

**The quality of Non – Maintained Special School provision:
an exploration of the relationship between inspection, quality and
Non-Maintained Special Schools**

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Abstract

This research explores notions of quality in the Non-Maintained Special School (NMSS) sector in the South East of England. In education the concept of quality permeates the vision, values and mission of all schools. All education settings aim to offer high quality provision for pupils to enable them to achieve the best possible outcomes. Therefore, the concept is at the forefront of the minds of professionals and is particularly significant to those working within the NMSS sector. The Ofsted Framework for inspection and the Handbook refer to quality provision and outcomes, and the purpose of the inspection process itself is to make judgements about quality. Interestingly, there has been little research focussed upon 'quality' in the NMSS sector in relation to education, care and the Ofsted inspection process. This is puzzling as all pupils in NMSS have EHCPs, and legislation and the Special Educational Needs and Disabilities (SEND) Code of practice (CoP) focus on entitlement to quality education and care provision.

The research explores stakeholders' perceptions and experiences of Ofsted inspections, together with Ofsted's understanding of quality in the NMSS sector, by using a qualitative case study approach. The research involved eight distinct NMSS (including a pilot school) giving access to a wide range of stakeholders. Semi-structured interviews were used to gain insight into their perceptions of quality, the inspection process and their understanding of quality factors and evaluation. All the fieldwork was carried out in a two year period between July 2018 and July 2019.

The findings of this research suggest that stakeholders recognise the need for an external body for purposes of accountability, affirmation of practice and comparability

to ensure an appropriate standard of education and care to meet the individual SEND of each pupil. However, their explanations also indicate that the concept of quality is challenging; similarly their understanding of the Ofsted inspection process and their teams raised more complex issues. Nevertheless, the exploration of quality factors within NMSS provision revealed that there were commonalities between the features described by the participants and Ofsted's expectations.

The analysis of the findings indicates that participants' vision for the NMSS sector is to be held accountable for their school by external experts: experienced inspectors who have specialist knowledge of the specific SEND designation within each individual NMSS. Participants implied that the system would benefit from inspectors who are prepared to engage in genuine collaboration and meaningful reflection, to appropriately judge the provision and outcomes for pupils holistically and affirm and validate the multi-disciplinary practice as one, linking the internal and external evaluation.

NMSS are successful when their multi-disciplinary collaborative working practices enable the child to fulfil their potential. Therefore the system requires inspectors to engage in genuine collaboration and meaningful reflection, to appropriately judge the provision and outcomes for pupils holistically and affirm and validate the multi-disciplinary practice as one, linking the internal and external evaluation.

Some participants suggested that the Ofsted inspection process is considered to be an accepted, empowering experience giving the NMSS equality within the education sector. Nevertheless they indicated that it is necessary for inspectors to recognise

the complexity, differences, values and the multiple perspectives of stakeholders within the NMSS, or any other inspected sector.

This research captures insights which could inform the future research in NMSS and the SEND sector and indicates that there is a need for greater understanding of school specific SEND and the impact of the provision on pupil outcomes and life chances. The challenge is to capitalise on the established and multi-professional, synergistic, collaborative processes within the NMSS sector and utilise them to inform training and practice within the wider SEND sector and for the inspectorate. It also proposes approaches to improve understanding of SEND, relationships with stakeholders and the inspection process, both internally and externally, including the development of collaborative partnerships and specialist knowledge as means of raising standards of quality. In addition the research outlines changes that could be beneficial to the Ofsted inspection framework.

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Glossary

ASD Autistic spectrum disorder

ADHD Attention-deficit hyperactivity disorder

BERA British Education Research Association

CAMHS Child and Adolescent Mental Health Services

CIF Common Inspection Framework

CoP Code of practice

DCSF Department for Children, Families and Schools

DES Department for Education and Science

DfE Department for Education

DfES Department for Education and Skills

EEL Effective Early Learning project

EHCP Education, Health and Care plan

HMCI Her Majesty's Chief Inspector

HMI Her Majesty's Inspectorate of Education

LA Local Authority

MAT Multi-Academy Trust

NMSS Non-maintained special school

NPQH National Professional Qualifications for Headship

Ofsted Office for Standards in Education

PISA Programme for International Student Assessment

RSC Regional Schools Commissioner

SEMH Social Emotional and Mental Health

SEN Special Educational Needs

SEN/D Special Educational Needs or Disability

SEND Special Educational Needs and Disability

SLCN Speech, Language and Communication needs

SLD Severe learning difficulties

TA Teaching Assistant

TIMSS Trends in International Mathematics and Science Study

TQM Total quality management

UK United Kingdom

Definitions

National curriculum: This sets out a clear, full and statutory entitlement to learning for all pupils, determining what should be taught and setting attainment targets for learning. It also determines how performance will be assessed and reported.

Parent: Under section 576 of the Education Act 1996, the term ‘parent’ includes any person who is not a parent of the child, but has parental responsibility (see below) or who cares for him or her.

Special educational provision: Special educational provision is provision that is different from or additional to that normally available to pupils or students of the same age, which is designed to help children and young people with SEN or disabilities to access the National Curriculum at school or to study at college.

Special school: A school which is specifically organised to make special educational provision for pupils with SEN. Special schools maintained by the local

authority comprise community special schools and foundation special schools, and non-maintained (independent) special schools that are approved by the Secretary of State under Section 342 of the Education Act 1996.

Definitions taken from:

Special educational needs and disability code of practice: 0 to 25 years

Statutory guidance for organisations which work with and support children and young people who have special educational needs or disabilities

January 2015

Chapter 1

Introduction to the research

1.1 Introduction

This research focusses on non-maintained special schools (NMSS) in the South-East of England. It is primarily concerned with the stakeholders' perception of quality in special education. It explores Ofsted's definition, expectation and judgement of quality in relation to inspection of NMSS provision.

When undertaking research such as this, the first question that the researcher has to ask is what is it the study seeks to 'probe the quality of'; and 'to whom and why are we offering such an account' (Brundrett and Rhodes, 2011, p.4).

Having worked within the NMSS sector in senior positions, the researcher has first-hand experience of Ofsted inspection within NMSS. This experience led to dissatisfaction and frustration with the Ofsted inspection process; particularly in relation to Ofsted's judgements, definitions and understanding of the concept of quality. Having questioned inspectors about the criteria of good and outstanding judgements, there was no response, a vague response, or a request for additional evidence. When the researcher asked for specific examples of the evidence required, the responses were 'evidence that supports an outstanding judgement'. However, none of the inspectors asked were able to state specifically what constituted examples of evidence to inform and secure outstanding judgement, which led to despondency and perplexion. These reasons promoted interest in the relationship between quality and inspection, and led to this research being undertaken within the NMSS sector.

All education settings and sectors seek to provide high quality learning and provision leading to the best possible outcomes for the individual; for the NMSS sector quality is of paramount importance as it is vital to improving pupils' outcomes and life chances, stakeholders' perceptions, inspection judgements, and ultimately the survival of the sector.

There continues to be increasing value placed on quality special education provision for children and young people. The participation of the child or young person and their family is central in planning and in preparation for transition into the next stage of education or employment. The principles set out in the Special educational needs and disability code of practice (CoP): 0 to 25 (2015) which is informed by Section 19 of the Children and Families Act (2014) states that Local Authorities must have regard to the child or young person's and family's 'views, wishes and feelings', their 'participation' and 'support they may require':

to help them achieve the best possible educational and other outcomes, preparing them effectively for adulthood' (p.19).

