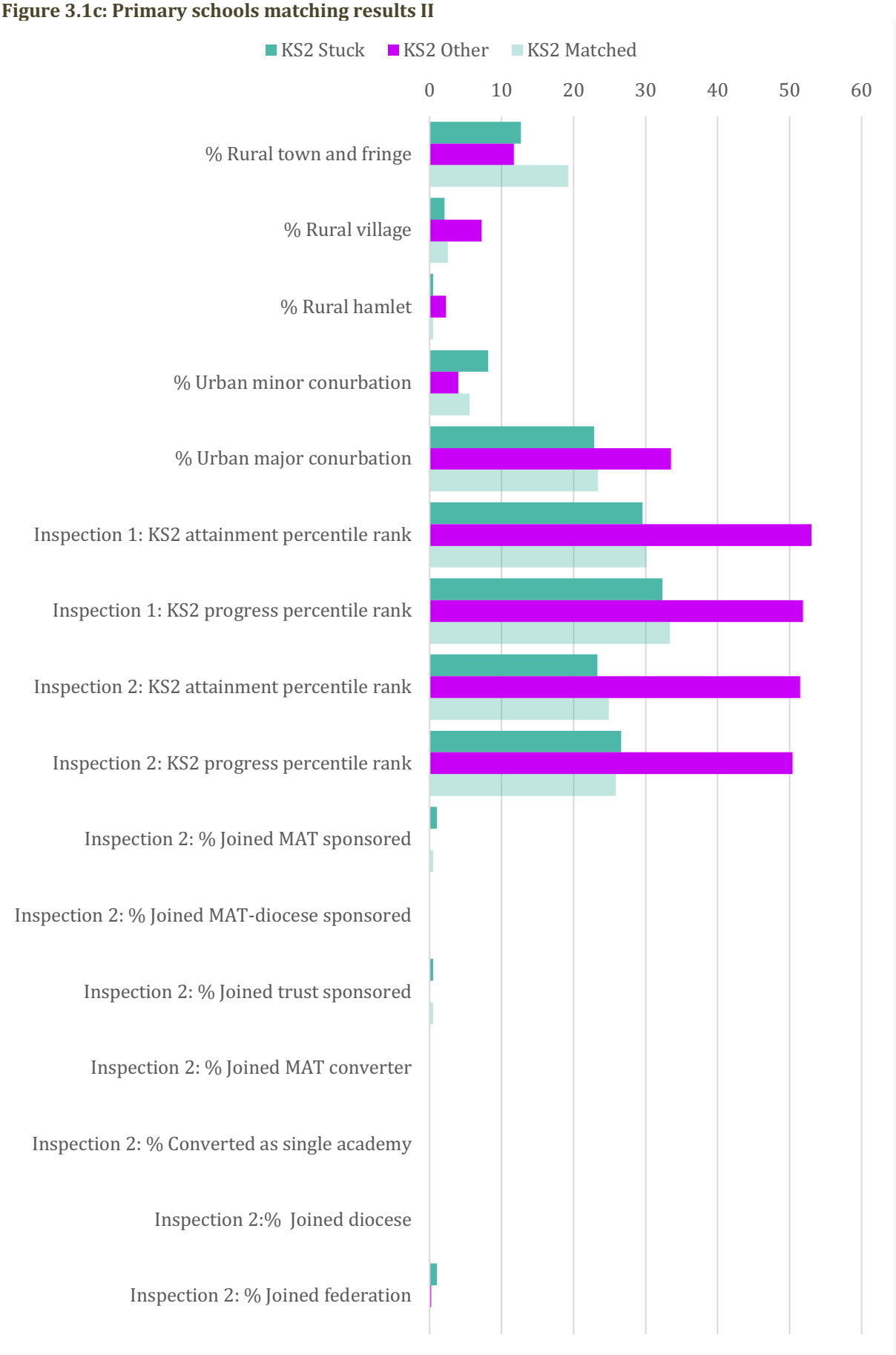


Figure 3.1d: Primary schools matching results III

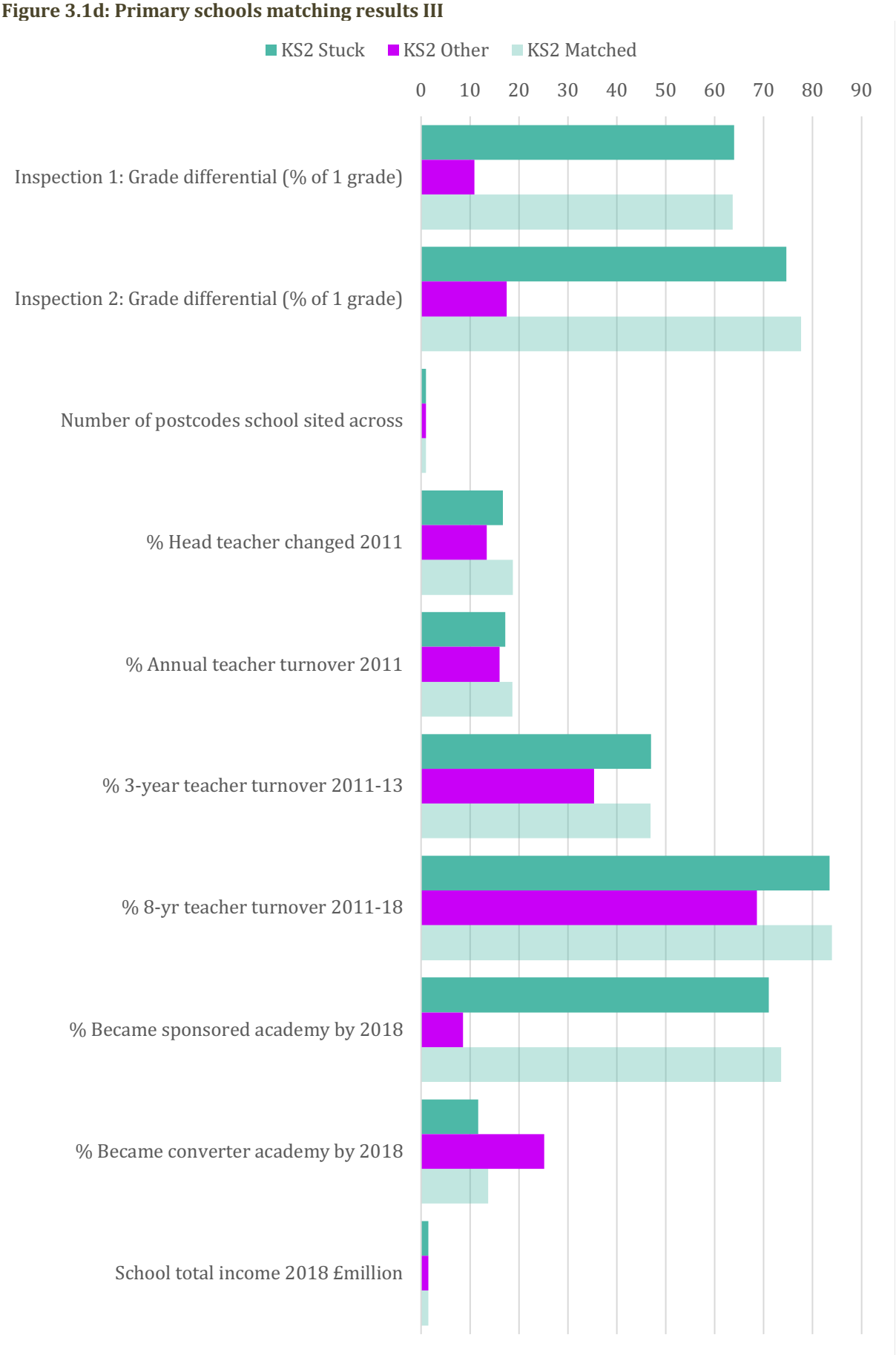


Figure 3.2a: Secondary school odds effects on stuck status

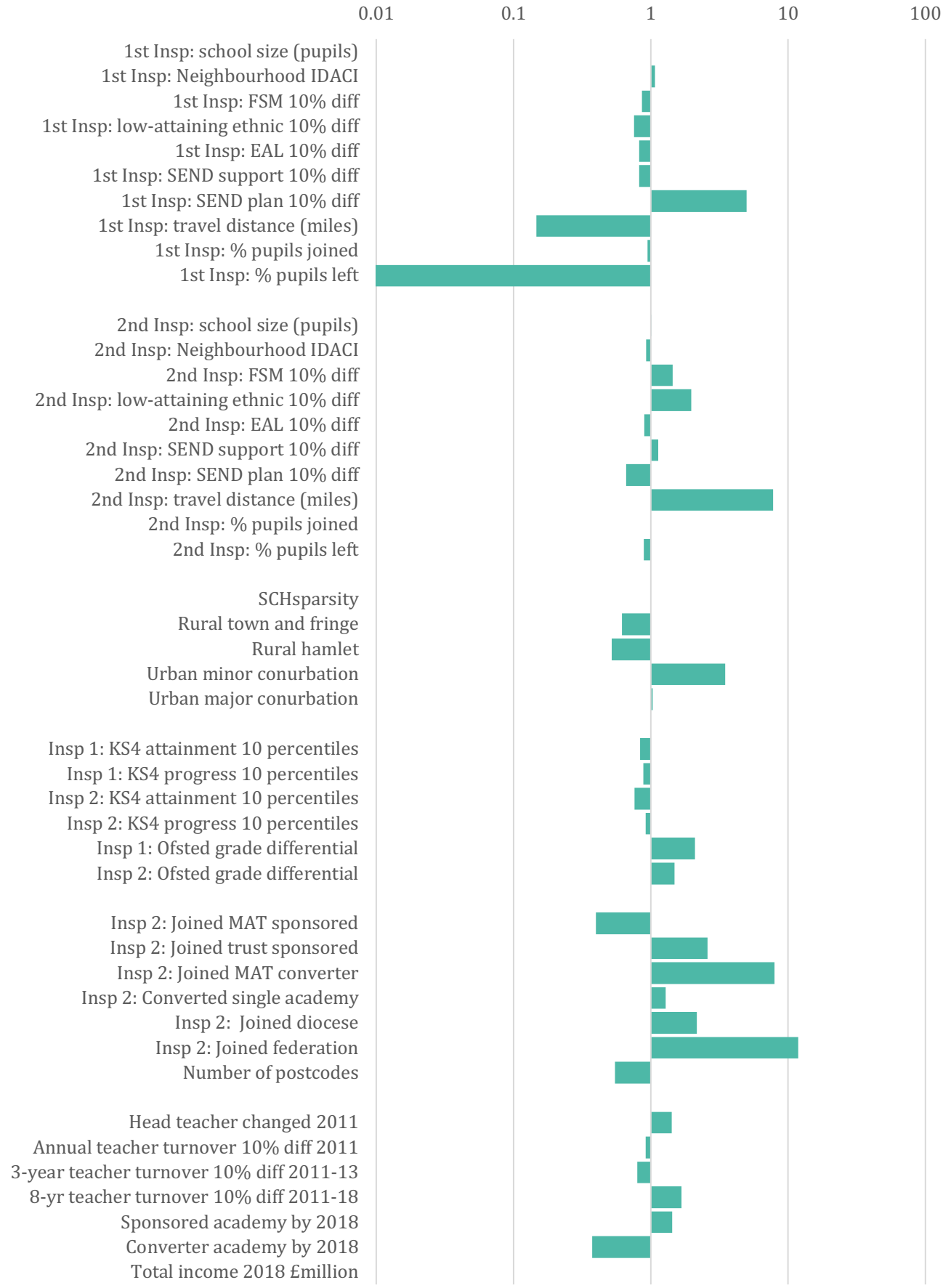


Figure 3.2b: Secondary schools matching results I

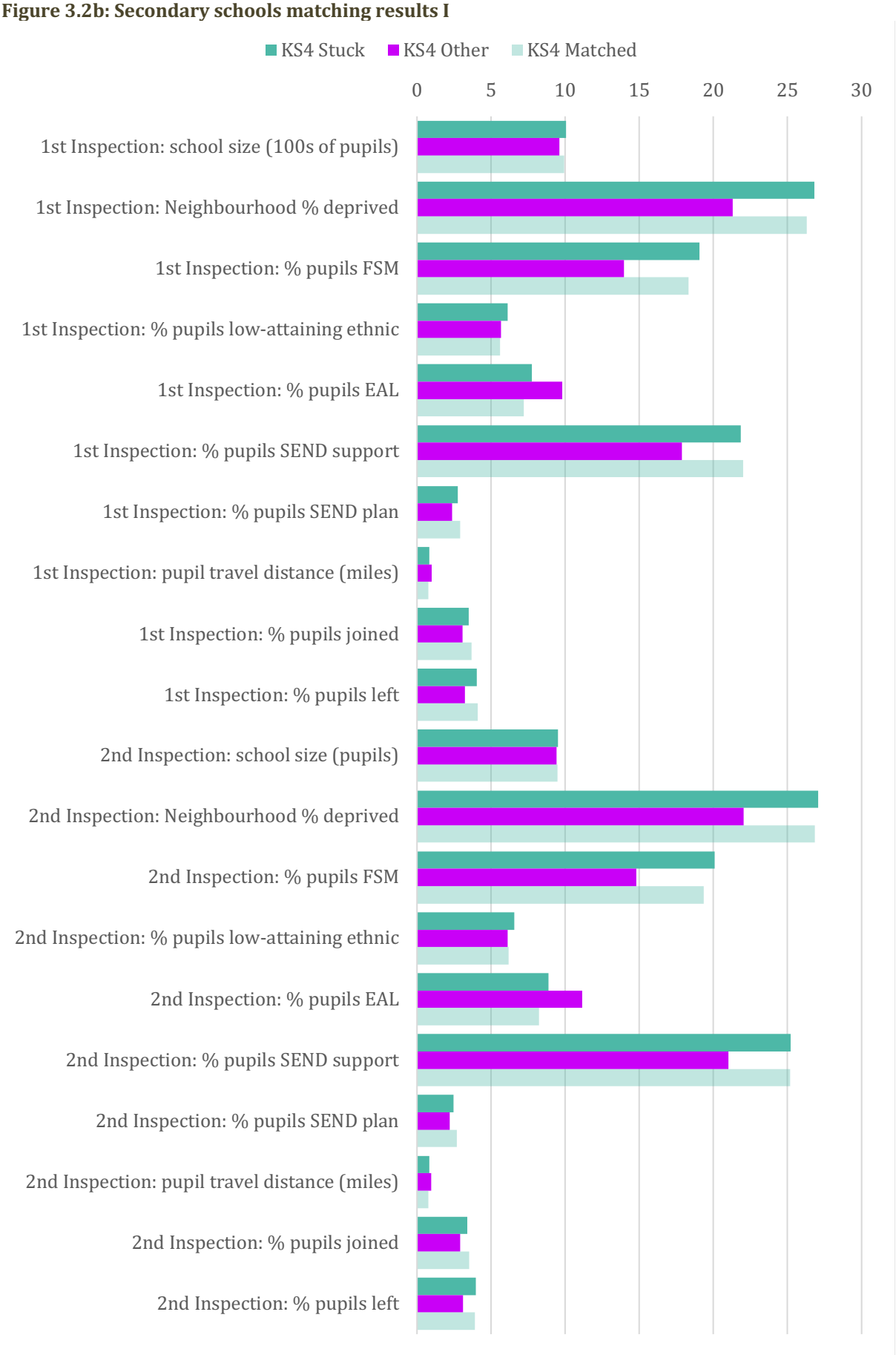


Figure 3.2c: Secondary schools matching results II

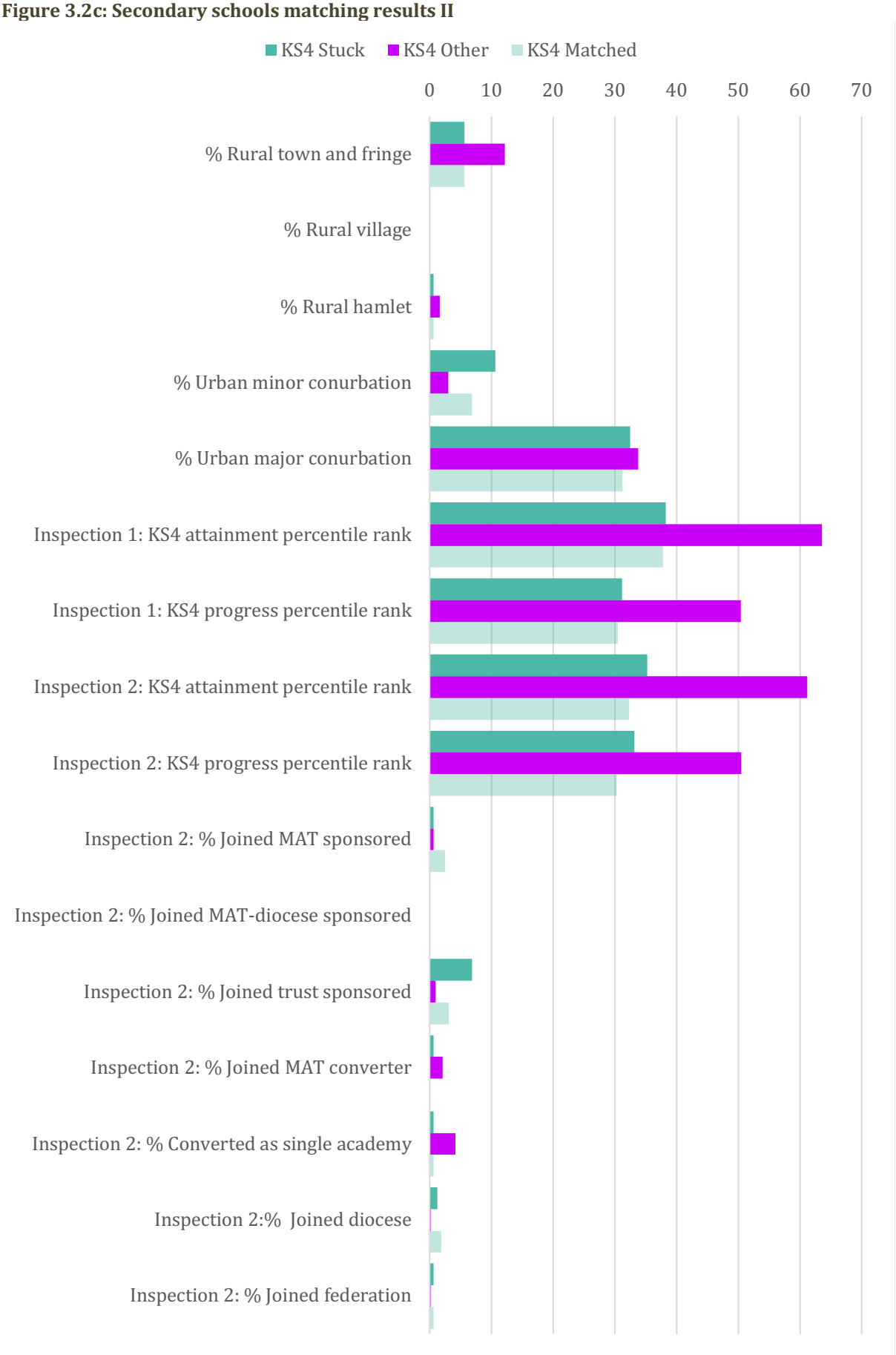
