

Report of the Deputy Director to the meeting of Executive to be held on 11th October 2016.

Subject:**AA**

Inspection of Bradford local authority's arrangements for supporting school improvement

Summary statement:

The original review of the effectiveness of current arrangements to support school improvement in Bradford was completed in September 2014 by Professor David Woods. An interim report on progress made towards meeting the recommendations from the initial report was provided to the Committee in September 2015.

This report is the final part of the reporting cycle: reviewing the progress made towards meeting the outstanding recommendations from the initial report. The report also sets out the next steps in Bradford's school improvement journey, recognising where achievements have been made and where further work is required.

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Overview & Scrutiny Area:**Children's Services**

1. SUMMARY

- 1.1 Raising educational achievement is a key priority for the District. Professor Woods reported in September 2014 that outcomes for children and young people across all phases needed to improve at a faster rate.
- 1.2 The review of the effectiveness of current arrangements to support school improvement in Bradford took place over two days in September 2014 by Professor David Woods. The report took evidence from a range of stakeholders and a variety of documents were scrutinised. The report provided recommendations to improve the arrangements for school improvement in the local authority and inform the next stages of development for the Council's services and for the school partnerships.
- 1.3 An interim report was provided to the Committee on 22nd September 2015, providing evidence of the measure taken by the local authority to meet the recommendations made by Professor David Woods in his initial report. At that point, 13 of the original 17 recommendations had been met.
- 1.4 As of September 2016, all of the outstanding recommendations from the original report have been met: a summary of the actions taken towards meeting the outstanding recommendations can be found in Appendix 1.

2. BACKGROUND

- 2.1 In September 2014 Professor Woods was commissioned to review the school improvement service in Bradford. This resulted in a number of recommendations being made. Since that time there has been considerable change in the service and also in the delivery of school improvement moving to a 'school-led system'. This has involved a radical shift to the way the LA works with schools and holds them to account and also the role of the school improvement service. Progress towards meeting the recommendations was reported in September 2015. Appendix 1 contains a summary of progress made towards completing the four recommendations which were outstanding in 2015.
- 2.2 In his original report Professor Woods summarised the aims, scope and outcomes of his review in the following way: "The key words running through this review are a proper sense of CHALLENGE and URGENCY, the necessity of absolute FOCUS, the importance of the right SUPPORT, using appropriate LEVERAGE to secure solutions, working at an accelerated PACE to make progress, ensuring IMPACT in the short term and securing SUSTAINABILITY in the long term. Bradford is a proud city with a great past and ambitious plan for the future. That future depends absolutely on the success of its children and young people. The need for improvement is great and the task is urgent."
- 2.3 This report will outline how the work that has gone into meeting the original recommendations as well as how the local authority's future plans in terms of school improvement underpins each of the themes above.

Challenge

The overarching challenge for the local authority since 2014 has been to improve

outcomes for children and young people across the district in each phase of education and to remove inequalities in learning. The methodology for making this happen, as envisaged by Professor Woods, was for the LA to invite challenge and build it into every stage of the LA's intervention in underperforming schools, school governance and improvement processes through the implementation of his recommendations.