The CoP (2015) states that these principles are designed to support 'participation, intervention, choice and control, multi-agency collaboration' and most importantly, 'High quality provision to meet the needs of children and young people with Special Educational Needs and Disabilities (SEND)' (p.19). It is high quality provision which is deemed to enable, encourage and promote high quality outcomes which may in turn lead to choices and the prospect of a fulfilling life and participation in employment and society.

The Education Health and Care Plan (EHCP) is created from a collaborative multi-disciplinary stakeholder assessment, with the views and aspirations of the child or young person with SEND and their family at the core of the process. It is central to identifying the components of high quality provision for the individual and is crucial to the success of pupils with SEND in meeting EHCP objectives. It is the individual's aspirations and identified needs which should lead to considered, multi-disciplinary planning in order to identify provision and achieve quality outcomes in preparation for adulthood.

The concept of quality and its accompanying components have been debated by Crosby (1979), Ball (1985), Pascal and Bertram (1994), Pence and Moss (1994), West-Burnham (1995), Moss, Dahlberg and Pence (2000), Sallis (2002), Brundrett and Rhodes (2011), Dahlberg, Moss and Pence (2013) and Moss (2016).

Understanding perspectives on quality is not straightforward due to the variations in relation to the individual or group's standpoint and their requirements from the provider.

Against the backdrop of Government literature including the Human Rights Act (1998), Children Act (2004), Equality Act (2010), Equality Act Guidance (2010), Children and Families Act (2014) and the CoP (2015), and the quality standards that accompanied their evolution, an interest in the very essence and nature of quality special educational provision has developed amongst researchers, practitioners and other stakeholders reflecting the work of the afore mentioned commentators. Alongside the consideration of Ofsted's reference to quality within 'The common inspection framework: education, skills and early years' (CIF) (2015d), and

expectation and judgement of quality in relation to inspection of NMSS provision, this research also focuses upon stakeholders' perceptions of quality. It is the stakeholders' views regarding the attributes/components of quality which will be influential to the development of holistic provision, improved pupil outcomes and sustainability of the NMSS sector. Identification and understanding of quality indicators are necessary to accurately target and meet multiple and complex needs through the objectives and outcomes in and beyond EHCPs, and for Ofsted to make an informed judgement of the quality within each NMSS.

1.2 Aims and research questions

The previously mentioned Human Rights Act (1998), Children Act, 2004 Equality Act (2010), Equality Act Guidance (2010), Children and Families Act (2014), CoP (2015) and The framework for school inspection (2011d, 2013a) influenced and led to The common inspection framework: education, skills and early years (CIF) (2015d).

Literature sources including Ball (1985), Pascal and Bertram (1994), Pence and Moss (1994), West-Burnham (1995), Moss, Dahlberg and Pence (2000), Sallis (2002), Brundrett and Rhodes (2011) and Dahlberg, Moss and Pence (2013) have identified the understanding of quality as central to education. The identification and development of quality indicators and frameworks containing relevant appropriate outcome measures for NMSS is vital to the development and sustainability of the sector. Thus at this significant time, this research aims to consider quality as referenced within the CIF (2015d) and explore stakeholders' notions of quality within the NMSS sector.

The CIF (2015d) stated that inspection would provide important information for stakeholders on the 'quality of education, training and care being provided' (p.5).

Judgements on overall effectiveness would be graded on a four point scale:

outstanding, good, requires improvement and inadequate in the following areas:

- the effectiveness of leadership and management
- quality of teaching, learning and assessment
- personal development, behaviour and welfare
- outcomes for children and learners (p.11).

When inspecting a setting, inspectors would also 'test' the school's response to 'individual needs by observing how well' the school helps pupils to make progress and fulfil their potential and 'particular attention' would be paid to pupils with SEND and those in specialist provision (2015d, p.6).

The concept of quality referenced and alluded to in the CIF (2015d) and the stakeholders' perception of the concept of quality within a sample of NMSS is a focus of this research. Based on these key issues the research questions are as follows:

- Does 'The common inspection framework: education, skills and early years' (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?
- Do inspectors, head teachers/principals, teachers, therapists and parents share the same perceptions of quality factors within the non-maintained special school setting?

To address these questions, the researcher has used a qualitative case study utilising mixed methods to collect data in a number of NMSS settings. Following a

pilot focus group in one NMSS school (Poets School), an additional seven NMSS in the South East of England that are representative of the national NMSS sector were identified for the research.

A schedule of interview questions was written and piloted with the focus group in order to test the appropriateness of the questions for the prospective interviewees. A series of thirty face to face interviews was then undertaken with participants from the seven NMSS to ascertain their perspectives of quality pertaining to the CIF (Ofsted 2015d), inspection and the sector overall. The individuals' experience of the Ofsted inspection process was sought to gain understanding of their view of holistic quality education and care within the NMSS setting. Additionally, in order to gather the families' views, questionnaires were issued electronically to the agreed lead person in the school to forward to families, along with a letter and participant information sheet from the researcher. The initial literature review undertaken for this research revealed a wealth of information concerning the emergence of Ofsted and debating the nature and need for inspection of schools, including those for pupils with SEN/D. At the same time there was a dearth of literature on the mysterious concept of quality within special schools and the frameworks for inspection, including the CIF (2015d). The perspectives of school based professional stakeholders and parents on the concept of quality within the NMSS sector remain largely unexplored.

Moreover, although there has been some exploration and discussion of the education sector's perceptions of quality from literature sources including Ball (1985), Pascal and Bertram (1994), Pence and Moss (1994), West-Burnham (1995) Moss, Dahlberg and Pence (2000), Sallis (2002), Brundrett and Rhodes (2011) and

Dahlberg, Moss and Pence (2013) there has been little consideration of Ofsted's definition of quality specifically in relation to NMSS. The aim of this research is to explore Ofsted's definition and understanding of quality within the CIF (Ofsted 2015d) and the purpose is to inform future practice and to secure the development, growth and understanding of this vital special school sector. It is this type of research within the humanistic knowledge domain which, according to Ribbins and Gunter (2002), promotes theoretical perspective combined with experience enabling improvement to practice. This should, in turn, lead to improved quality within NMSS.

The discussion concerning the nature and value of high quality education has been evolving since school inspection has been in place (Dunford, 1988; Wilcox and Gray, 1996; Lee and Fitz, 1997; Cullingford, 1999; Warnock, 2010). Although literature exists on school inspection including publications from Ofsted it is intended primarily for the maintained and mainstream sector. With the exception of Subsidiary Guidance (Ofsted, 2013c) there is little specific contemporary information or guidance on the inspection of special schools, and nothing specifically for the NMSS sector. NMSS provision is frequently the last choice for local authorities, due to the offer that is often considered beyond identified SEND and the cost. However, the NMSS sector has specialist provision available to meet the complex and challenging SEND of the most vulnerable pupils within and beyond their EHCPs. Understanding quality within this sector is vital in securing the best possible outcomes for creating opportunities and improving life chances. Inspection is an overlooked part of the discussion in relation to high quality in NMSS, yet the notion of providing high quality, holistic provision cannot arguably be separated from inspection measures due to its significance to pupils, families and other stakeholders. They look to Ofsted for

judgements and commentary on the quality of schools within the NMSS sector (Brundrett and Rhodes, 2011), and how well provision meets SEND (Dyson, 2001; Warnock, 2010).