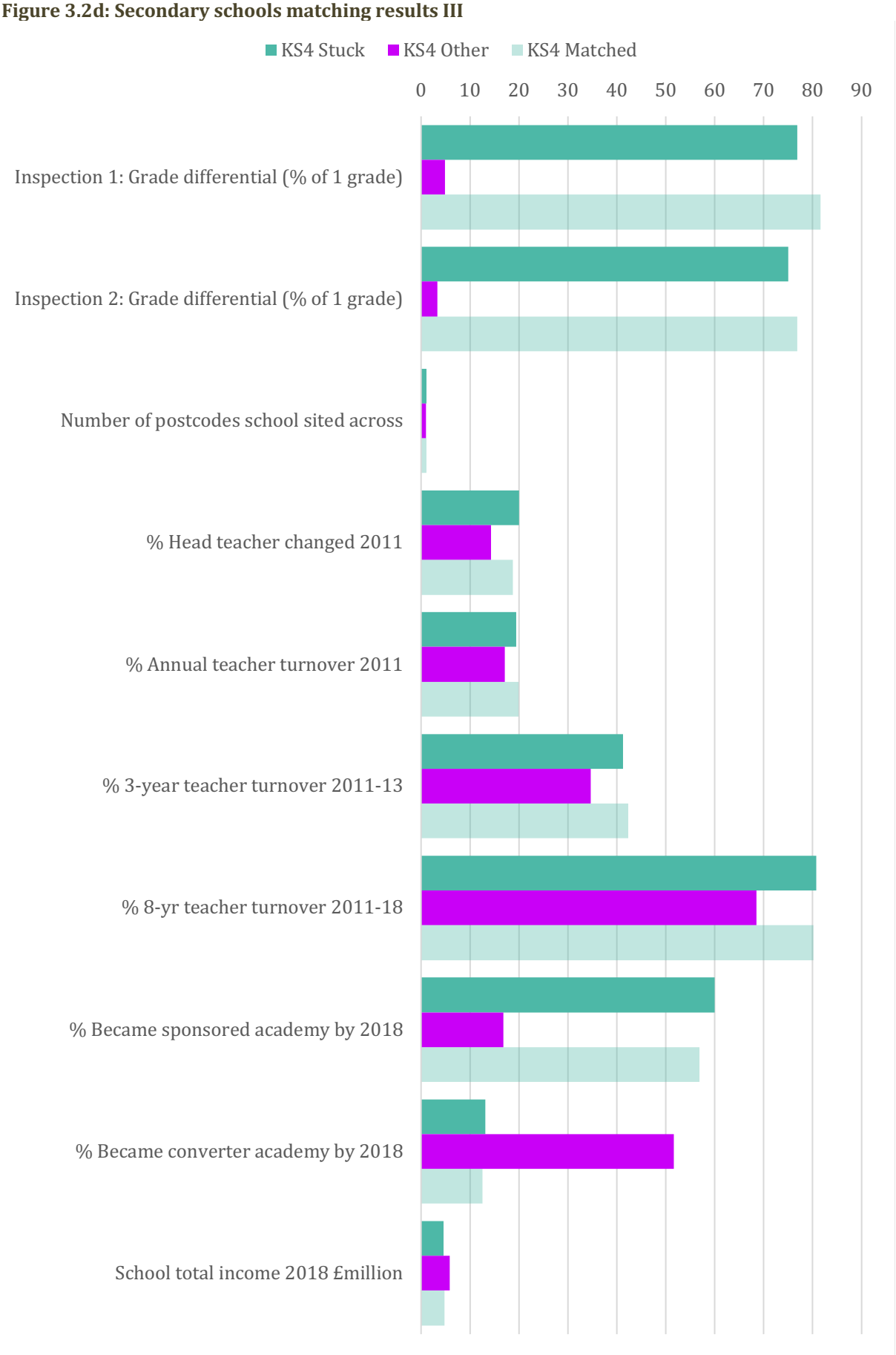


Figure 3.2d: Secondary schools matching results III



4. Cluster Analysis

Figure 4.1a: Key Stage 2 Attainment Ranks at First Inspection (1 = lowest attainment)

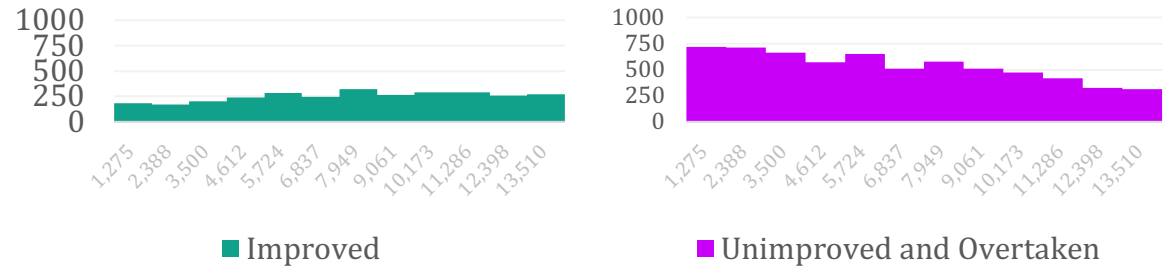


Figure 4.1b: Key Stage 2 Attainment Ranks at Second Inspection (1 = lowest attainment)

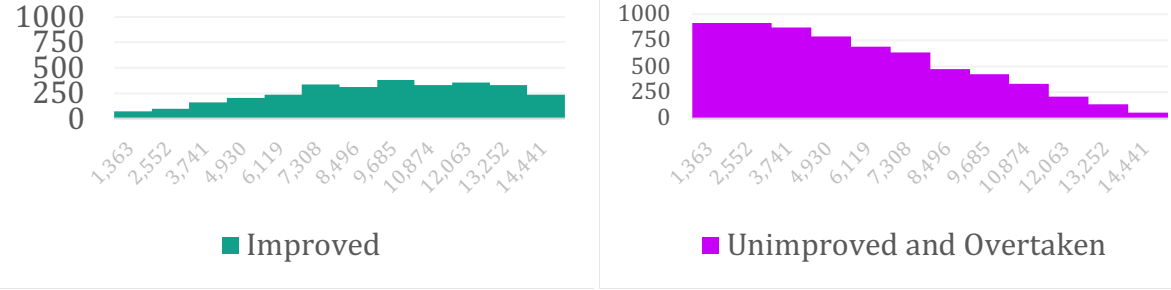


Figure 4.1c: Key Stage 2 Attainment Ranks at Third Inspection (1 = lowest attainment)