Evidence for embedding challenge and improving performance

Chart 1: Early Years Foundation Stage - % achieving a Good Level of Development

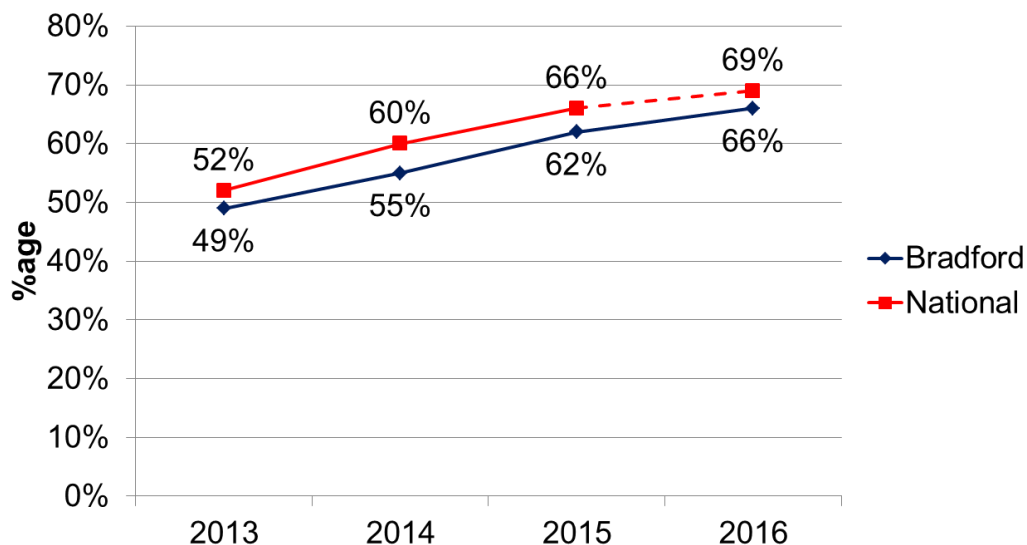
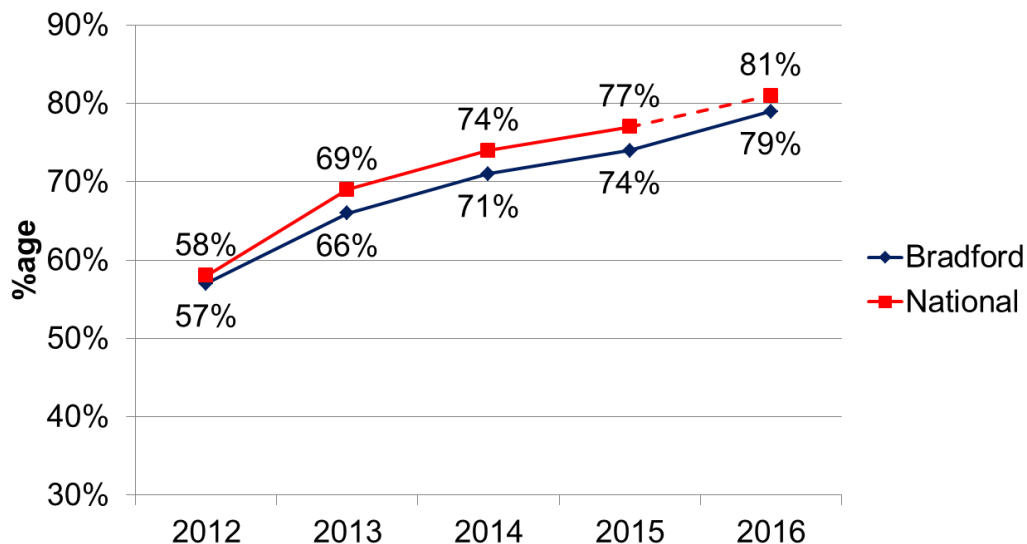


Chart 2: Year 1 pupils Working At the expected standard in Phonics



There have been improvements in performance for the youngest pupils in the district, at the Early Years Foundation Stage (EYFS) and for the Phonics reading assessment in Year 1. In Bradford the improvements at both key stages appear to have been at a faster pace than those seen on average nationally; for example, 66% of EYFS pupils had a Good Level of Development (GLD) in 2016 (55% in

2014), closing the gap with national to three percentage points, and 79% of pupils in Year 1 met the Phonics standard (71% in 2014), closing the gap with national to two percentage points.