1.3 Rationale

Transformative research can change professional operational and strategic practice and impact positively on the learners within the school. The intention of the researcher was to complete transformative research within an interpretive framework. The CIF (2013d) and current inspection framework EIF (2019) are inadequate and the aim was to propose a different approach to inspection. The purpose was to use a different approach by collecting data from the professional participants under inspection to ensure that Ofsted examine the depth and breadth of the provision. Inspection would, therefore, delve beyond the confines of the teacher led focus of the classroom and leadership and consider the role of relationships and collaboration that impact upon on pupil outcomes.

A narrative literature review was undertaken and the researcher's positionality may have led to specific sources of evidence being sought for review. A major element was assessing if there was existing research to support quality, nonetheless whilst there was a determined attempt to identify relevant research a systematic approach was undertaken to produce a narrative. The decision to focus predominantly on literature connected to the Early Years sector was taken as it seemed to provide a theoretical framework relevant to the NMSS sector. Many of the issues and challenges faced by pupils, staff and parents were similar and each child was assessed holistically to inform relevant provision. The school effectiveness and

improvement literature was not considered by the researcher to be appropriate for a detailed focus in the NMSS sector. The quantitative methods and data collection and pupil numbers, levels and exam results that are measured to 'demonstrate relationships' (Reynolds et al., 2014, p. 201) fail to show the significance and contribution to the holistic education of pupils with complex SEND in the NMSS sector. They lack the 'rich, thick description' (Reynolds et al., 2014, p. 201) and miss the subtleties that exist beyond quantitative data. Qualitative methods have the potential to capture realities and explain connections within the complex NMSS sector.

Through the researcher's involvement in special education since 1998 and the undertaking of an MA Ed in Education, it has been possible to contribute to professional dialogue concerning the development of quality holistic care and education in the NMSS sector. In recent years, participation in Surrey LIFE network (primarily maintained special schools and including NMSS) has provided the researcher with the opportunity to visit a range of special schools and analyse their practice. Alongside this, previous National Professional Qualification for Headship (NPQH) training and subsequent targeted support has taken the researcher into special schools across the maintained, independent and NMSS sector on a regular basis.

The professional concern which arose from these experiences was related to the different and varied profile of staff and the wide range of available resources seen to be evident between maintained, independent and NMSS. At one extreme, there may be a purpose-built Local Authority maintained setting with good outside provision,

qualified teachers with allocated time for continuing professional development, and support from the Local Authority advisory team. In independent special schools there may be investment from patrons and stakeholders to ensure contemporary and future proof provision and resources, so that the pupils can participate in every possible experience. By contrast, a NMSS may be located in a private house, or village hall, staffed by unqualified teachers without time or funding to access appropriate training and professional development to keep abreast of the changes and focus within the special school sector (Marshall, 2008).

Quality is at the forefront of educational thinking with models emerging from the mid twentieth century, through the latter half and into the millennium. Deming's (1982) 'development of quality models' has been influential in industry and perhaps equally so in schools and colleges, leading them to 'reconsider how they operate to enhance quality' (Brundrett and Rhodes, 2011, p.3) with an emphasis on precision, performance and, perhaps most importantly, attention to the requirements of clients. This has been widely adopted in respect of other conceptions of quality within industry and business. However, it was not until the 1990s that the term quality became of interest in the education sector and was influential in the development of national standards and school inspection (West-Burnham, 1995).

In relation to education, Brundrett and Rhodes (2011) assert that in the broadest sense:

Quality enhancement relates to achieving better outcomes for pupils and students and dictates that improving quality is inevitably one of the most important tasks facing any educational organisation (p.12).

For pupils within the NMSS sector achieving the best possible outcomes, creating opportunities and improving life chances is considered to be a core aim, and so defining and improving quality indicators in NMSS is crucial. Despite a range of inspection frameworks intended to guide the Ofsted inspection process, the art of assessing whether children with additional needs have reached appropriate standards remains highly complex due to the nature of the pupils and the wide variety of NMSS settings (Dyson, 2001; Marshall, 2008; Warnock, 2010; Norwich, 2014).

NMSS require an appropriate framework to assess quality indicators using stakeholders' perspectives, which remains largely unexplored. Katz' (1993) framework on the multiple perspectives of quality in early childhood settings comprises a range of internal and external stakeholder perception and these perspectives are utilised in Sheridan's (2007) framework. It is the significance of the cultural context and indicators of quality that are elusive but require definition within special schools (Dyson, 2001; Marshall, 2008; Warnock, 2010).

The findings of this research may be of particular interest to a number of groups, including incumbent head teachers/principals, teachers and therapists in special education and mainstream schools in both the maintained and NMSS sectors. Additionally, the findings may be of interest to professionals aspiring to headship in a special school, school governors, parents and inspectors. It may also be relevant to the training providers of future school practitioners and leaders by helping them to identify, define, understand and work towards quality within their context, thus contributing to the best possible outcomes for all pupils with SEND.

1.4 The role of theory

The theoretical framework for this research has been developed around the concept of quality in relation to the CIF (Ofsted, 2015d) and Ofsted's definition, reference and understanding of quality across the education sector, which includes NMSS. In addition, it is the stakeholders' perceptions of quality that are of particular interest to the researcher. The key authors in relation to quality in this research are Crosby (1979), Ball (1985), Pascal and Bertram (1994), Pence and Moss (1994), West-Burnham (1995), Moss, Dahlberg and Pence (2000), Sallis (2002,) Brundrett and Rhodes (2011) and Dahlberg, Moss and Pence (2013).

The CIF (2015d) was designed to provide coherence across different education settings to ensure comparability between settings and greater consistency across all Ofsted's remits. It is considered by Ofsted to be appropriate and is utilised in the inspection of all maintained and NMSS, academies, further education institutes, skills providers and registered early years settings alike.

The CIF (2015d) references quality and effectiveness in terms of promoting improvement. In the principles of inspection and regulation for school inspection, the CIF (2015d) states that Ofsted inspection provides 'independent, external evaluation', provides information about the 'quality of education' (p.5), provides assurance and 'regulates and inspects to achieve excellence' (p.17).

Ofsted's stance (2015d) contrasts with the position of Dahlberg, Moss and Pence (2013) who examined quality in relation to early childhood education. These key authors challenge the assumption that there can be a universal definition of quality

because there is no universal truth or guarantee. Dahlberg, Moss and Pence (2013) advocate a shift from the accepted concept of quality, with its emphasis on certainty, control and standardisation towards a new discourse of 'meaning making' (p.92). The dynamic approach of the 'meaning making' discourse influenced the researcher's theoretical stance in relation to defining, identifying and understanding quality in the NMSS sector. Simply highlighting the quality, procedures, provision and standards within NMSS would not have been sufficient. It could have assisted in answering the first research question focussing on how inspection contributes to the development of holistic education and care, but would not address the second research question. The experiences, perception and positions of stakeholders involved in special schools, and their definitions of the dimensions of quality, must be declared and defined since they work within a specific, cultural context to ensure quality, improve outcomes and life chances for pupils with SEND. Therefore the aim of this research is to engender greater emphasis on and understanding of the central necessity and significance of identifying, defining and understanding bespoke quality indicators contextually within NMSS.