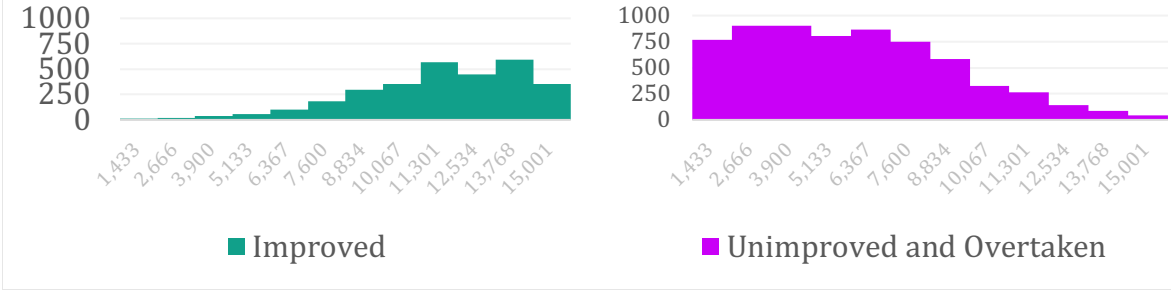


Figure 4.1d: Key Stage 2 Value-Added Pupil Progress Ranks at First Inspection (1 = lowest progress)

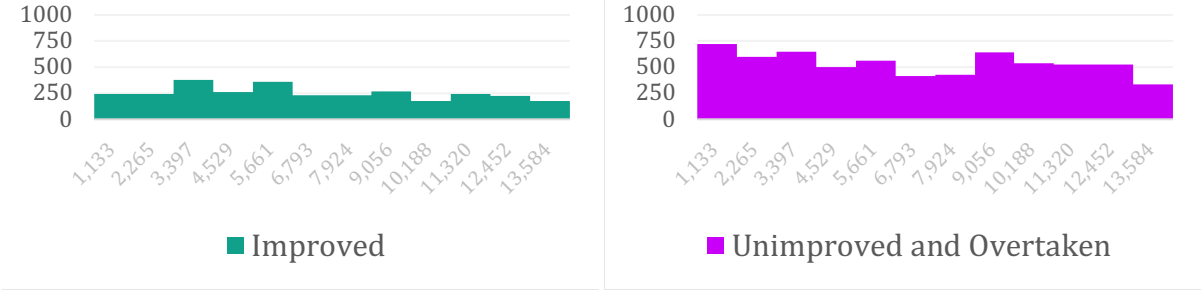


Figure 4.1e: Key Stage 2 Value-Added Pupil Progress Ranks at Second Inspection (1 = lowest progress)

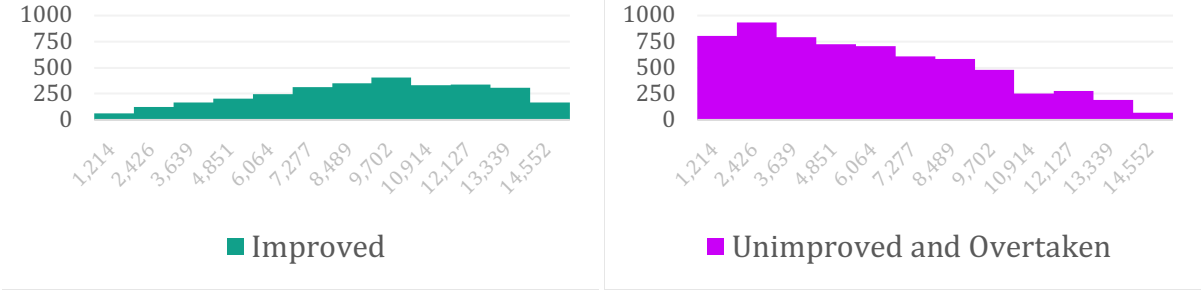


Figure 4.1f: Key Stage 2 Value-Added Pupil Progress Ranks at Third Inspection (1 = lowest progress)

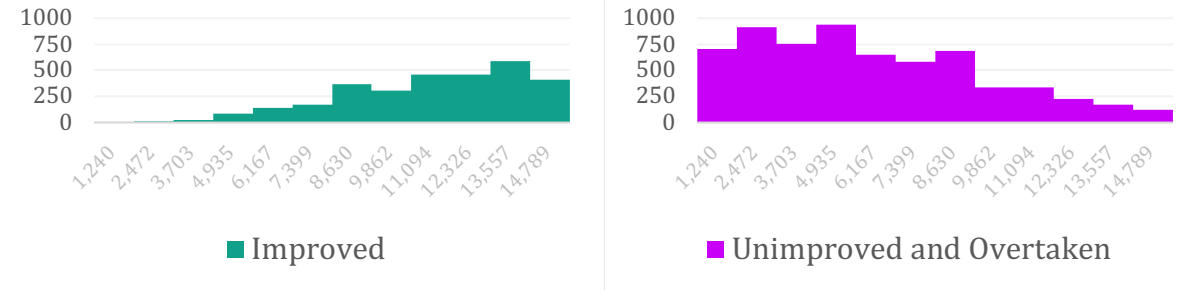


Figure 4.2a: Key Stage 4 Attainment Ranks at First Inspection (1 = lowest attainment)

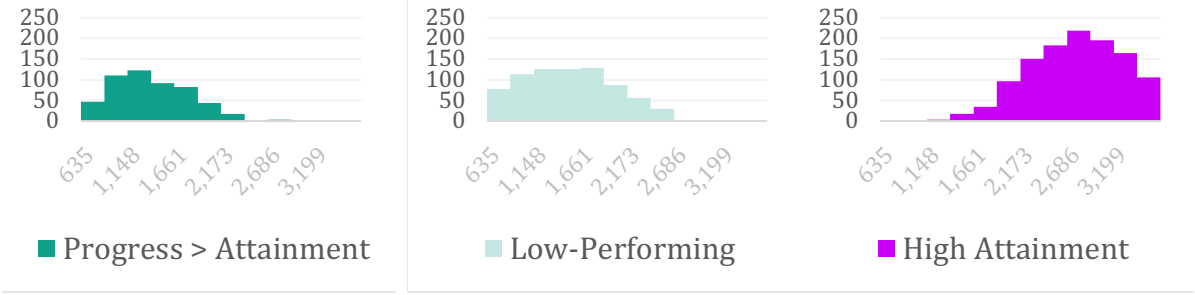


Figure 4.2b: Key Stage 4 Attainment Ranks at Second Inspection (1 = lowest attainment)

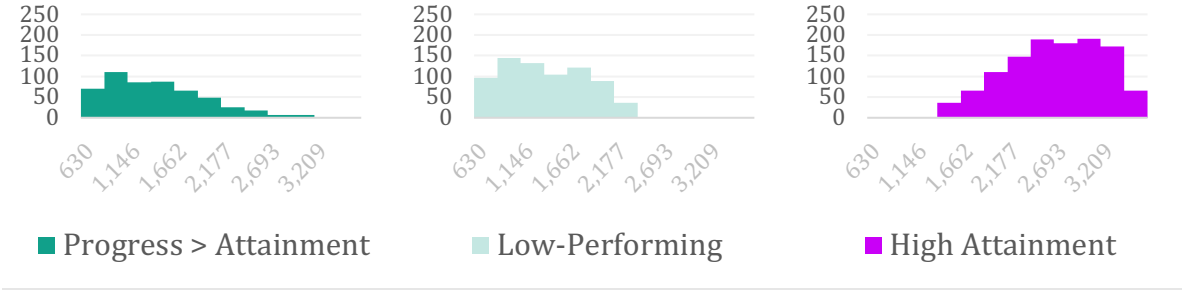


Figure 4.2c: Key Stage 4 Attainment Ranks at Third Inspection (1 = lowest attainment)

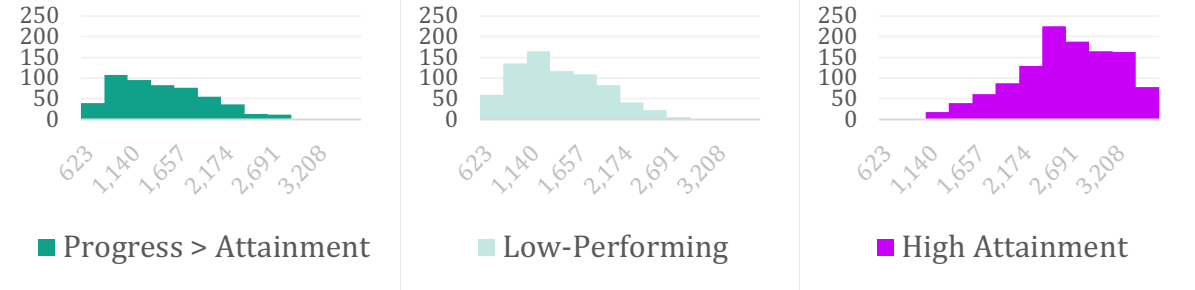


Figure 4.2d: Key Stage 4 Value-Added Pupil Progress Ranks at First Inspection (1 = lowest progress)

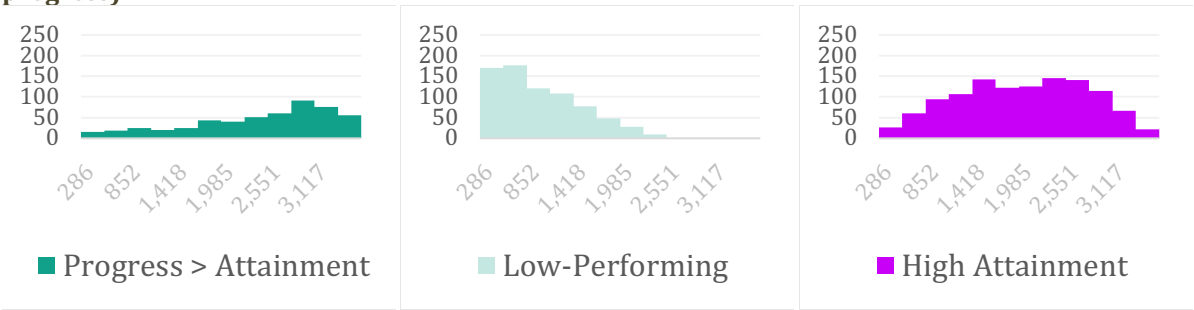


Figure 4.2e: Key Stage 4 Value-Added Pupil Progress Ranks at Second Inspection (1 = lowest progress)

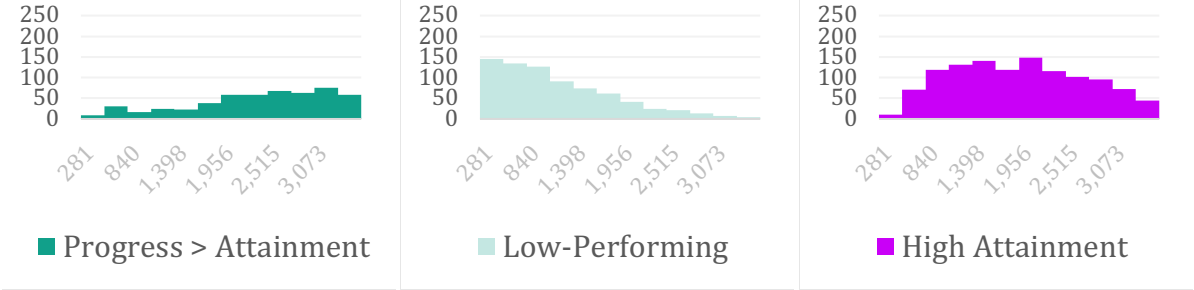


Figure 4.2f: Key Stage 4 Value-Added Pupil Progress Ranks at Third Inspection (1 = lowest progress)