Chart 3: Key Stage 1 % achieving expected standard by subject

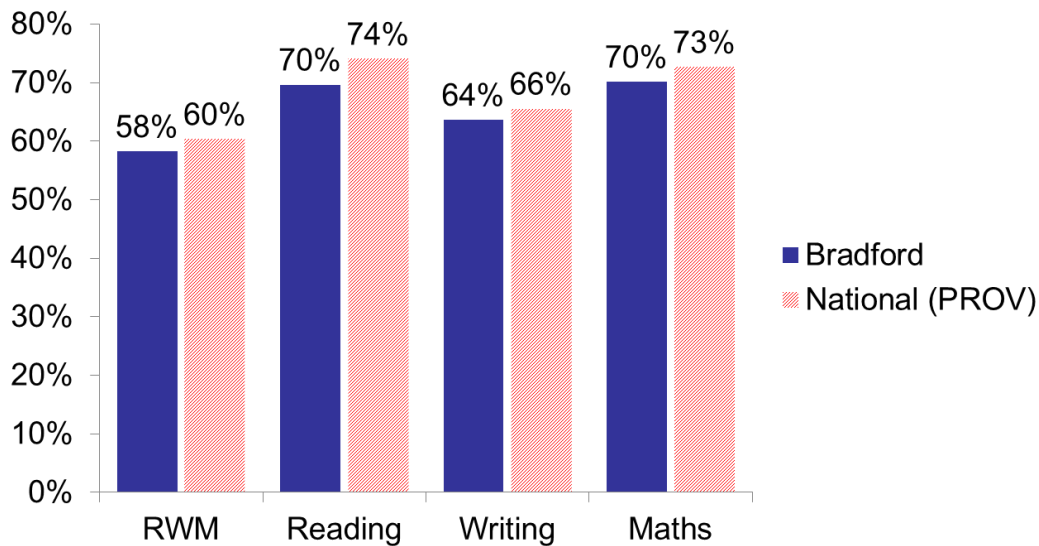
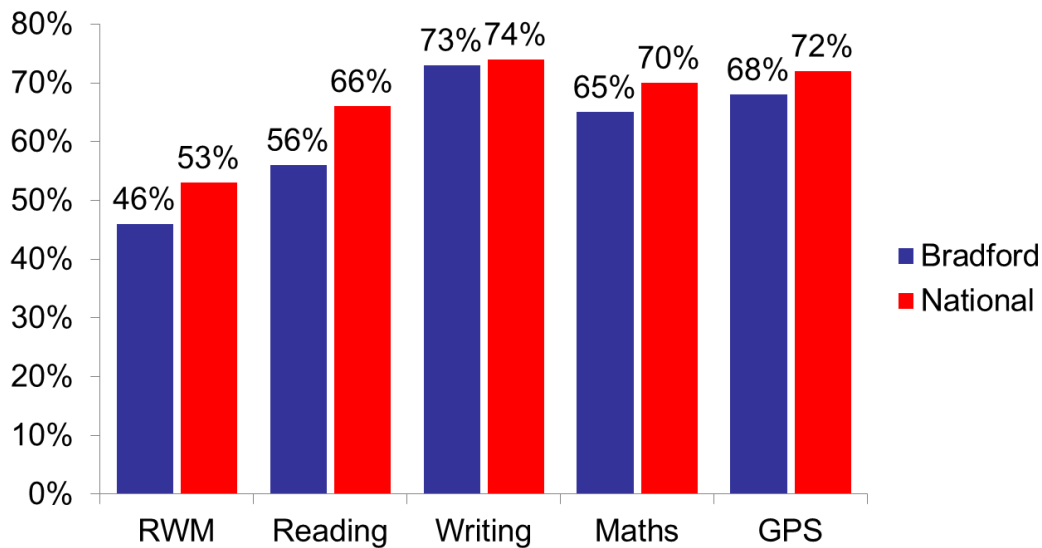


Chart 4: Key Stage 2 % achieving expected standard by subject



It is harder to compare the performance of pupils at the end of Key Stage 1 (KS1) and Key Stage 2 (KS2) over the years because 2016 has seen the introduction of entirely new performance and accountability measures. The LA is cautiously optimistic about the provisional KS1 results: they show a small gap with national on the new expected standards in reading, writing and mathematics, which certainly narrower than in previous years on the older measures.

The headline figures for Bradford's pupils' performance at the end of KS2 in 2016 is shown in the chart above: on the writing Teacher Assessment (TA) pupils performed just slightly below national, four per cent below national on the new

Grammar, Punctuation and Spelling (GPS) test and five per cent below national on the new mathematics test. The percentage of pupils meeting the expected standard on the new reading test and on the combined reading, writing and mathematics (RWM) measure are 10 per cent and seven per cent below national, respectively.

Table 1: Summary of performance and Floor Standard thresholds 2015 and 2016

	2015 Level 4+	2015 Level 4B+	2016 Expected Standard
National	80%	69%	53%
Bradford	76%	62%	46%
Floor Standard threshold (RWM)	65%	n/a	65%

The introduction of a new curriculum at KS2 in 2014 and new assessments in the summer of 2016 have presented a significant challenge to our schools and to the LA. Whilst the KS2 results in 2016 are volatile across England, not just in Bradford, our schools have performed well below the national average on the reading test: this means our performance on the combined RWM measure is below the national (46% in Bradford compared with 53% nationally). Whilst the relative gap with national was the same in 2015, i.e. seven percentage points lower, the LA recognises that improving proficiency in reading and enabling pupils to access the tests is a major issue in Bradford: this provides a focus for the work of the school improvement service and the primary partnerships for the coming academic year. It is important to note, however, the disparity in the percentages of pupils nationally meeting the “expected standards” in the last two years (see Table 1): in 2016 only 53% of pupils ‘secondary ready’ compared with 69% achieving a ‘good level 4’ to ensure they are ‘secondary ready’ in 2015¹.