The key authors in relation to quality in education in this research are Crosby (1979), Ball (1985), Pascal and Bertram (1994), Pence and Moss (1994), West-Burnham (1995), Moss, Dahlberg and Pence (2000), Sallis (2002) Brundrett and Rhodes (2011) and Dahlberg, Moss and Pence (2013). Their work has been utilised to provide a sector perspective of quality and an understanding of perceptions across the stakeholder groups. However, the work of Dahlberg, Moss and Pence (2013) has influenced this research, and the discourse of 'meaning making' has provided a focus on the meanings of quality expressed by stakeholders, and the generation of

understanding of the concept of quality from the NMSS settings. For Dahlberg, Moss and Pence (2013) stakeholders are central to their research and thus acknowledge that those who participate in their projects are in a process of collaborative co-construction. This theory builds on the interpretative position outlined by Ribbins and Gunter's (2002) humanistic knowledge domain which promotes theoretical perspective combined with experience from practice. It is this concept of shared multi-professional dialogue which is crucial to the understanding of quality in respect of the CIF (Ofsted, 2015d), and in the perceptions of the stakeholders who shape the concept of holistic quality within the NMSS sector.

1.5 The researcher's place in the study

The immersion of the researcher in a study of this nature is integral to its aims. Stake's (1995) research on case study suggests that researchers make their selection of case study because:

We are interested in it, not because studying it we learn about other cases or about some general problem but because we need to learn about that case. We have an intrinsic interest in that case (p.3).

This particular research is the result of an interest in the field of special education and care for more than twenty-five years, beginning as a mainstream teacher in a large comprehensive school from 1995 to 2000. The school was on a split site in the middle of a housing estate in a deprived area of the South East. The position included subject specific class teaching and extensive pastoral and liaison work with parents, families and external agencies. In 1997 promotion to House co-ordinator, a joint role in a House for over 300 pupils, further highlighted the significance of pastoral care, and alongside this role studying for a Master's degree in School

Effectiveness (MA Ed) gave more opportunities to reflect on the field of special education. Subsequent positions continued to be related to a variety of aspects of special education and care, following on from that initial interest. Table 1 (p.16) outlines how each position has made its own valuable contribution to the wide range of knowledge and understanding gained, building on and utilising previous experiences.

The researcher's interest continues to be defining the concept of quality, and the delivery of quality all round provision to meet the complex SEND of pupils within the MAT regional hub. The researcher was granted ethical approval for this research in April 2018.

From this beginning, the choice of a qualitative case study has grown from direct involvement with the experiences and perceptions of all stakeholders in schools as they are 'lived' and 'felt' contextually. These perceptions can reveal how as, Merriam (1998), argues 'all parts work together to form a whole' (p.6).

1.6 Carrying out the study

As previously stated, seven NMSS in the South East of England were selected as the focus of this study. For this case study the researcher chose to draw upon the experience of stakeholders within the NMSS settings and, as Stake (1995) suggests, the researcher has utilised professional knowledge to shape selection. All the NMSS settings have experienced head teachers or principals each of whom has experienced OFSTED inspections under the CIF (2015d); the researcher worked in one of the NMSS ten years previously but none of the participants in any of the

selected schools has a personal connection with the researcher.

Table 1
Researcher's teaching positions from 2001

Year	Type of school / setting	Position held	Other responsibilities	Other relevant contribution to SEN experience
2001	Maintained special	Teacher KS leader	Subject co-ordination Trainee teachers TAs	2 projects to ensure quality provision & good inspection outcomes: (i) communication, clarity and consistency for SEN learners (ii) Reflective practice to develop learning environment and resources
2002	SEN unit within large comprehensive	Middle leader	Lead teacher for learning	Increased awareness of difficulties experienced by SEN pupils in a mainstream setting
2004	NMSS	Assistant Headteacher	KS 4&5 leader	Pupils here had complex and challenging needs including ASD, SEMH, ADHD and SLD – considerable work with therapists
2006	NMSS – same school	Vice Principal (promotion)	Requirement to complete NPQH	LA initiative “Targeted Support” - higher level training for potential headteachers
2010	NMSS (age range 7-19)	Principal	Included ultimate responsibility for weekly residential pupils	Development of specialist provision for ASD, SLCN, SEMH and SpLD pupils
2013	NMSS – same school joined local NMSS Education Trust of 3 schools, primarily SEMH		(i) Working as a member of Trust Executive Management Team (ii) Ensuring Trust's policies adhered to	(i) Development of procedures for the Trust (ii) Optimising quality of provision, experiences and outcomes for all pupils
2018	NMSS – same school. The Trust closed and the 3 schools academised to become part of a group of 12 in SEND MAT		Regional Executive role in South East for 5 of the schools	Two of the schools had previously been LA maintained prior to academisation

In order to maintain confidentiality these seven NMSS schools sampled for this research are identified as follows:

- Auden: the school for pupils aged 7-12 with a primary diagnosis of language disorder, SLCN;
- Blake: the school for pupils aged 10-18 with a primary diagnosis of SEMH;
- Chaucer: the school for pupils aged 7-19 with ASD or SLCN, learning difficulties and SEMH;
- Dryden: the school for pupils aged 7-19 with a primary diagnosis of ASD with SLD and SEMH;
- Eliot: the school for pupils aged 7-19 with hearing impairment;
- Frost: the school for pupils aged 7-19 with ASD, LD and/or SLCN as complex needs;
- Graves: the school for traumatised pupils aged 6-13 in which the primary need is SEMH and the secondary need ASD and/or SLCN.

These NMSS settings provided the researcher with a range of stakeholders with differing experiences and length of service made up of principals/ head teachers, vice principals/deputy headteachers, assistant headteachers, teachers, and therapists and significant others including Chief Executive/Operating Officer (CEO, COO), a researcher and a family support worker.

This research is a qualitative evaluation of the CIF (2015d) and stakeholders' experiences and perceptions in relation to quality. In the first instance a pilot focus group was undertaken in an NMSS in greater London. The pilot school is identified as Poets School - a school for pupils aged 7-19 with a primary diagnosis of ASD with SLD and SEMH and was not part of the group selected for the research. Four

professionals from Poets School: an executive principal, a headteacher, an assistant headteacher and a therapist participated in a focus group. This focus group determined the appropriateness of the questions intended for utilisation in the 1:1 interviews planned for thirty participants to investigate their experience and perception of quality and level of knowledge, interpretation and understanding of the CIF (Ofsted, 2015d).

1.7 Ethical Issues

This research is undertaken within the guidelines from BERA (British Educational Research Association) (2018), which has undergone revisions from 2004. These guidelines are implemented to guide and support educational researchers in contextually conducting research to the highest possible ethical standard (BERA, 2018). The principles which underpin the ethical guidelines for educational research are respect for the person, knowledge, democratic values, quality of research and academic freedom (BERA, 2018).

The participants in this research were consulted and their informed consent gained before the research was undertaken. Participation was on a voluntary basis and the participants were informed that participation was not compulsory. They were informed about the purpose and scope of the research, and the required extent of their involvement. They were given full information on the process of this research and an explanation of the importance of their participation as stakeholders within NMSS sector. The researcher informed the stakeholders how the findings would be utilised and to whom they would be reported. The researcher also gained verification of the stakeholders' responses following the transcription process. The

stakeholders were informed of their right to withdraw from the research at any time and assured that their identities would be anonymised and their responses retained confidentially. They were offered access to the findings when they were completed (Appendix 1).

1.8 Structure

This introduction forms the first chapter of the research, outlining the aims, rationale, the role of theory, the researcher's place in the study, the way in which it will be undertaken and ethical considerations.