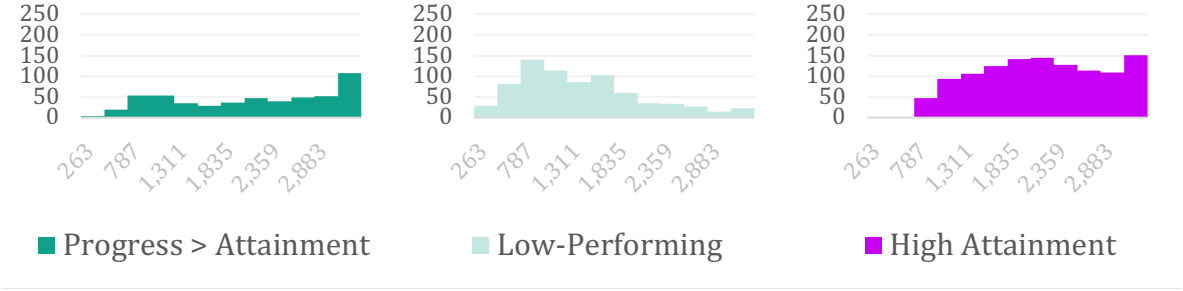


Figure 4.2g: Free School Meals % of All Pupils at First Inspection

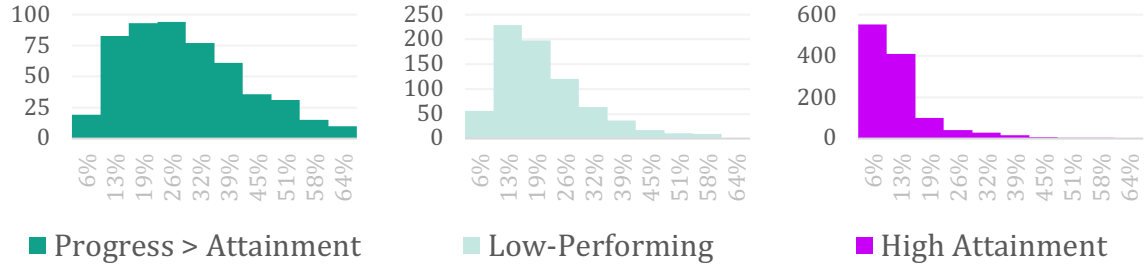


Figure 4.2h: IDACI % Neighbourhood Deprivation Where Pupils Reside at First Inspection

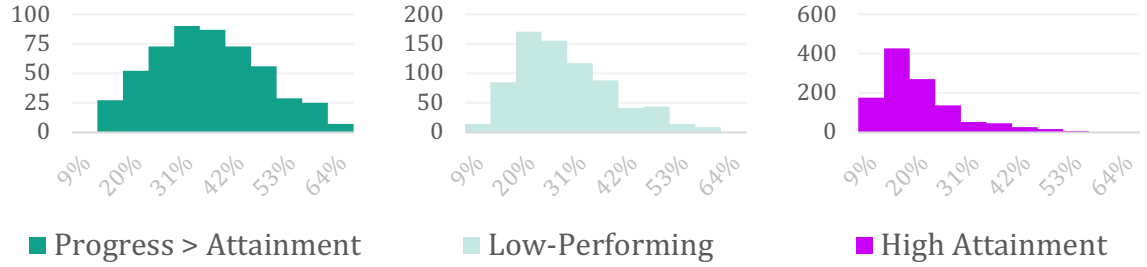


Figure 4.3a: Low-Attaining Minority Ethnic Groups % All Pupils at First Inspection

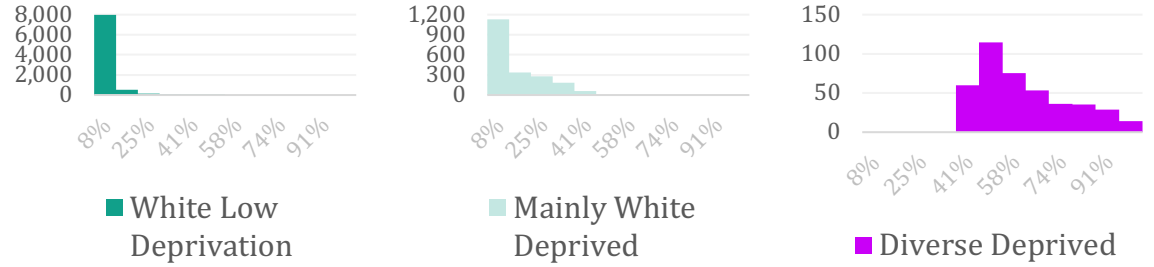


Figure 4.3b: Low-Attaining Minority Ethnic Groups % All Pupils at Second Inspection

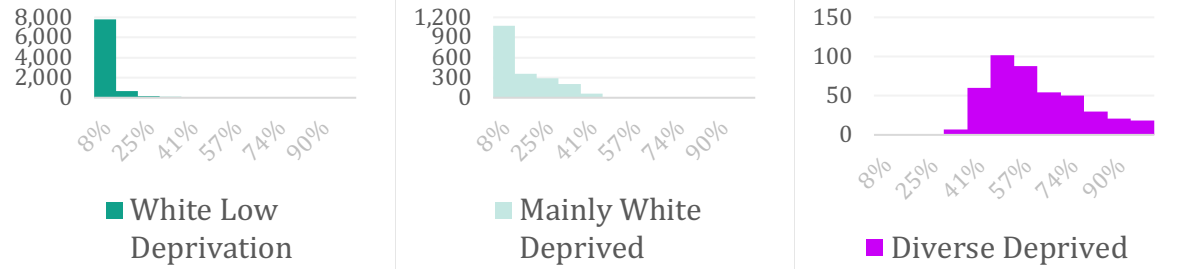


Figure 4.3c: Low-Attaining Minority Ethnic Groups % All Pupils at Third Inspection

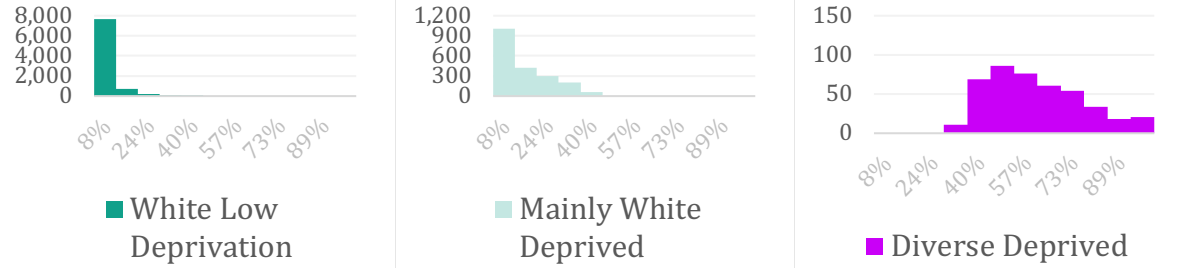


Figure 4.3d: IDACI % Families Deprived in Neighbourhoods at First Inspection

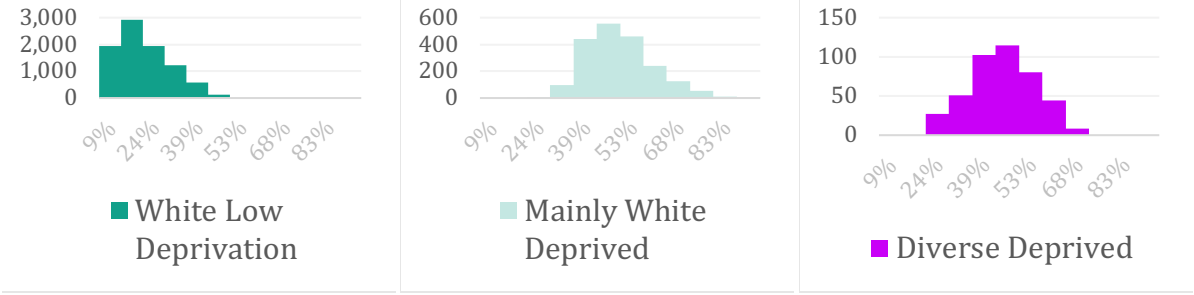


Figure 4.3e: IDACI % Families Deprived in Neighbourhoods at Second Inspection

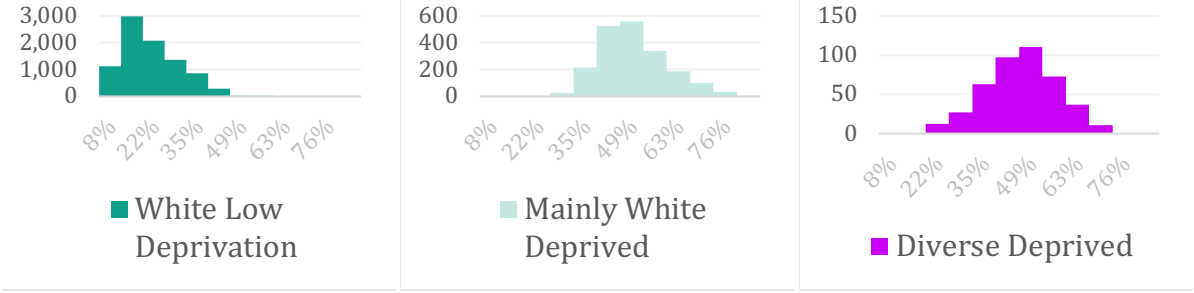


Figure 4.3f: IDACI % Families Deprived in Neighbourhoods at Third Inspection

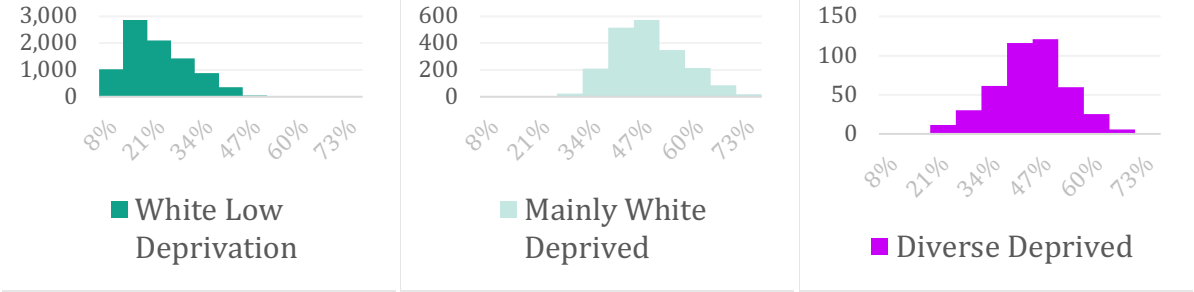


Figure 4.3g: Free School Meals % All Pupils at First Inspection

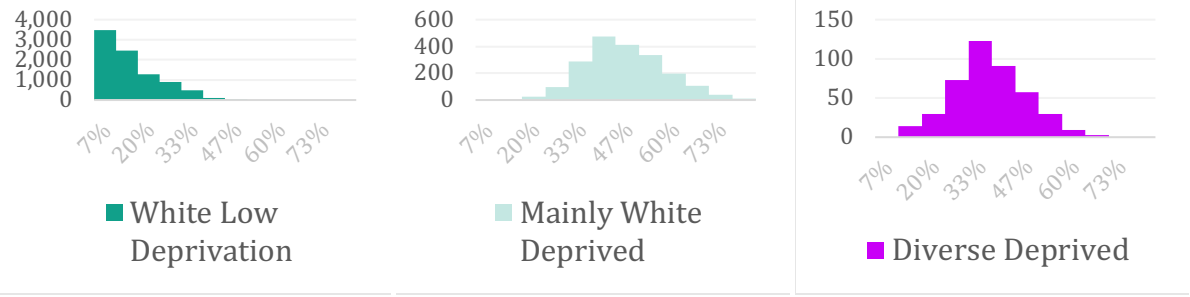


Figure 4.3h: Free School Meals % All Pupils at Second Inspection

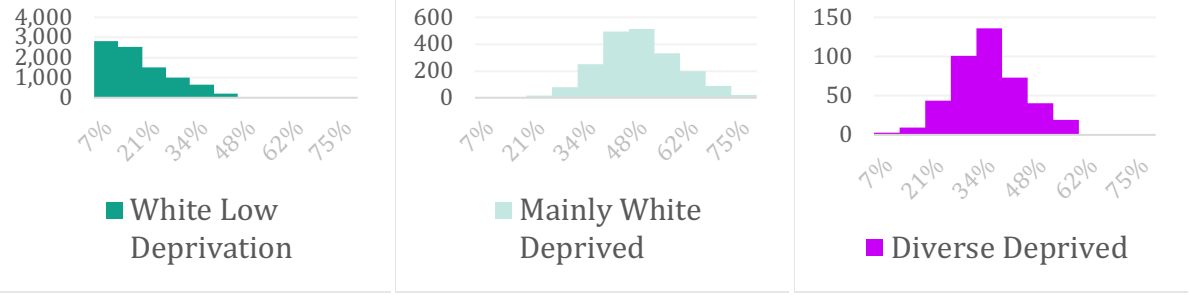


Figure 4.3i: Free School Meals % All Pupils at Second Inspection

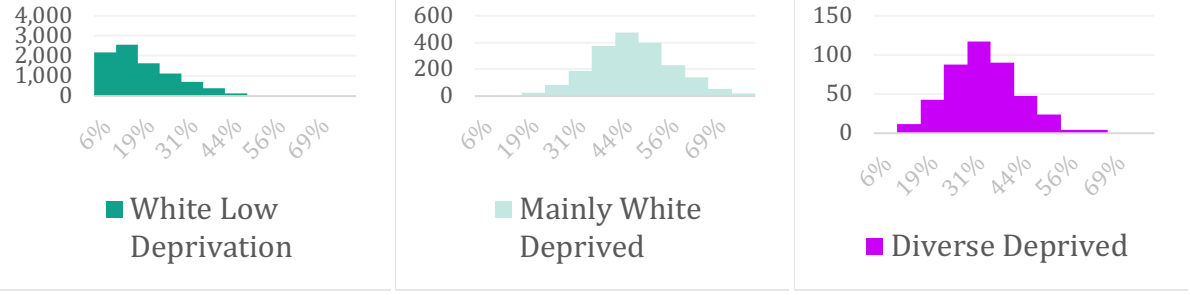


Figure 4.3j: Key Stage 2 Attainment Ranks at First Inspection (1 = lowest attainment)