In addition, the new Floor Standard attainment threshold aspect of 65% of pupils achieving the expected standard in RWM from 2016 means that the majority of Bradford schools, as well as the majority of all schools in England, will be below the threshold. The Department for Education will publish school level data in the Primary performance Tables in December but at this point we know that 147 of 150 LAs achieved below 65% on this measure. The KS2 Floor Standard judgement also includes a progress element, as outlined below.

Based on the provisional data the number of schools below the Floor Standard in Bradford has fallen from 15 in 2015 to seven in 2016: five LA maintained schools and two non-LA maintained. However, it is important to note that DfE has changed the basis for categorising schools below Floor Standard in 2016, as outlined below.

A school is now considered to be below the Floor Standard if less than 65% of pupils achieve the expected standard on the reading, writing and mathematics combined measure and falls below the Value Added progress threshold in **one or more** of the subjects. The threshold for reading is -5, writing is -7 and maths is -5. This is more challenging than in previous years, where schools had to be below the median national average for Expected (2 Levels) Progress in **all three subjects** to

¹ <https://www.gov.uk/government/news/package-of-primary-school-measures-will-raise-ambition-and-standards>

be below the Floor Standard (rather than in one or more).

Table 2: Primary Floor Standards

	2014	2015	2016 (provisional)
Bradford number of schools	20	15	7
Bradford % of schools	13	10	5
National % of schools	6	5	<i>Not yet available</i>

A similar level of change in the performance and accountability measures at Key Stage 4 (KS4) provides the context for the new Attainment 8 and Progress 8 scores achieved by pupils. Whilst the Attainment 8 score achieved by Bradford pupils is broadly just below average, at 4.5 (a grade of 5 gives the expected average grade) and they have a positive Progress 8 score, the provisional performance on pupils on the old 'gold standard' measure of 5 GCSEs at grade A* - C including English and mathematics, is 48% (below the 2015 national average of 53.8%). Clearly there is much still to do to improve performance of pupils leaving secondary schools, if we are to achieve the objective in the LA's Education Covenant of all young people in the district leaving school ready for work and life.

Urgency

One of the recommendations set out in the original report was for the local authority to urgently review its process for identifying high priority schools, using the most recent set of performance data; once identified high risk/impact schools should be contacted urgently and a plan put in place to support the school over the immediate future.

For the last two years, the initial data-informed prioritisation process for Bradford schools has been completed by mid-July for primary schools and by the end of August for secondary schools and sixth forms: both processes are concluded within days of the most recent performance data being made available. This has enabled school improvement teams to focus attention quickly on the schools needing the most support depending on the school's particular situation: for example, some schools have improving results and are due an Ofsted inspection, some schools have two consecutive Requires Improvement Ofsted outcomes, some have declining results and are due an Ofsted inspection, some have suffered volatility in their leadership and management structures or have a new and, possibly inexperienced, Senior Leadership team. There are 21 primary schools Requiring Improvement due to be inspected during 2016: 12 by Christmas 2016. There are 12 secondary schools due to be inspected during this academic year: seven are on track to secure a Good or better Ofsted outcome with the remaining five continuing to require support.

LA maintained schools in the highest priority categories receive support from a named LA officer and a high performing partner school as well as a series of planned reviews and interventions, tailored to their circumstances. In addition, a series of additional intelligence gathering processes take place at each phase to identify additional foci for high-priority schools by key stage or pupil groups, to identify other schools needing additional support at one or more key stages and to identify schools that have exceeded expectations and would be in a position to

provide school-led support for other schools in the district.

Focus

The lessons learnt for the service from Professor Woods' review have meant that a shared focus on certain areas has become the priority for all teams within the service, regardless of its individual function. Ensuring that schools are challenged on the outcomes for individual groups of pupils, e.g. those eligible for FSM and thus attracting additional Pupil premium funding, at every level have been realised over the past two years, starting with the commissioning of the Pupil Premium and Closing the Gaps policy and strategy immediately following the initial review. Clearly schools have to be accountable for the additional monies that pupils attract.