In Chapter Two the researcher reviews the literature connected to the concept of quality from a range of perspectives. The concept of quality is considered in relation to literature by key authors: descriptions of Sallis' (2002) procedural and transformational conceptions of quality (p.14) are considered in relation to the CIF (Ofsted, 2015d); debates about quality in the education sector, as so frequently referred to by Dahlberg, Moss and Pence (2013) are of key importance; constructs of quality within the education sector are also studied and discussed. Government publications including relevant Acts of Parliament and the CoP (2015) are considered. The origins of school inspection, the inception and purpose of Ofsted, and Ofsted's values and expectations, including accountability follow. The CIF (Ofsted, 2015d) is considered along with the frameworks and handbooks in relation to quality and effectiveness. Leadership and management and the quality of teaching in the NMSS sector are discussed, and the observations, connections, conversations and comprehension of these are explored in depth. The past and future of special educational provision, the dilemmas of difference and of SEND are

considered in relation to quality in the NMSS sector, and the relationship between the CIF (Ofsted, 2015d) the inspection process and quality as defined by professionals within the schools is outlined.

In Chapter Three, entitled Research Design and Methodology, the broader perspective of educational research is explored and the ontological, epistemological positions are stated. The sample is described. Methodological issues and the choice of the case study are discussed followed by a section on methods. The conduct and analysis of the research are then outlined and ethical issues considered.

Chapter Four, covering the presentation and analysis of data, is built on the framework of the research questions and themes generated by the participants, and focuses on the explanations given in response. The data gives dynamic accounts of the beliefs and experiences of the interviewees from the NMSS sector. Comparisons between the responses from the individuals, professional groups and whole school cohorts will give a comprehensive insight into the perspectives of the participants.

Chapter Five is an analysis and discussion of the findings with reference to relevant literature.

Chapter Six, discusses the predominant factors of quality reflecting on the research questions and results, and on the contribution to the knowledge and understanding of quality in NMSS. Further research opportunities are also considered and outlined with a view to clarifying the concept of quality in education in the NMSS sector.

Chapter Seven includes conclusions from this overview and forms the final chapter.

References and Appendices follow.

Chapter 2

Literature Review

2.1 Introduction

The literature connected to school inspection and quality is predominantly concerned with the maintained, mainstream school sector rather than special education provision within the non - maintained special school sector (NMSS). This chapter will, therefore, place the research into context and systematically review the wider field that has contributed to the evolution of The common inspection framework: education, skills, and early years (CIF, 2015d) and the concept of quality within the NMSS sector.

Rosenthal (2004) claimed that ‘General empirically based studies of the effects of inspection on school quality remain rare’ (p.148). This is certainly the case in the NMSS sector where there is an under representation of research linked to quality and Ofsted inspection. To secure a firm foundation for this research, the literature has been reviewed and relevant information utilised in order to answer the first research question: Does ‘The common inspection framework: education, skills and early years’ (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?

In this case study, literature has been utilised from Ofsted publications, which refer to the maintained and mainstream school sector. This literature also applies to the Special Educational Needs (SEN) & Disabilities (SEND) sector, including NMSS under section 342 of the Education Act (1996). Academic and empirically based publications from the United Kingdom, Europe and the United States will be used

alongside practitioner sources to provide a broad and balanced viewpoint.

Educational research advocates a systematic literature review. For this research project the survey of literature adhered to the components of a large scale systematic review as far as practicable. The literature search followed a clear procedure by obtaining relevant and up to date information using on-line databases. However, a proportion of the literature uncovered was not relevant to this particular educational research. The researcher, therefore, used subjective judgement to identify appropriate sources of good evidence from recognised and respected authors and researchers.

Bryman (2012) recognises that in any literature search, the researcher will have key texts in mind: in this case 'Beyond Quality in Early Childhood Education and Care' Dahlberg, Moss and Pence (2013), 'Leadership for quality and accountability in Education' Brundrett and Rhodes (2011) and Sallis 'Total Quality Management' (2002). These texts provided a starting point for the researcher to gain a greater understanding of the concepts of quality.

The University of Birmingham's "FindIt@Bham" (University of Birmingham, 2009) facility was used to search the library catalogue and other databases. The research questions determined the searches. Key phrases were inputted, which included quality, quality in education, quality in special education, quality in Special Educational Needs (SEN), quality in Special Educational Needs and Disabilities (SEND), Ofsted inspection and quality, quality in inspection frameworks, quality frameworks, NMSS inspection, Ofsted inspection in special schools, and inspection

in special schools. All searches related directly to the research questions focussing on quality in the NMSS sector and Ofsted and inspection in special schools that was relevant to the NMSS sector. The searches retrieved thousands of results containing key words, of which the large majority proved not to be pertinent to this research. This research focusses upon the most cited authors whose work is most relevant to the research subject.

Google scholar was used to source further literature pertaining to key authors in conjunction with other databases to maximise the amount of information retrieved: running both methods in parallel proved useful in this research.

Completion of this research has taken seven years and consequently, further literature has been uncovered over this time frame. For example, in the case of the lack of response to the parental questionnaire, literature surrounding non-participants was considered. Additionally, authors continued to produce work after the initial trawl had taken place. New documents have been published including the new Ofsted framework, The Education inspection framework (EIF, 2019a), and Ofsted School inspection handbook (2019b). Leads were followed in reference lists and by browsing the 'World Wide Web'. This stage is crucial for the success of a research project and is described by Hart (2000) as the 'progressive narrowing' (p.13) of a topic through the search and literature review to produce a strong research framework.

Through the review of literature it is evident that the inspection of NMSS has been subject to a number of different and developing inspection regimes, and identifying

quality within the sector remains a pertinent research issue. The searches identified several key themes: the historical perspectives of school inspection and special school provision, Ofsted inspection frameworks and publications, contemporary perspectives of school inspection, NMSS provision, the difference in SEND provision in relation to maintained mainstream, and the corresponding issue of quality beyond and within education. Hart (2000) suggests that by becoming familiar with the history of the research, the researcher becomes aware of contemporary issues and debate which is crucial in this research in understanding and defining manifestations of quality and inspection within the NMSS sector.

The review will consider literature from the Department for Education (DfE), Department for Children, Schools and Families (DCSF), Children Act (2004), Equality Act (2010) and Equality Act Guidance (2010), the Children and Families Act (2014), and the Special educational needs and disability code of practice: 0 to 25 years (2015) (CoP). This CoP (2015) brings together the legal duties for pupils with Special Educational Needs and Disability (SEND). It will examine literature which provides an account of school inspection and special school provision through publications from the Office for Standards in Education (Ofsted) including The School inspection framework (2011d, 2013a), 'The common inspection framework: education, skills and early years' (CIF, 2015d) and School inspection handbook (2016b, 2018). The evolution and understanding of SEND provision and inspection in NMSS and quality will also be discussed.

2.2 Acts

Acts of Parliament make up Statute Law in the UK and are primary legislation.

There are a number of Acts to be considered in relation to the Ofsted I School inspection framework (2011b, 2013a) and CIF (2015d), which address the requirements with regard to children and young people with SEND accessing NMSS provision.

The key functions of Ofsted are set out in law through specific Acts of Parliament: the Education Act 2005 (as amended), the Education and Skills Act (2008), the Childcare Act (2006) and Education and Inspection Act (2006). In this particular Act (2006) sections 116 and 118 focussed on Ofsted and 'places a new emphasis on promoting improvement' (Jones and Tymms, 2014, p.320).

The Human Rights Act (1998), Part II, The First Protocol, Article 2: Right to education, states that:

No person shall be denied a right to an education..... the State shall respect the right of parents to ensure that education and teaching conforms to their own convictions.