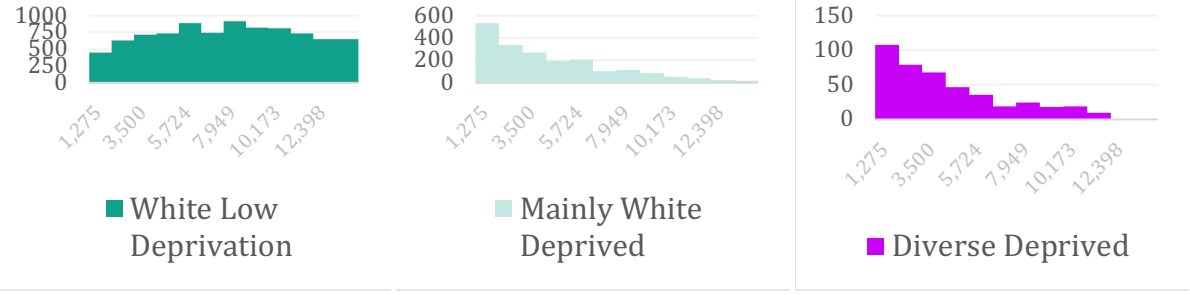


Figure 4.3k: Key Stage 2 Value-Added Pupil Progress Ranks at First Inspection (1 = lowest progress)

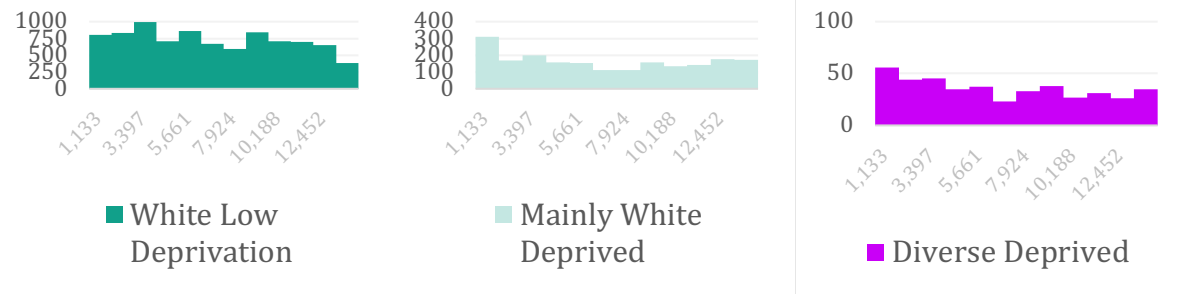
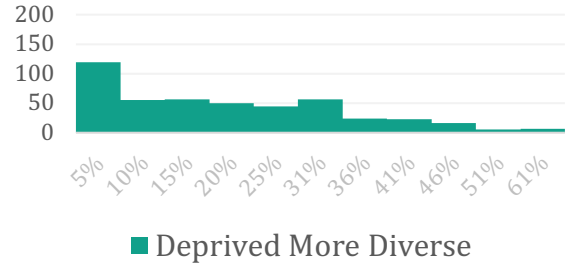


Figure 4.4a: Low-Attaining Minority Ethnic Groups % All Pupils at First Inspection



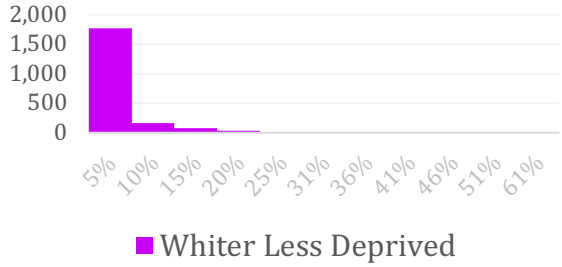
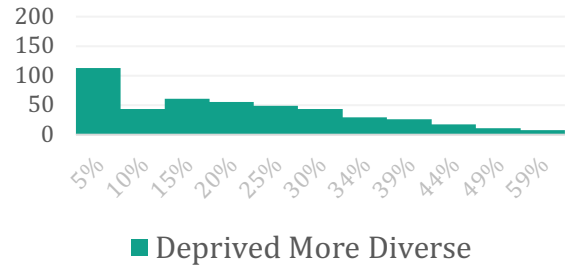


Figure 4.4b: Low-Attaining Minority Ethnic Groups % All Pupils at Second Inspection



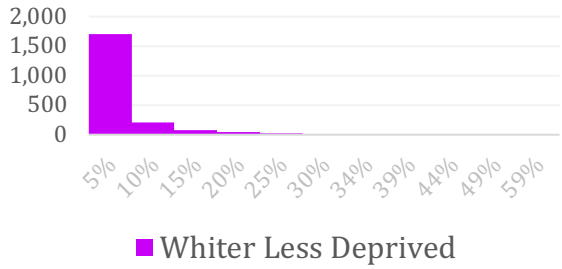
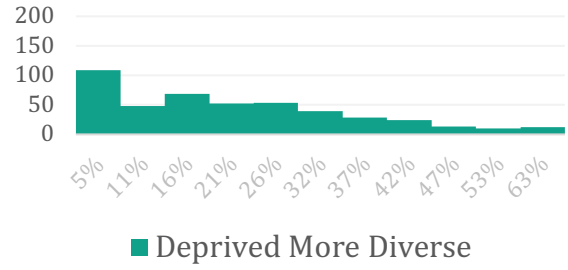


Figure 4.4c: Low-Attaining Minority Ethnic Groups % All Pupils at Third Inspection



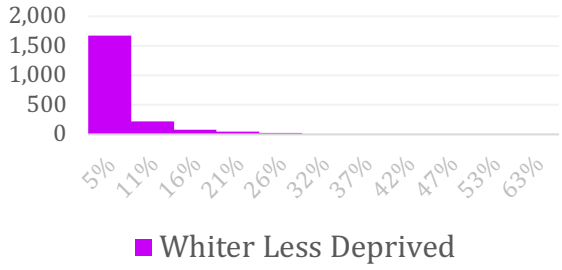
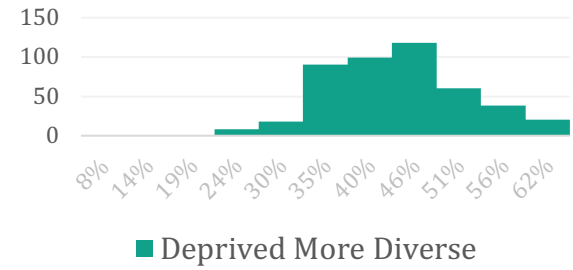


Figure 4.4d: IDACI % Families Deprived in Neighbourhoods at First Inspection



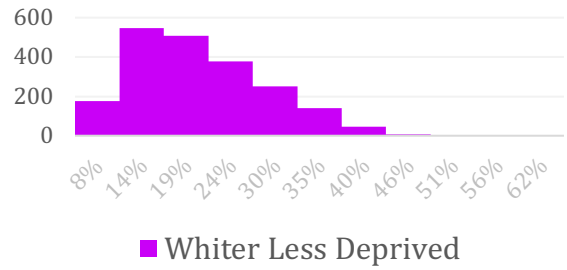
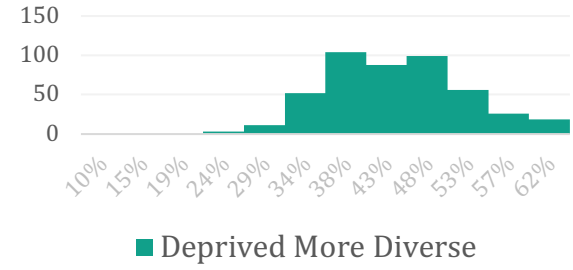


Figure 4.4e: IDACI % Families Deprived in Neighbourhoods at Second Inspection



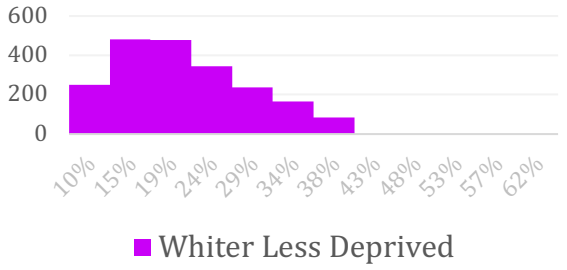
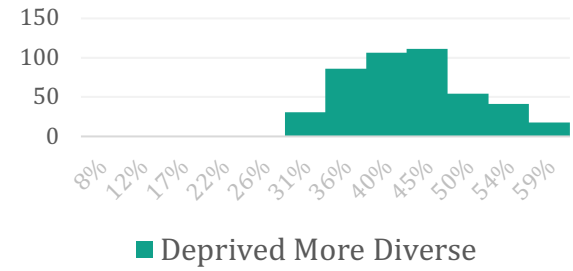


Figure 4.4f: IDACI % Families Deprived in Neighbourhoods at Third Inspection



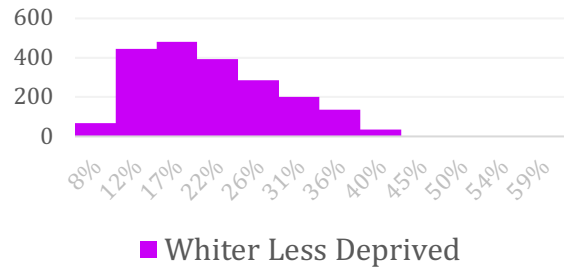
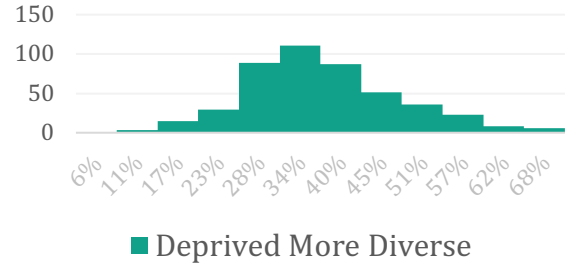


Figure 4.4g: Free School Meals % All Pupils at First Inspection



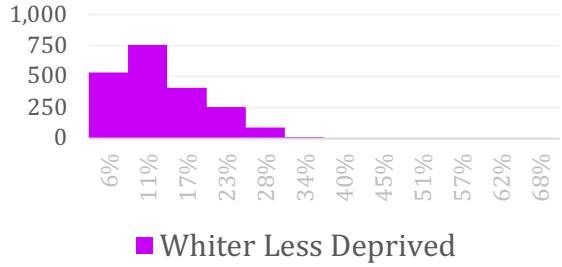
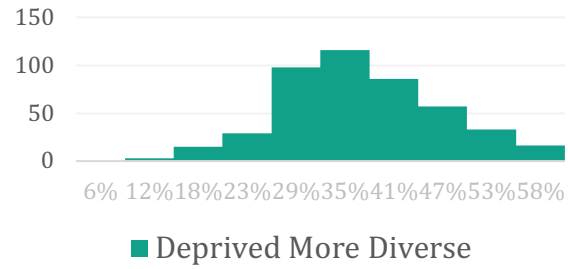


Figure 4.4h: Free School Meals % All Pupils at Second Inspection



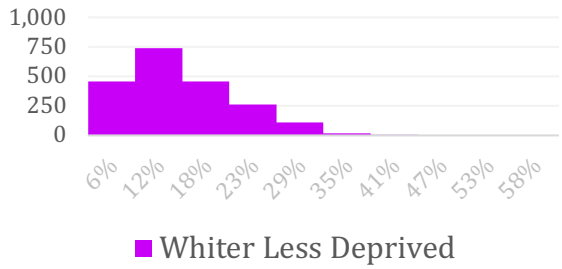
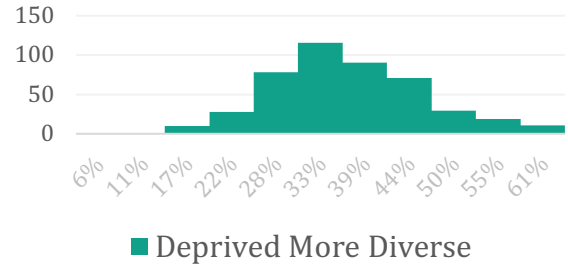