The Early Years' school improvement service in 2015/16 commissioned analysis to investigate the relationships between outcomes in terms of GLD and the proportion of children eligible for Free School Meals (FSM) on a simple scatter plot. Lines marking the national averages for GLD and proportion of FSM pupils meant that it was immediately clear which 'quadrant' schools fell into: high FSM/high GLD; high FSM/low GLD; low FSM/high GLD; low FSM/low GLD. This meant that schools were able to identify their pupils' levels of disadvantage relative to other schools – with some surprises – and for officers to identify which schools could potentially offer support from the high performing quadrants to schools with poorer outcomes but with a similar level of disadvantage. The schools with low FSM and low GLD were judged to be particularly at risk. These schools were supported during the year, leading to improved performance in 2016: on average, schools improved by 10 percentage points year on year, compared with an average of four percentage points across Bradford. Each school targeted, supported and challenged has a case study focused on the best practice and have been shared with schools. A similar process is to take place during 2016/17.

Support

The highest performing local authorities in terms of schools' and pupils' performance have identified that appropriate, timely and focused support based on individual need is what will make the difference in terms of creating a self-supporting and improving system. The resources of local authorities as well as their role and responsibilities in school support and improvement have changed dramatically over the last six years: what used to be provided is no longer possible, nor preferable. Our focus, as an LA, is now to provide the support we can to high priority schools, and to recognise, as soon as possible, where a school and its pupils might be better served by joining a Multi Academy Trust (MAT).

Table 3: High priority primary schools in 2015/16

P3 or P4	Sept 2015	June 2016	Sept 2016
LA Maintained	52	47	42
Non-LA Maintained	14	19	8
All schools	66	66	50

Five high priority LA maintained schools converted to Academy status within the year

The process outlined above of quickly and efficiently identifying high-priority schools through the triangulation of performance data, officers' local sector intelligence and expertise and the level of resource available produced 52 high priority (P4 or P3) LA maintained primary schools in 2015/16. All schools identified as high priority over the year were supported by a combination of LA officers and other local schools, MATs etc. Some have been supported into Academy status and others continue to be supported by the LA. The secondary partnership has formalised its school to school support strategy and will broker support and challenge through 2016/17.

One of the most significant challenges faced by high priority, underperforming schools is the recruitment and retention of high quality teachers and senior leaders. Although the problem is not unique to Bradford, the LA has identified this as one of the strongest potential links in creating a self-sustaining support system in the gift of the LA to facilitate. Bradford commissioned a Recruitment and Retention manager who is charged with building the networks across the district. For example, one school identified has a very proactive approach to recruitment, working with a range of Initial Teacher Education (ITE) providers and has a good succession planning process for the development of all staff in their careers, including support staff into teaching. The Deputy Headteacher has developed great marketing resources and leads groups on the bus tours organised for teacher trainees that takes them around a selection of Bradford schools. The school was able to successfully recruit from the pool of NQTs and played a supportive role in the talent bank process.

Leverage

The nature of the leverage that Bradford can make use of in terms of improving schools' performance has changed dramatically over the years since Professor Woods completed his report in 2014. The government's policy on schools converting to Academy status when a school is deemed to be in Special Measures by Ofsted or when a Good or Outstanding school chooses to convert have meant that a number of Bradford schools have converted to Academy status, facilitated and supported by the LA. This has opened up the possibilities for partnership working, changing the nature of the leverage that the LA can exert, as well as by necessity restructuring the LA's accountability for schools in the district.

In September 2014 Bradford had 164 LA maintained schools and 38 non-LA maintained, since then 17 schools have converted to Academy status and one new school has opened (also one has closed). A further 24 schools are due to convert to Academy status within the autumn term. The academy sponsors with responsibility for schools at that point in the district numbered 15, there are now 21 MATs operating in the Bradford district.

Table 4: Number of LA and non-LA maintained schools 2014 and 2016

Phase	Sept 2014		Sept 2016		New free schools
	LA	Non LA	LA	Non LA	
Primary	136	19	128	29	0
Secondary/Through	15	18	9	24	1
Special	6	2	6	2	0
Other (AP, PRU)	7	0	7	0	0
Totals	164	38	150	55	-

Academies and free schools, in the main, belong to Multi Academy Trusts (MATs) although there are some standalone academies: all are responsible to the Department for Education (DfE), through the Regional Schools Commissioners (RSC).

The school improvement intervention role for non-LA maintained schools now rests with the RSC; however, in practice this is carried out in partnership with the LA and the MAT as well as other local partners. Bradford's primary partnership (BPIP), the Catholic Schools' Partnership (CSP) and secondary partnerships are to become the appropriate bodies through which decisions are made, commissioning reviews of school improvement as part of the prioritisation process, Pupil Premium reviews, safeguarding, governance and other audits, etc. In the future, the LA's role will evolve from leading partnerships to becoming a lead partner, alongside the RSC and other local partners to commission support and challenge to underperforming schools.