In the Children Act (2004) the welfare of the child was 'enshrined as the paramount consideration' in all decision making and the importance of families and duty of local authorities to provide support and a shift in focus from disability to the learning environment (Frederickson and Cline, 2015, p.65).

The Equality Act (2010) applies to all areas of public life including NMSS and legally protects individuals from discrimination in wider society. The implication for schools is to make reasonable adjustments for children and young people with SEND. This duty is stated as 'anticipatory', requiring schools to consider and plan ahead to ensure full participation in the curriculum and school life through making adjustments, alterations and providing auxiliary aids as required (NASEN, Undated).

The Equality Act Guidance (2010), Section A states:

A person has a disability for the purposes of the Act if he or she has a physical or mental impairment and the impairment has a substantial and long-term adverse effect on his or her to carry out normal day-to-day activities (p.7).

Pupils within the NMSS sector have complex needs resulting from one or more impairments which can be sensory, developmental, learning disabilities, organ specific, illnesses or mental health conditions. The Equality Act (2010) and the Equality Act Guidance (2010) influence the decisions made by leadership teams in NMSS in relation to pupils. They must ensure that assessment, admissions and tailored provision to meet the needs of the individual and their EHCP objectives are in line with the Act (2010) and other primary legislation.

The Children and Families Act (2014) focusses on wellbeing and rights (Warnock, 2010) and brings together the legal duties for schools with SEND pupils. The Act (2014) is the legislation from which the guidance for implementation within the (CoP) was developed and a set of principles applying to SEND responsibilities are laid out. Education Health and Care Plans (EHCP) were phased in to replace statements of SEND to ensure a joined-up approach from education, health and social care

professionals to support pupils holistically, and to address needs and issues within and beyond the mainstream remit of education. Section 19 of the Act (2014) states the importance of participation and inclusion of both the child's and parents' views. These views help to facilitate the development of the child by enabling a best holistic approach to education for each child and 'preparing them effectively for adulthood' (DfE/DoH, 2014; 19).

The Special educational needs and disability code of practice (CoP) 0 to 25 years (2015), is statutory guidance for the governing bodies of schools, including NMSS. The CoP (2015) states that in comparison to the previous CoP (2001) it is 'clearer, stronger and greater' as there is a:

- clearer focus on the participation of children and young people and parents in decision making at individual and strategic levels;
- stronger focus on high aspirations and on improving outcomes for children and young people;
- greater focus on support that enables those with SEN to succeed in their education and make successful transition to adulthood (p.14).

Within the CoP (2015) there is a shift from need to outcomes and a trend towards entitlement (Frederickson and Cline, 2015). It also includes important points in relation to quality within NMSS:

- SEND provision is compromised by anything less than high quality teaching;
- removing barriers to learning is crucial;
- individual duties are owed to children and young people with SEN (p.27);
- UN rights of the child (1989) must be considered (Appendix 2).

The CoP (2015) section 6 states schools must do everything they can to meet SEND, focussing on as Warnock (2010) argues 'what is needed but also why' (p.19). This includes 'high quality teaching, differentiated for the individual pupil', which is the first step in responding to pupils who have or may have SEN (CoP, 2015, p.99). It is stated as non-negotiable and the expectation is that leaders must 'build the quality of whole-school provision as part of their approach to school improvement' (p.92). However, it does not state how doing everything might be achieved or indeed, if or how it would be measured or inspected.

The Human Rights Act (1998) gives parents a voice and choice, and in addition the Children Act (2004), Equality Act (2010) and Equality Act guidance (2010) promotes choice, anti-discrimination, and necessary adjustments to enable access to education and independence. The Children and Families Act (2014) and SEND CoP (2015) have implications for schools including listening to pupils and families, actively involving them in decision-making and agreeing outcomes. This is captured in the essence of the CIF (2015d) and the criteria for Ofsted inspection in the School inspection handbook (2018).

The Human Rights Act (1998), Children Act (2004) Equality Act (2010) and Equality Act Guidance (2010), Children and Families Act (2014) and CoP (2015) promote the fundamental value of independence in society and regarded as choosing how to live life within the individuals inherent capabilities, values and preferences (Turnbull, Turnbull, Wehmeyer and Park, 2003). This premise encapsulates the principles of the person-centred approach, with the child and family being central to all decision-making (DfE, 2016). This approach secures holistic high quality provision to meet

SEND and promotes independence and participation within society.

2.3 Quality

2.3.1 What is quality?

There is a common agreement of the purpose of education across the sector and the importance of the 'quality of the learning experience and subsequent learner outcomes' is held in high esteem (Brundrett and Rhodes 2011, p.4). There is also an assumption of a shared understanding of the formative indicators of quality for the SEND sector, particularly in relation to the Acts¹, CoP (2015), The framework for school inspection (2011d, 2013a), the CIF (2015d) and School inspection handbook (2016b, 2018).

The multiple definitions and individual concepts of quality represent a significant challenge to the researcher. Crosby (1979) stresses the difficulties associated with the concept of quality and defines it as 'the Zero Defects concept' in which there is the guarantee that everything will be right and 'standards will be exceeded time and time again' (p.9). Dahlberg, Moss and Pence (2013) refer to quality as 'a challenge, something to be achieved, rather than a problem something to be questioned' because it is so important (p.3).

Pascal and Bertram (1994) suggest the meaning of quality is dependent on different concerns and priorities of individuals because 'quality is value laden, subjective and dynamic' (p.3), dependent upon context and culture. It is multi-dimensional with the

¹ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

possibility of a multiple and multi-layered understanding; a view shared by Ball (1985), Pence and Moss (1994), West-Burnham (1995), Moss, Dahlberg and Pence (2000), Sallis (2002), Tobin (2005), Sheridan (2007), Brundrett and Rhodes (2011) and Dahlberg, Moss and Pence (2013). Therefore, it is necessary to explore different interpretations and applications of quality to understand why the concept is stretched to the extreme and fraught with difficulties and opportunities.

In relation to education Ball (1985) argues that quality is complex:

There is no single final answer to the quality question and we should not look for it. But the issue cannot be avoided (p.96).

The researcher agrees with Ball's (1985) view, particularly that quality cannot be avoided because the schools' understanding and conceptualisation of quality is central to the delivery of holistic, individualised and targeted education and care within NMSS. This is specified in the Acts², CoP (2015), The framework for school inspection (2011d, 2013a), CIF (2015d) and the School inspection handbook (2016b, 2018). These documents refer to effectiveness, excellence, outstanding and quality which determine how NMSS are inspected, understood and judged, and influences and impacts upon the future viability of the sector.

Quality is, as Hedegaard-Soerenson and Tetler (2016) describe, a matter of opinion. The vision of quality teaching and its manifestation in NMSS is both a personal and professional judgement of the individual in relation to their position. It is considered to be a social and contextual construct by Ball (1985), Pence and Moss (1994), Tobin

² Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

(2005), Moss, Dahlberg and Pence (2000), Sallis (2002), Sheridan (2007), Brundrett and Rhodes (2011) and Dahlberg, Moss and Pence (2013).