Figure 4.4i: Free School Meals % All Pupils at Second Inspection



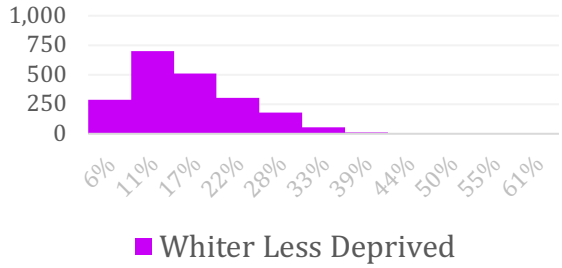
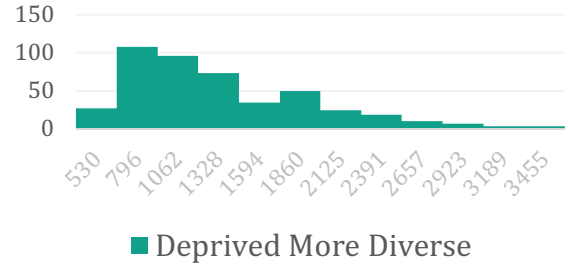


Figure 4.4j: Key Stage 4 Attainment Ranks at First Inspection (1 = lowest attainment)



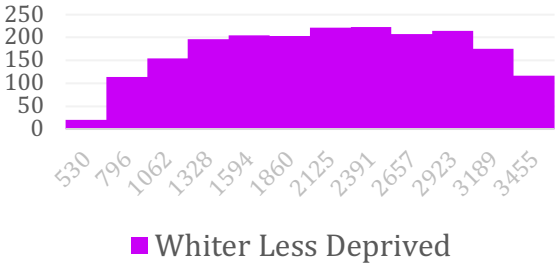
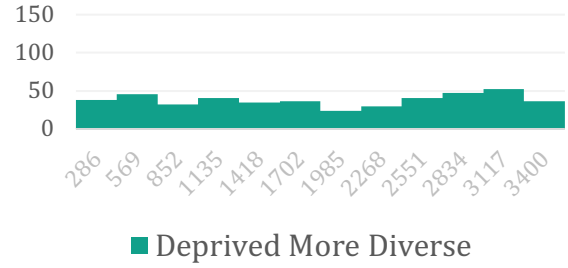


Figure 4.4k: Key Stage 4 Value-Added Pupil Progress Ranks at First Inspection (1 = lowest progress)



5. Path Analysis of School Experiences After Inspection

Figure 5.1a: School Population Model for Secondary Schools

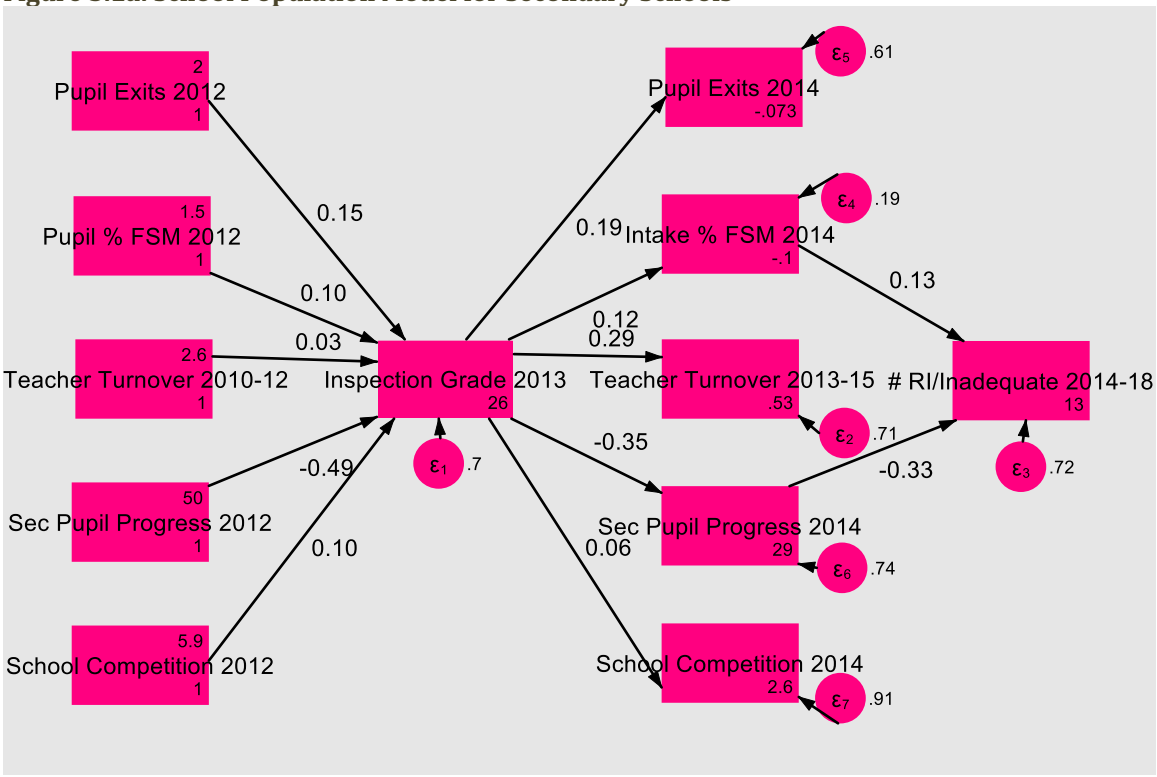


Figure 5.1b: School Population Model for Secondary Schools with 'Requires Improvement' Grade

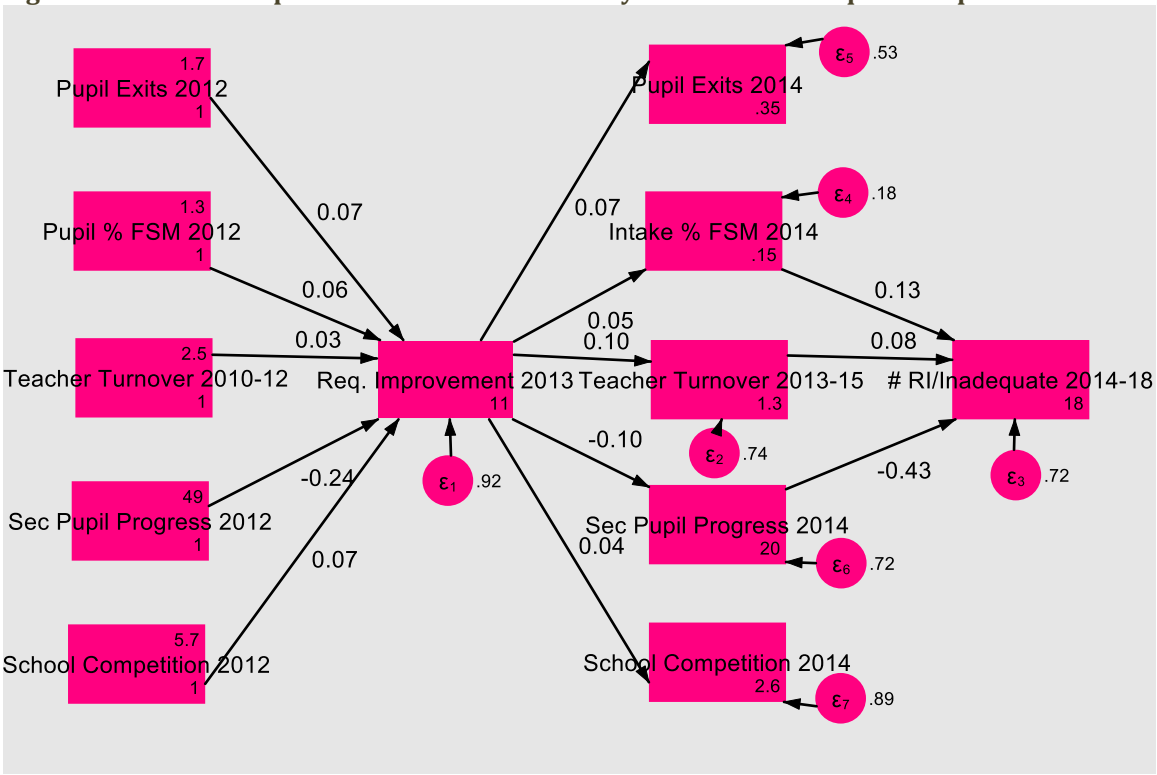


Figure 5.1c: School Population Model for Secondary Schools with 'Inadequate' Grade