Pace

In the original report to the Executive in December 2014, the LA recognised that it had not acted quickly enough on a number of occasions in the past. Having recognised its limitations in the past, the service has put in place measures to promote working at pace, both within the service and with partners. For example, the majority of recommendations had been met within the two terms from the initial report and its first review in September 2015. The service has undergone a full review and restructure over the last few months and needs to 'hit the ground running' in terms of the planned changes based on the White Paper, Educational Excellence Everywhere, the changes to schools performance and accountability in 2016, including new floor and coasting schools standards, and a revised Ofsted framework from August 2016.

There are many examples of the service acting at a pace where it may not have been able so in the past, including the requirement to focus safeguarding our most vulnerable children and young people through the work of the Education Safeguarding Hub set up very recently. In addition, the conception, introduction and realisation of the six "hub" schools, Centres of Good Practice for New Arrivals, between September 2015 and Easter 2016 shows that, with the right intentions and focus, much can be done in a short space of time.

Within the 2015/16 academic year, Bradford used its intervention powers to give 10 Warning Notices to schools, five of which were Interim Executive Boards (IEBs). The five warning notices that didn't progress to an IEB were all completed in the year. Of the five IEBs, two are on-going and three have been disbanded: two because results showed sufficient improvement and one because the school converted to Academy status.

Impact

The impact of the review, the policies and strategies put in place by the LA is ultimately on the outcomes for children and young, measured by their performance as a cohort and within pupil groups, e.g. by ethnicity, FSM, gender, etc.,

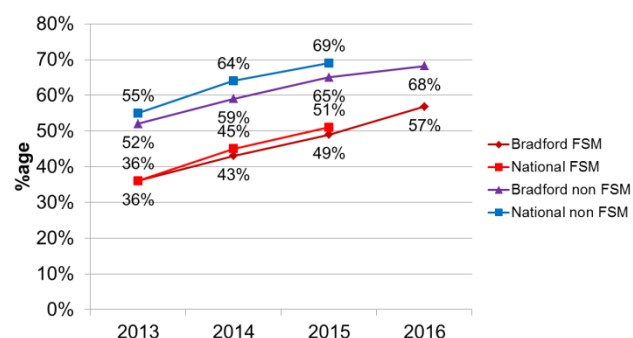
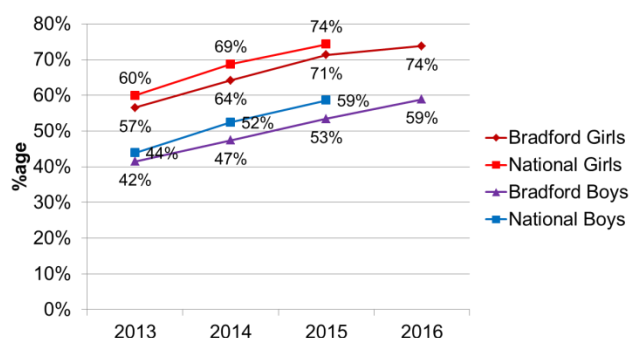
benchmarked with national, and by the Ofsted outcomes for schools. The reporting on these aspects is part of the Children's Service Overview & Scrutiny process and will not be repeated in detail here. However, as an LA we were asked by Professor Woods whether 'Bradford knows what Bradford knows' and can it act on information quickly to bring about positive change.

As outlined above, Bradford has struggled to recruit and retain good teachers into its schools. The impact of putting in place the recruitment and retention manager has been very positive so far:

- 360 final year students attending Leeds and Bradford universities were taken on the bus tours of schools, aimed at showing the district's schools and teaching in the best possible light. As of September 2016, 460 students across four universities have been identified and will tour around in the coming months.
- There were 112 trainee teachers targeted by the service in 2015/16, of which 90 were interviewed for the talent bank. There were 85 successful NQTs, securing permanent posts across 75 of the district's schools.
- A large number of schools have changed headteacher over the last few years: the service has been instrumental in supporting new headteachers into their roles.