Within education, Sallis (2002) rightly argues that whilst people in education all strive for quality provision, there is disagreement when it comes to the definition of the concept. He adds that the danger of the lack of, or disagreement about the meaning, is that quality has no practical value within educational establishments. Quality is dynamic in nature and produces motion, which leads to change. It is considered an absolute, embodying goodness, truth and prestige, which is why Sallis (2002) states that quality, can be broader than a single framework. However, Crosby (1979), West-Burnham (1995), Sallis (2002) and Brundrett and Rhodes (2011) agree that one incarnation of quality could be considered as compliance to a procedure or technical specification which is free from deficiencies: a concept that could be considered as fit for purpose, consistent, effective, valuable, meeting and exceeding standards. This interpretation is closely aligned to industry and utilised as a marketing tool and a means of standardisation and public accountability. The Ofsted inspection framework is considered 'an external summative process judging the extent to which an organisation meets externally imposed criteria' to demonstrate compliance (West-Burnham, 1994, p.158). Brundrett and Rhodes (2011) support this assertion. It is this view of quality that Sallis (2002) refers to as 'procedural' (p.13).

2.3.2 Procedural quality

Sallis (2002) refers to quality as 'the relative notion'; something ascribed to as fit for purpose, with chronological adherence and consistency (p.13). The procedural

concept is based upon proving that things have happened using hard indicators which in education would include adhering to primary legislation as stated in the Acts³ and CoP (2015). Within the NMSS sector examination results, vocational awards and qualifications, meeting the Education Health and Care Plan (EHCP) objectives and or criteria within the Ofsted inspection framework are also critical indicators of procedural quality for standardisation. This interpretation is a version of procedural quality to prove that targets have been met and/or exceeded through the adherence to a defined procedure (Sallis, 2002). Brundrett and Rhodes (2011) and Baxter and Clarke (2013) concur.

Pascal and Bertram (1994), Pence and Moss (1994), Moss, Dahlberg and Pence (2000), Sallis (2002), Brundrett and Rhodes (2011), Baxter and Clarke (2013) and Dahlberg, Moss and Pence (2013) consider quality to be value driven and influenced by the values and priorities of those who decide on the required outcomes and structures. Hines (2008) equates the modernist view of quality of provision to Ofsted inspections which identify how well a setting meets the uniform standards and outcomes set by the government's social and economic agenda. This is also evident in Quality Standards for SEN Support and Outreach Services (DCSF, 2008b) which set standards as intended outcomes for service management and delivery. This restrictive view of quality means that dominant policies and practices would be based on specific, standardised, procedural criteria (Sallis, 2002) which originate in a narrow context with no true recognition of difference, values, SEND, or context. This point is acknowledged by Minow (1990), Artiles (1998), Dyson (2001), Marshall

³ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

(2008), Warnock (2010), Florian (2014) and Norwich (2014). The recognition that quality could be examined holistically and may not be wholly concerned with externally imposed specified, standardised criteria and procedures is significant to this study.

The definition of quality as a procedural mechanism of evaluation has become 'an integral part of a new control system, assuming a policing function' (Dahlberg, Moss and Pence, 2013, p.96). This view of control is documented by Kogan (1988), Lee and Fitz (1999), Scott, (1999), Fielding (2001), Perryman (2007, 2009), Brundrett and Rhodes (2011), Clarke (2011), Bousted (2014) and Ofsted (2017).

Dahlberg, Moss and Pence (2013) extend this line of argument claiming that quality has been approached as 'A technical issue of expert knowledge and measurement' (p.6) which encourages reliance on expert systems and 'minimises the need for knowledge and personal trust' (p.99), as found by Kogan (1988), Lee and Fitz (1997), Scott (1999), Fielding (2001) and Bousted 2014). Dahlberg, Moss and Pence (2013) conclude this line of argument by stating it is 'acceptance of compliance' that has led us to become 'seekers of reassurance rather than understanding' (p.97). Porter (1995) (cited in Dahlberg, Moss and Pence, 2013, p.93) claims that this is the standpoint of objectivity which is focussed upon quantification and states:

Objectivity is the rule of law, not of men. It implies subordination of personal interests and prejudices to public standards (p.74).

Kogan (1988), Lee and Fitz (1997), Scott (1999), Fielding (200) and Bousted (2014) also found this to be the case. Subordination in this case is to Ofsted: a semi-

independent government body, a trusted public brand and friend of parents (Ofsted 2017).

Acceptance of compliance and procedural standards predominantly as a measure of quality in the NMSS sector would fail to demonstrate the extent and impact of holistic, individualised provision and planning. Holistic provision offers pupils the opportunities to achieve the best possible outcomes and improve life chances in adulthood. Acceptance of solely procedural quality would lead to SEND not being met and barriers to learning not being overcome. Differences would not be celebrated, developed, encouraged or harnessed. The professional interventions and the targeted provision which meet SEND, improve outcomes and transform lives as outlined in EHCPs and beyond would neither be acknowledged or valued as prescribed in the Acts⁴, CoP (2015), CIF (2015d) and School inspection handbook (2016b, 2018). Therefore it is vital that there is a wider or broader horizon which is sensitive to difference and individuality, contextual and linked to personal and philosophical considerations and values that shape transformation for individuals by enhancing their life chances as recognised by West-Burnham (1995), Sallis (2002), Brundrett and Rhodes (2011) and Dahlberg, Moss and Pence (2013).

2.3.3 Transformational Quality

Transformational quality is the broader conceptualisation of quality described by Sallis (2002) as a 'wider canvas' (p.14); a view subscribed to by West-Burnham (1995), Brundrett and Rhodes (2011), Dahlberg, Moss and Pence (2013) and the

⁴ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

researcher. It is the breadth of this conceptualisation that encapsulates the intangible and softer aspects of quality including holistic care, customer service, social and moral purpose and imperative and responsibility as agreed by Fullan (2001, 2005) and West-Burnham (1994). These are intrinsically linked to accountability, specialist knowledge, collaboration and leadership. Sallis (2002) claims that:

Transformational quality is achieved not through adhering to systems and procedures, but through the exercise of leadership. It is leadership that establishes a vision that translates into customer service and builds the structures and organisational culture that empower staff to deliver a quality service (p.14).

Sallis (2002) considers continuous improvement to be a leadership-driven organisational mind-set focussing on customers and, in the case of schools, pupils and families. This mind-set is central to the quality process because 'transformational quality blends the aspirations of the customers with the empowerment of staff' (Sallis, 2002, p.14). West-Burnham's (1995) identification of the central principles of Total Quality Management (TQM) reflects the transformational mind-set. This is a broader view which puts the customer first, encourages participation and seeks to expand their horizons. In the NMSS sector, transformational quality is about leadership, culture, morality, responsibility, accountability and stakeholders, and is pupil centred and led.

Transformational quality is indicative of a quality improvement agenda in which all members of staff take responsibility for the quality in their particular area or specialism, to ensure and secure customer satisfaction. It is the 'adaptive practice'

(Sammons, Hillman and Mortimore, 1995, p.17) through collaboration, dialogue and relationships between colleagues and stakeholders that is transformational and manufactures meaning. Dahlberg, Moss and Pence (2013) argue that the term the 'Discourse of Meaning making' reclaims personal judgement but does not result from an individual but rather from 'a discursive act' with and in relation to others (p.92). This is described by Fullan (2001) as 'coherence making' (p.6) and is referred to as 'knowledge creation activities' by Brundrett and Rhodes (2011, p.35).

Bourdieu (2005) argues that institutions and groups exist under conditions that are reinforced by the practice and collective thought of the members. He states that:

The self-evidence of the world is reduplicated by the instituted discourse about the world in which the whole groups' adherence to that self-evidence is affirmed (p.167).