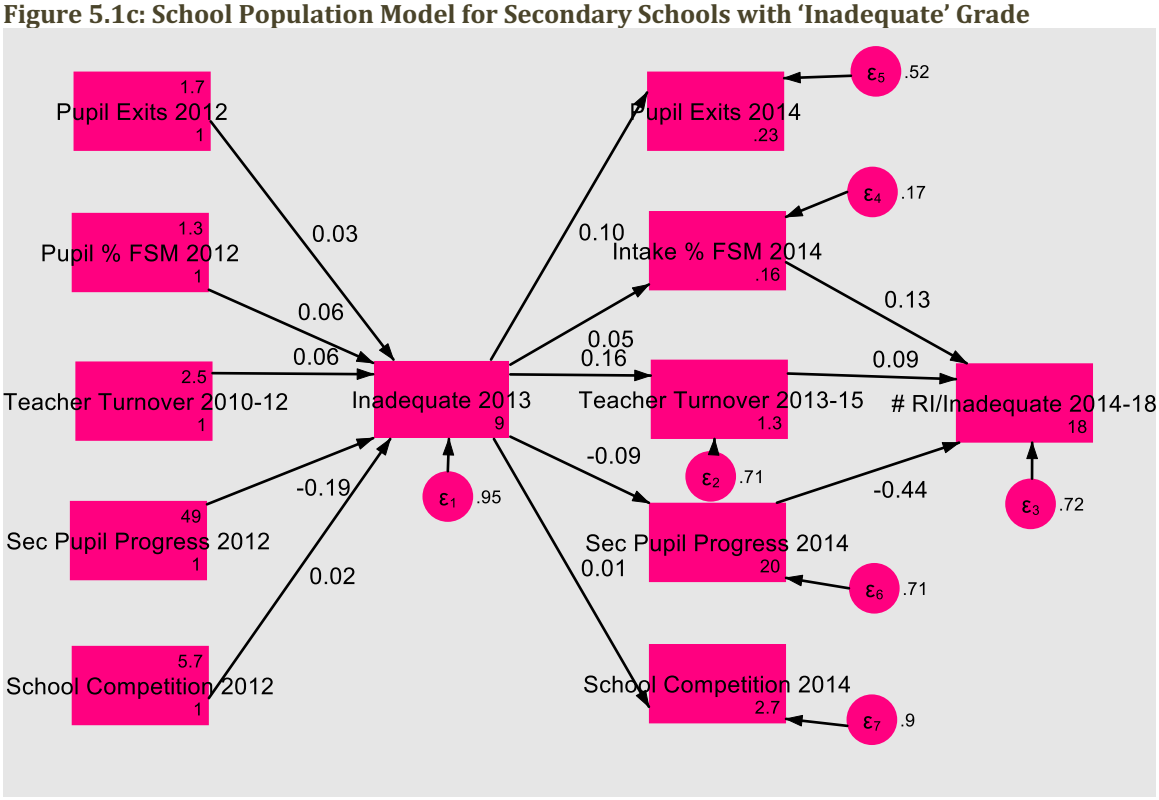


Figure 5.1d: School Population Model for Primary Schools

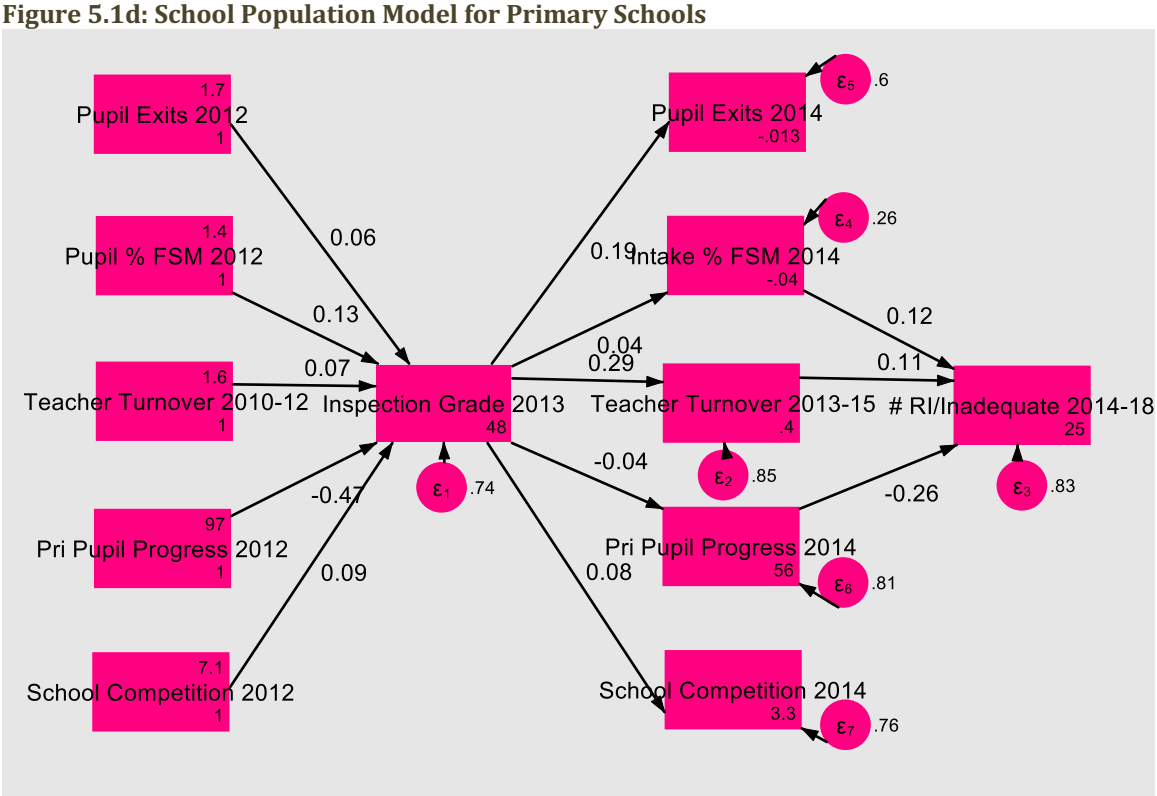


Figure 5.2a: School Intervention Model for Secondary Schools

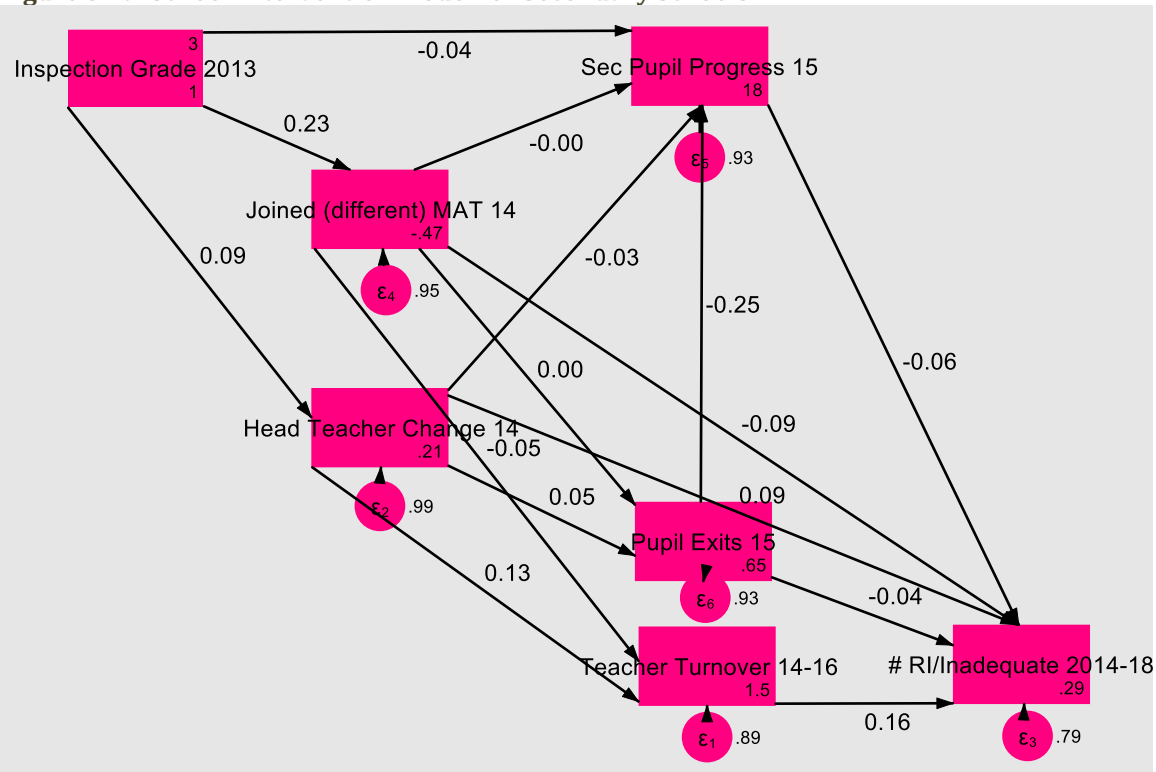
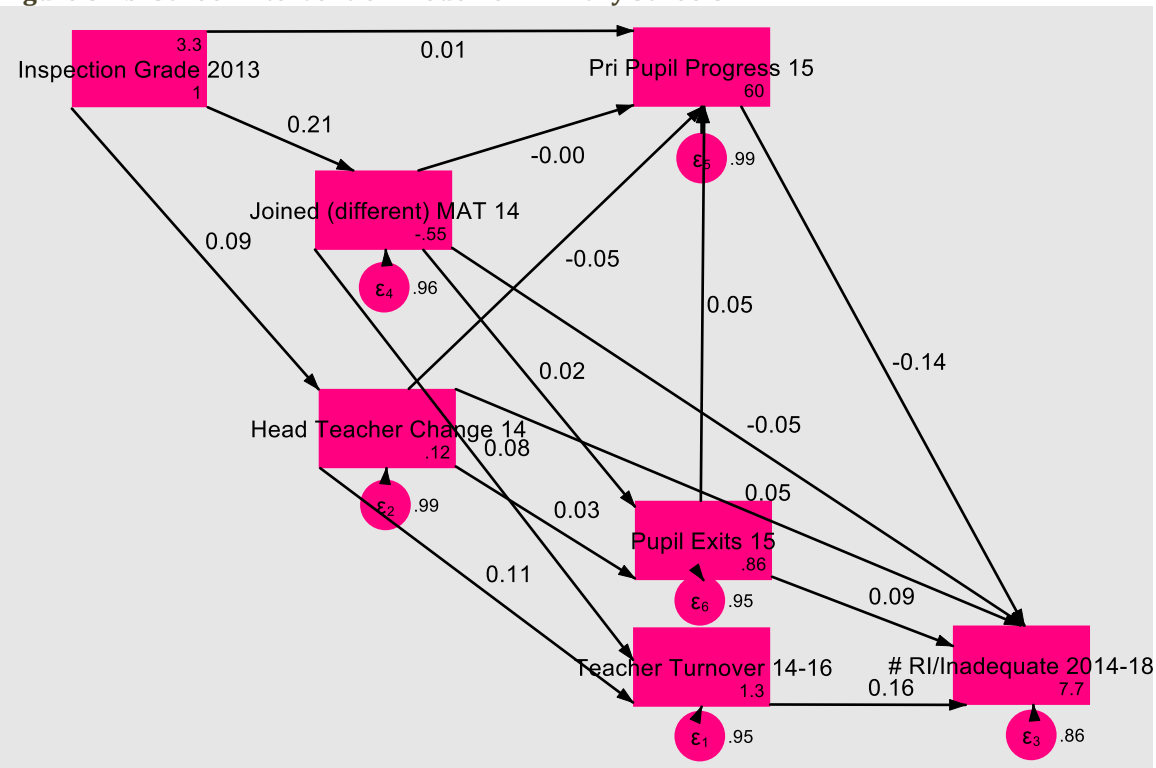


Figure 5.2b: School Intervention Model for Primary Schools



Appendix two: Phase two Qualitative Case-study Schools' Timelines

Table 7: School A timeline

Criteria	School A									
Inspection dates	2008	2011	2014	2014	2016	2016	2018	2019	2021	2021
Inspection type	Full	Full	Full	Monitor	Full	Monitor	Full	Monitor	Monitor	Monitor
Overall effectiveness/Findings	3	3	3	Taking effective action	3	Taking effective action	3	Taking effective action	Taking effective action	Taking effective action
Outcomes, achievements, standards	3	3	3	n/a	3	n/a	3	n/a	n/a	n/a
Teaching, learning, quality of provision	3	3	3	n/a	3	n/a	3	n/a	n/a	n/a
Behaviour, personal development, wellbeing	2	3	3	n/a	2	n/a	2	n/a	n/a	n/a
Leadership and management	2	3	3	n/a	3	n/a	2	n/a	n/a	n/a
Head Teacher change	HT 1	HT 1	HT1	HT 2	HT 2	HT 3	HT 3	HT 3	HT 3	HT 3
3-year Teacher Turnover		69% (2011-2014)		67% (2013-2016)			71% (2015-2018)			
Number of pupils	227	231	245	n/a	258	n/a	261	n/a	n/a	254
External support	Local Authority, Diocese	Local Authority, Diocese	Local Authority, Diocese	Local Authority, Diocese,	Local Authority, Diocese,	Teachers sharing good	Local Authority, Diocese,	Local Authority and Multi-Academy	Local Authority and Multi-	Local Authority training to

				partner school	partner school	practice with partner school	partner school	Trust supported leaders and governors to evaluate the quality of teaching and learning and provide feedback; Local Teaching school provided professional development	Academy Trust and Local Teaching schools provided coaching and training to middle leaders	develop the curriculum and staff expertise

Table 8: School B timeline

Criteria	School B predecessor		School B				
Inspection dates	2006	2012	2017	2018	2018	2019	2020
Inspection type	Full	Full	Full	Monitor	Monitor	Monitor	Full
Overall effectiveness/Findings	4	4	4	Taking effective action	Taking effective action	Taking effective action	3
Outcomes, achievements, standards	4	4	4	n/a	n/a	n/a	3
Teaching, learning, quality of provision	4	4	4	n/a	n/a	n/a	3
Behaviour, personal development, wellbeing	4	4	3	n/a	n/a	n/a	2
Leadership and management	4	3	3	n/a	n/a	n/a	3
Head Teacher change	HT 1	HT 2	HT 3	HT 3	HT 3	HT 3	HT 3
3-year Teacher Turnover		58 % (2011-2014)	75% (2014-2017)	66% (2015-2018)			
Number of pupils	n/a	n/a	429	433	n/a	n/a	415
External support	n/a	n/a	Safeguarding external agencies; Multi-Academy Trust	Teaching Schools Alliance; Local Authority school improvement team; Multi-Academy Trust for training events, moderation work, and initiative sharing	Multi-Academy Trust for moderation work	Local core subject hub groups	Agencies focusing on pupils with SEND

Table 9: School C timeline

Criteria	School C predecessor				School C				
Inspection dates	2007	2008	2009	2011	2013	2014	2016	2017	2018
Inspection type	Full	Monitor	Full	Full	Full	Monitor	Full	Monitor	Full
Overall effectiveness/Findings	4	Making good progress	3	3	3	Taking effective action	4	Taking effective action	3
Outcomes, achievements, standards	4		3	3	3	n/a	4	n/a	3
Teaching, learning, quality of provision	4	n/a	2	3	3	n/a	3	n/a	3
Behaviour, personal development, wellbeing	3	n/a	2	3	2	n/a	3	n/a	2
Leadership and management	3	n/a	2	3	3	n/a	3	n/a	2
Head Teacher change	HT 1	HT 1	HT 1	HT 1	HT 1	HT 2	HT 2	HT 2	HT 2
3-year Teacher Turnover				39% (2011-2014)			57% (2013-2016)		61% (2015-2018)
Number of pupils	1288	n/a	1253	1023	909	n/a	887	n/a	764
External support	Support agencies	Statutory support from the local authority, consultant Head teacher	Local authority and consultants	Range of outside agencies and services support all groups of students	Statutory support from the local authority	Other schools, academy federation, external consultants	Pupil premium funding, community nurse, alternative provision,	MAT, Teaching School Alliance; Local challenge organisation	Additional funding for pupils with SEN and/or disabilities

Table 10: School D timeline

Criteria	School D predecessor 1	School D: predecessor 2	School D: opened in 2017
Inspection dates	2013	2015	2019
Inspection type	Full	Monitor	Full
Overall effectiveness/Findings	4	n/a	3
Outcomes, achievements, standards	4	n/a	3
Teaching, learning, quality of provision	4	n/a	2
Behaviour, personal development, wellbeing	4	n/a	3
Leadership and management	4	n/a	2
Head Teacher change	HT 1	HT 2	HT 4
3-year Teacher Turnover	52% (2011-2014)	86% (2015-2018)	
Number of pupils	566	n/a	412
External support	Local Authority	Multi-academy trust	Multi-academy trust; leadership capacity to speed up the rate of improvement

Table 11: School E timeline

Criteria	School E predecessor				School E
Inspection dates	2006	2009	2013	2014	2019
Inspection type	Full	Full	Full	Full	Full
Overall effectiveness/Findings	3	3	4	3	3
Outcomes, achievements, standards	3	3	4	3	3
Teaching, learning, quality of provision	3	3	4	3	3
Behaviour, personal development, wellbeing	2	3	3	3	2
Leadership and management	3	3	4	3	2
Head Teacher change	HT 1	HT 1	HT 2	HT 3	HT 4
3-year Teacher Turnover			73% (2011-2014)	53% (2015-2018)	
Number of pupils	732	851	763	595	460
External support	Local Educational Authority; Diocese	Local Educational Authority, Diocese	Local Educational Authority; Diocese	School partnership, Diocese	School partnership, Diocese