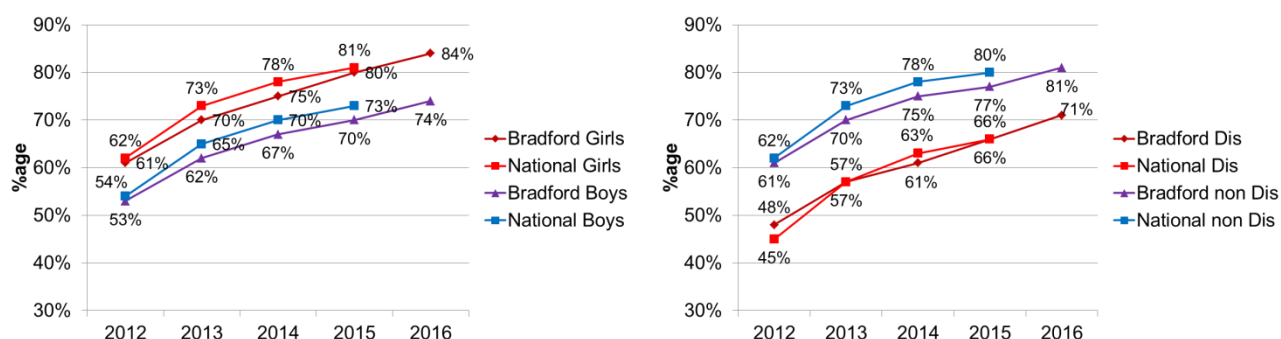
The main issue for Bradford's primary schools in 2016/17 is reading at the end of KS2: 56% compared with 66% nationally. Whilst gaps have been narrowed in earlier key stages, e.g. Early Years, Phonics and KS1 (although direct year on year comparisons are difficult), there is much further work to do at KS2. The writing Teacher Assessment results were, however, just under the national average which gives schools a strong base to build from.

Chart 5 & 6: Narrowing the gaps at the Early Years Foundation Stage



The impact of the Early Years Language and Literacy programme, run in conjunction with the National Literacy Trust, through the Literacy Hub, and St Edmund's Children's Centre has been similar to the "quadrants" work outline above: the schools in the programme had a nine percentage points improvement (validated by external review) compared with the LA average. In addition, the gender gap and Free Schools Meal gap have both narrowed at the Early Years Foundation Stage.

Chart 7 & 8: Narrowing the gaps for Year 1 Phonics



Likewise the gap between Disadvantaged pupils and their non-Disadvantaged peers has narrowed for Year 1 pupils achieving the Phonics standard in 2016 although the gender gap has remained at 10%, with boys performing below girls on average.

It is more difficult to assess whether the gender, Disadvantaged and English as an Additional Language (EAL) gaps have narrowed at KS1 and KS2 because the new curriculum and assessments mean 2016 results are not directly comparable with previous years.

Table 2: Narrowing the gaps at Key Stage 2

RWM	2014 (% L4B+)	2015 (% L4B+)	2016 (% EXS)
Gender Gap % Bfd	-2	-3	-6
Gender Gap % Nat	-4	-3	Not yet available
Disadvantaged Gap % Bfd	-19	-21	-18
Disadvantaged Gap % Nat	-20	-19	Not yet available
EAL Gap % Bfd	-11	-10	-7
EAL Gap % Nat	-5	-5	-7

The original Professor Woods review was in response to the LA's school improvement inspection by Ofsted in 2014 which judged that the district did not have enough Good or Outstanding schools. The percentage of primary schools judged as Good or Outstanding by Ofsted improved in the academic year September 2015 to July 2016, from 64% to 73%. This narrowed the gap with national from -20% to -16%. For LA maintained schools 80% of schools were judged as Good or Outstanding in July, an increase of 14% within the year.

The picture at secondary phase is different. The percentage of secondary schools in Bradford judged as Good or Outstanding by Ofsted did not change between September 2015 and July 2016, remaining at 41%. The percentage of LA maintained schools did improve but this is because schools judged as Inadequate or Requires Improvement were supported to convert to Academy status within the year.

Sustainability

The shift from LA-led school improvement to a school-to-school improvement model with the LA as a partner has led to the LA refocusing the whole of the school improvement service; for example, the “Hub” schools for sharing best practice with other schools with pupils who are new to English have been refocused from more generalist support for EAL / BME pupils from the LA.

Similarly, the earlier identification of underperforming schools and the immediate use of effective and experienced leaders to offer support and challenge those schools resulted in a smaller number of primary schools being in the high priority category by July 2016.

As an LA, we draw on the expertise of successful leaders and MATs from other areas of the country, some of which are now academy sponsors of Bradford schools. This includes Wigan (Leading Learners), Wakefield (Wakefield City Academies Trust), Blackburn (Tauheedul) and Newcastle (Northern Education).

For example, in November 2015, 35 primary headteachers from Priority 1 (P1) and Priority 2 (P2) schools and five Achievement Officers (AOs) participated in the training entitled ‘How to effectively support and challenge primary schools needing improvement’ delivered by a National Leader in Education (NLE)/Executive Head from Wigan. This was done as part of the move towards a sector led improvement system. Consequently a booklet outlining the key principles for school to school support was produced by the LA to complement that produced by the Teaching School Alliances (TSAs).

In autumn 2015, all 52 LA maintained Priority 3 and 4 schools were offered the opportunity to work with a P1 or P2 school or take part in the regional Pathfinder programme targeting Requires Improvement schools: 36 schools took up the offer. Some of the school to school partnerships were brokered and funded by the TSAs within and outside of Bradford (Exceed, Birth to 19, Aspire, Learning Together in Wigan and Outwood Grange from Wakefield). Of these, 18 of this set of schools have moved up a priority level due to the improved leadership, effective school-to-school and increased capacity: this was evidenced by either improved pupil performance in 2016 and/or by securing a good Ofsted outcome during the academic (for those that were inspected). Of the remainder, 17 have kept the same priority level due to still being judged as requiring improvement and one has moved to a higher risk priority level due to limited leadership capacity.

3. OTHER CONSIDERATIONS

- 3.1 Bradford now has a school improvement model primarily based on school-to-school support, meaning the LAs’ role is shifting towards a sector-led model from how it has traditionally led the process and facilitated partnership working.
- 3.2 The White Paper “Educational Excellence Everywhere” published in March 2016 and due to be debated in parliament in the next session will have a significant effect on the role and responsibilities of the local authority and the implications for schools whose performance does not meet the ‘floor’ or ‘coasting’ schools standards.

- 3.3 How schools are held accountable for their performance changed in 2016 across all phases: Key Stage 1 and 2 results are now based on an expected standard assessment, Key Stage 4 results now look at average grades attained across English Baccalaureate subjects and Key Stage 5 results provide a more detailed assessment of attainment across academic and technical subjects. Progress at all key stages is now assessed using Value Added models: comparing a pupil's individual progress with that made by 'similar' pupils on average nationally.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 As a result of developing a school-led system a reduction in the local authority teams associated with school improvement will be seen.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 None.

6. LEGAL APPRAISAL

- 6.1 The Local Authority has statutory duties to ensure that efficient education is available to meet the needs of the population of the area; ensure that its education functions are exercised with a view to promoting high standards ensuring fair access to opportunity for education and learning, and promote the fulfilment of learning potential; and secure that the provision of sufficient schools for providing primary and secondary education are available for its area.
- 6.2 Where a school is failing to provide adequate education it can be eligible for intervention by the Local Authority or the Secretary of State under the Education and Inspections Act 2006. A "coasting school" will be eligible for intervention when the new section 60B of the Education and Inspections Act 2006 comes into force. The term "coasting school" will be defined in future regulations. Local Authorities must have regard to the Schools Causing Concern statutory guidance. The guidance details the role of Local Authorities in delivering school improvement for maintained schools and academies. It also includes guidance on "coasting schools". If a school satisfies the definition of being a coasting school, the Regional Schools Commissioners will consider what interventions or actions are necessary to bring about sufficient improvement in those schools.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Not applicable.

7.2 SUSTAINABILITY IMPLICATIONS

Not applicable.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Not applicable.

7.4 COMMUNITY SAFETY IMPLICATIONS

Not applicable.

7.5 HUMAN RIGHTS ACT

Not applicable.

7.6 TRADE UNION

Not applicable.

7.7 WARD IMPLICATIONS

Not applicable.

8. NOT FOR PUBLICATION DOCUMENTS

8.1 None

9. OPTIONS

Not applicable.

10. RECOMMENDATIONS

10.1 That it be noted that, with the completion of the recommendations by Professor Woods this is the final report on his paper.

10.2 That further developments regarding school improvement will be reported through the Education Improvement Strategic Board and the Education Standards report.

11. APPENDICES

11.1 Appendix 1: Professor David Woods' review recommendations outstanding in 2016

12. BACKGROUND DOCUMENTS

12.1 [Summary of the review of the effectiveness of current arrangements to support school improvement in Bradford by Professor David Woods, CBE](#)

12.2 [Report to CYP Overview & Scrutiny Committee \(September 2015\): "Bradford review by Professor David Woods 29th and 30th September 2014 – one year on"](#)