Table 12: School F timeline

Criteria	School F predecessor				School F
Inspection dates	2008	2011	2013	2015	2019
Inspection type	Full	Full	Full	Full	Full
Overall effectiveness/Findings	3	3	3	4	3
Outcomes, achievements, standards	3	3	3	4	3
Teaching, learning, quality of provision	3	3	3	3	2
Behaviour, personal development, wellbeing	3	3	3	3	2
Leadership and management	2	2	3	3	2
Head Teacher change	HT 1	HT 2	HT 2	HT 2	HT 3
3-year Teacher Turnover		52% (2011-2014)	62% (3012-2016)	58% (2015-2018)	
Number of pupils	1369	1528	1581	1598	925
External support	Local Education Authority	Local Education Authority	Local Education Authority	Local Education Authority	Multi-Academy Trust

Table 13: School L timeline

Criteria	School L predecessor	School L										
Inspection dates	2006	2010	2011	2012	2012	2013	2013	2013	2015	2018	2019	2020
Inspection type	Full	Monitor	Full	Monitor	Monitor	Monitor	Monitor	Full	Full	Full	Monitor	Monitor
Overall effectiveness/ Findings	3	n/a	4	satisfactory progress	good progress	satisfactory progress	satisfactory progress	3	3	3	Taking effective action	Taking effective action
Outcomes, achievements, standards	3	n/a	4	n/a	n/a	n/a	n/a	3	3	3	n/a	n/a
Teaching, learning, quality of provision	3	n/a	4	n/a	n/a	n/a	n/a	3	3	3	n/a	n/a
Behaviour, personal development, wellbeing	3	n/a	3	n/a	n/a	n/a	n/a	2	2	2	n/a	n/a
Leadership and management	3	n/a	4	n/a	n/a	n/a	n/a	2	2	3	n/a	n/a
Head Teacher change	HT 0	HT 1	HT 2	HT 3	HT 3	HT 3	HT 4	HT 5	HT 5	HT 6	HT 6	HT 6

3-year Teacher Turnover			51% (2011-2014)			57% (2013-2016)			44% (2015-2018)			
Number of pupils	1154	n/a	1150	n/a	n/a	n/a	n/a	1023	998	984	n/a	1170
External support	Local Authority	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants	Local Authority, Multi-Academy Trust, consultants

Table 14: School P timeline

Inspection dates	2008	2008	2008	2009	2009	2009	2011	2011	2013	2014	2015	2015	2018	2018	2020	2021
Inspection type	Full	Monitor	Monitor	Monitor	Monitor	Full	Full	Monitor	Full	Monitor	Monitor	Full	Full	Monitor	Monitor	Monitor
Overall effectiveness/Findings	4	Satisfactory progress	Satisfactory progress	Inadequate progress	Satisfactory progress	3	3	Satisfactory progress	3	Taking effective action	Taking effective action	3	3	Taking effective action	Taking effective action	Taking effective action
Outcomes, achievements, standards	4	n/a	n/a	n/a	n/a	3	3	n/a	3	n/a	n/a	3		n/a	n/a	n/a
Teaching, learning, quality of provision	4	n/a	n/a	n/a	n/a	3	3	n/a	3	n/a	n/a	3	3	n/a	n/a	n/a
Behaviour, personal development, wellbeing	4	n/a	n/a	n/a	n/a	3	3	n/a	3	n/a	n/a	3	2	n/a	n/a	n/a
Leadership and management		n/a	n/a	n/a	n/a	2	2	n/a	3	n/a	n/a	3	3	n/a	n/a	n/a

Head Teacher change	HT 1	HT 1	HT 1	HT 2	HT 2	HT 2	HT 2	HT 2	HT 3	HT 3	HT 3	HT 3	HT 3	HT 3	HT 3	HT 3
3-year Teacher Turnover							39% (2011 - 2014)		70% (2013 - 2016)		48% (2015 - 2018)					
Number of pupils	1428	n/a	n/a	n/a	n/a	1243	1176	n/a	1048	n/a	n/a	929	893	n/a	n/a	904
external support	Local Authority	Local Authority	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training	Local Authority, School partnership supporting leadership and teacher training

Table 15: School G timeline

Criteria	School G predecessor						
Inspection dates	2008	2011	2013	2013	2014	2015	2016
Inspection type	Full	Full	Full	Monitor	Full	Monitor	Full
Overall effectiveness/Findings	3	3	3	Taking effective action	4	The school's action plan is fit for purpose	4
Outcomes, achievements, standards	n/a	3	3	n/a	4	n/a	4
Teaching, learning, quality of provision	n/a	3	3	n/a	3	n/a	4
Behaviour, personal development, wellbeing	n/a	3	3	n/a	4	n/a	4
Leadership and management	n/a	3	3	n/a	3	n/a	4
Head Teacher change	HT 1	HT 1	HT 1	HT 2	HT 2	HT 2	HT 2
3-year Teacher Turnover		31% (2011-2014)		67% (2013-2016)		36% (2015-2018)	
Number of pupils	177	260	321	n/a	363	n/a	369
External support	Local Authority	Local Authority	Local Authority	LA; Senior school improvement officer working with senior leaders. Governor training to become effective; Coaching of teachers; good practice visits to good schools.	External agencies to work with Gypsy/Roma and Eastern European families prior to them starting school; Learning mentors and specialist behaviour teachers to support these pupils' attendance and progress	Local Authority Adviser; external consultants and school-to-school support	Local Authority Adviser; external consultants and school-to-school support

Table 16: School H timeline

Criteria	School H							
Inspection dates	2006	2009	2010	2013	2014	2016	2019	2020
Inspection type	Full	Full	Full	Full	Full	Full	Full	Monitor
Overall effectiveness/Findings	3	4	3	3	3	3	4	Taking effective action
Outcomes, achievements, standards	3	4	3	3	3	3	4	n/a
Teaching, learning, quality of provision	3	3	3	3	2	3	4	n/a
Behaviour, personal development, wellbeing	2	3	3	2	3	2	3	n/a
Leadership and management	3	3	3	3	2	3	4	n/a
Head Teacher change	HT 1	HT 2	HT 2	HT 2	HT 2	HT 2	HT 3	HT 4
3-year Teacher Turnover				45% (2011-2014)	40% (2013-2016)	46% (2015-2018)		
Number of pupils	248	229	216	226	218	219	218	185
External support	Local Authority; Diocese	Local Authority; Diocese	Local Authority; Diocese	Local Authority; Diocese	Local Authority; Diocese	Local Authority; Diocese	Local Authority; Diocese	Local Authority; Diocese

Table 17: School I timeline

Criteria	School I								
Inspection dates	2008	2011	2011	2012	2012	2014	2016	2017	2019
Inspection type	Full	Full	Monitor	Full	Monitor	Full	Full	Monitor	Full
Overall effectiveness/Findings	3	4	making inadequate progress	3	not effective dealing with the risk	3	3	Taking effective action	2
Outcomes, achievements, standards	3	3	n/a	3	n/a	3	3	n/a	2
Teaching, learning, quality of provision	3	3	n/a	3	n/a	3	3	n/a	2
Behaviour, personal development, wellbeing	3	2	n/a	3	n/a	3	3	n/a	2
Leadership and management	3	4	n/a	3	n/a	3	3	n/a	2
Head Teacher change	HT 1	HT 1	HT 2	HT 2	HT 2	HT 2	HT 2	HT 3	HT 3
3-year Teacher Turnover		42% (2011-2014)				60% (2013-10§6)		26% (2015-2018)	
Number of pupils	391	274	n/a	366	n/a	358	384	n/a	379
External support	Local Authority	Local Authority	Local Authority	Local Authority	Local Authority	Local Authority	Local Authority	Teaching alliance, Local Authority school effectiveness partner	Teaching alliance, Local Authority school effectiveness partner

Table 18: School M timeline

Criteria	School M predecessor		School M		
Inspection dates	2010	2013	2017	2018	2019
Inspection type	Full	Full	Full	Monitor	Full
Overall effectiveness/Findings	3	4	3	Taking effective action	2
Outcomes, achievements, standards	3	4	3	n/a	2
Teaching, learning, quality of provision	3	4	3	n/a	1
Behaviour, personal development, wellbeing	3	4	3	n/a	2
Leadership and management	3	4	3	n/a	1
Head Teacher change	HT 1	HT 2	HT 4	HT4	HT 4
3-year Teacher Turnover	67% (2011-2014)	75% (2013-2016%)	95% (2015-2018)		
Number of pupils	n/a	n/a	269	n/a	309
External support	Local Authority	Local Authority	Multi-Academy Trust	Multi-Academy Trust	Multi-Academy Trust

Table 19: School J timeline

Criteria	School J											
Inspection dates	2006	2010	2010	2011	2013	2013	2014	2014	2015	2016	2018	2019
Inspection type	Full	Full	Monitor	Full	Full	Monitor	Full	Monitor	Monitor	Full	Monitor	Full
Overall effectiveness/Findings	3	4	satisfactory progress	3	3	began to take action	3	not taking effective action	taking effective action	3	taking effective action	2
Outcomes, achievements, standards	3	3	n/a	3	3	n/a	3	n/a	n/a	3	n/a	2
Teaching, learning, quality of provision	3	3	n/a	3	3	n/a	3	n/a	n/a	3	n/a	2
Behaviour, personal development, wellbeing	3	2	n/a	3	2	n/a	2	n/a	n/a	3	n/a	2
Leadership and management	3	4	n/a	3	3	n/a	3	n/a	n/a	3	n/a	2
Head Teacher change	HT 1	HT 2	HT 2	HT 2	HT 2	HT 2	HT 2	HT 2	HT 3	HT 3	HT 3	HT 3
3-year Teacher Turnover				25% (2011-2014)		46% (2013-2015)			62% (2015-2018)			
Number of pupils	226	202	n/a	226	257	n/a	251	n/a	n/a	234	n/a	228

external support	Local Authority supporting teaching and governors	Local Authority	Local Authority	Local Authority, Interim Executive Board	Local Authority support with the improvement of teaching and parents on attendance	Local Authority school improvement officer to improving the quality of teaching and learning in Key Stage 2	Local Authority, HMI, and educational consultants	Local authority concerned about low standards and the lack of urgency to implement change and improvement. Support offered has not always been accepted. School improvement partner had made diagnostic support.	Local Authority	Local Authority	Local authority and diocese provided appropriate support and challenge for the school	Local authority and diocese provided appropriate support and challenge for the school, brokering additional and temporary support for leadership

Table 20: School K timeline

Criteria	School K predecessor				School K	
Inspection dates	2007	2009	2011	2013	2015	2019
Inspection type	Full	Full	Full	Full	Full	Full
Overall effectiveness/Findings	3	4	3	4	3	2
Outcomes, achievements, standards	3	4	3	4	3	2
Teaching, learning, quality of provision	3	4	3	4	3	2
Behaviour, personal development, wellbeing	3	4	3	4	3	2
Leadership and management	2	4	3	4	3	2
Head Teacher change	HT 1	HT 2	HT 3	HT 3	HT 4	HT 5
3-year Teacher Turnover			45% (2011-2014)	78% (2013-2016)	56% (2015-2018)	
Number of pupils	1160	1140	1114	934	846	1031
External support	Local Authority	Local Authority	Local Authority	Local Authority	Multi-Academy Trust; Local outstanding school	Multi-Academy Trust; Local outstanding school

Table 21: School N timeline

Criteria	School N predecessor			School N	
Inspection dates	2009	2010	2013	2017	2019
Inspection type	Full	Full	Full	Full	Full
Overall effectiveness/Findings	3	3	4	3	2
Outcomes, achievements, standards	3	3	4	3	2
Teaching, learning, quality of provision	3	3	4	3	2
Behaviour, personal development, wellbeing	3	3	4	3	2
Leadership and management	3	3	4	3	1
Head Teacher change	HT 1	HT 1	HT 2	HT 3	HT 3
3-year Teacher Turnover		74% (2011-2014)	81% (2013-2016)	78% (2015-2018%)	
Number of pupils	n/a	n/a	n/a	901	1,001
External support	Local Authority	Local Authority	Multi-Academy Trust	Multi-Academy Trust	Multi-Academy Trust

Table 22: School O timeline

Criteria	School O Predecessor	School O	
Inspection dates	2013	2017	2019
Inspection type	Full	Full	Full
Overall effectiveness/Findings	3	3	2
Outcomes, achievements, standards	3	3	2
Teaching, learning, quality of provision	3	3	2
Behaviour, personal development, wellbeing	3	3	2
Leadership and management	3	3	1
Head Teacher change	HT 1	HT 2	HT 3
3-year Teacher Turnover	43% (2011-2014)		45% (2015-2018)
Number of pupils	n/a	506	612
External support	Local Authority	National leader of education and his trust supporting mathematics, science and subject leaders' skills, external agencies and Local Authority.	Multi-Academy Trust supporting leadership capacity; advisers developing the curriculum and teaching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