Therefore Ofsted's control and domination of NMSS under inspection is founded upon their agreed organisational discourse, which is considered to be based upon a narrow and shallow definition and standards of education and qualifications. These standards and qualifications are considered as 'cultural capital': they have a 'conventional fixed value, which, being guaranteed by law is freed from local limitations' (Bourdieu, 2005, p.187) including context. Therefore, uncertified activities to promote well-being and independence, including unit awards and vocational qualifications which have the potential to increase 'cultural capital' for pupils with SEND may not be considered as a necessary or valuable quality indicator to Ofsted. These activities and qualifications are representative of difference. Inspection is based on agreed organisational standards and discourse which lack local context and limitation.

Greenway (2011) argues policies and practices based on specific, standardized quality criteria cannot be applied to the 'messy' social world of early years (p.53), and this view is equally applicable due to the complex SEND of the pupils and the depth and breadth of the NMSS sector. This sector is reliant on achieving good and outstanding outcomes against the increasingly sharper focus of the Ofsted inspection frameworks. This is problematic in relation to the pupils' complex SEND, and creates a 'dilemma of difference' for schools and for inspectors (Dyson, 2001). The inspectors' judgement, which should be based upon their experience, specialist knowledge, perception and understanding of the pupils' SEND within the abstract picture of NMSS, is in opposition to their organisational discourse and is dependent upon the Ofsted inspectors who arrive on the day to hold leaders to account; as referenced by Spielman (2017) and found by Rayner and Ribbins (1999) and Richards (2012).

It is the view of Sallis (2002) that the procedural concept proves quality and the transformational concept improves quality: it is 'doing the right thing and doing things right' (p.14). This idea is central for professionals working in NMSS with pupils with SEND. They share a core commitment to a pupil centred approach, to specialist knowledge and understanding of the specific SEND. The views, values, experiences and specialist knowledge held by pupils, parents and stakeholders are equally significant for the provision of individualised, holistic education and care within NMSS as referenced in the Acts⁵ and CoP (2015). 'Doing the right thing' and 'Doing things right' (Bennis and Nanus, 1985) are components of MacGilchrist, Myers and

⁵ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

Reed's (1997) distinctions between leadership and management (Table 2 below) indicating that procedural quality requires management, and transformational quality is driven and centred around the individual child which requires leadership. Whichever definition is chosen the emphasis remains the same: customer satisfaction and service as stated by West-Burnham (1994, 1995), Sallis (2002), Brundrett and Rhodes (2011) and Ofsted (2017).

Table 2

Distinctions between leadership and management (MacGilchrist, Myers and Reed, 1997, p.13)

Leadership	Management
'Building and maintaining an Organisational culture' (Schein, 1995)	'Building and maintaining an Organisational structure' (Schein, 1995)
'Establishing a mission for the school, giving a sense of direction' (Louis and Miles, 1992)	'Designing and carrying out plans, getting things done working effectively with people' (Louis and Miles, 1992)
'Doing the right thing' (Bennis and Nanus, 1985)	'Doing things right' (Bennis and Nanus, 1985)

2.3.4 Quality debates in education

Debates about the notions of quality are contentious within the NMSS sector due to the standardisation in The framework for school inspection (2011d, 2013a), the CIF (2015d) and the specified criteria for the judgements. Within the NMSS sector, quality may be recognised as an evolving, contemporaneous and contextualised term. It is dependent upon the individual aspirations of stakeholders, SEND and identified outcomes for the pupils both within and beyond EHCPs, and the vision and values of the school leaders in response to the Acts⁶ and the CoP (2015).

⁶ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

In relation to early childhood, Dahlberg, Moss and Pence (2013) state:

Quality is presented as a universal truth that is value and culture free and applicable anywhere in the field under consideration; in short, quality is a decontextualized concept (p.99).

This view is equally applicable to the NMSS. The relativity of the concept of quality in the context of the culture, beliefs and values and primarily the SEND of the pupils and their childhood experiences could be seen as the introduction to understanding the elasticity and breadth of the spectrum of quality in NMSS. This is of paramount importance in relation to stakeholders' views, and the research questions:

- Does 'The common inspection framework: education, skills and early years' (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?
- Do inspectors, head teachers/principals, teachers, therapists and parents share the same perceptions of quality factors within the Non-Maintained Special School settings?

Quality has become an entitlement and expectation across the education sector but is particularly problematic to determine in the NMSS sector because of its complex nature within an equally complex sector. The wide range of specialist provision within NMSS, together with the nature of the consumers, the 'different' pupils and their SEND, and the perception and positionality of stakeholders create a dilemma for leaders in determining quality provision for every child (Dyson, 2001); a point which is acknowledged by Minow (1990), Artiles (1998), Rayner and Ribbins (1999), Richards (2012) and Ainscow (2000). The next section of the review will explore different constructs, debates and frameworks for quality and aims to further develop

the definition of quality within the NMSS context of this study.

2.3.5 Constructs of quality

When considering the construction, measurement and understanding of quality it is important to consider the interests, values and views and positions of all stakeholders in order to determine their expectations and understanding of the concept of quality. This point is stressed by Pascal and Bertram (1994), Pence and Moss (1994), Moss, Dahlberg and Pence (2000), Sallis (2002), Brundrett and Rhodes (2011), Greenway (2011), Richards (2012) and Dahlberg, Moss and Pence (2013).

Katz (1993) maintains that the quality of Early Years provision can be seen from a variety of perspectives that can make an 'indispensable contribution' (p.9) as can be seen in the construction of her framework:

1. From above as seen by visiting adults and observers
2. From below as seen by the children themselves
3. From the outside as seen by the parents served by the provision
4. From the outside as seen by the staff who work in the settings.
5. As perceived by society and policy makers (p.5).

These perspectives are utilised in Sheridan's (2007) framework. She argues that the concept of quality can be unpacked and judged in reference to the child, teacher, learning context and society.

Katz' (1993) descriptions of the dimensions of quality acknowledge that indicators of quality may not be shared by all stakeholders as the concept is relative and position

and values will determine perception. She suggests additionally that the multiple perspectives of each group have implications for the context (p.5). Whilst Katz' (1993) dimensions of quality pertain to early years provision, they are equally applicable to the NMSS sector. NMSS are concerned with creating a safe, nurturing environment that promotes physical, social, emotional and intellectual development to enable growth of the individual. This contributes to independence, enhances quality of life and prepares young people for adulthood. This assertion, based on personal experience across the NMSS sector was the catalyst for the second research question: Do inspectors, head teachers/principals, teachers, therapists and parents; share the same perceptions of quality indicators within the NMSS setting?

Within Katz' (1993) dimensions of quality, the child (and his/her feelings about participation) become central and so assessment of the quality of provision involves 'making inferences, on the basis of observation and interaction' (p.7), which is influenced by the interests, values and position of the stakeholders. This practice, focussed on each child's perspective, helps to ensure that they each receive appropriate provision as outlined in the Acts⁷ and the CoP (2015).

The EEL Conceptual Framework for quality (1998) (Figure 1, p.50) was organised around the ten dimensions of quality identified by Pascal, Bertram and Ramsden (1994). This national research project was intended to enhance quality and improve learning in education and care settings. Pascal and Bertram's Conceptual Framework (1998) has the child at the centre, has dimensions of quality similar to

⁷ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

Katz' (1993) and includes domains of impact that dovetail into Katz' (1993) framework. Pascal, Bertram and Ramsden (1997) reason that there needs to be confidence that provision and practitioners offered productive, quality learning experiences which impact upon the child, adult and institutional development. The emphasis placed on the value and evaluation of the provision and learning process is distinctive in this research, defining quality through inclusion and the understanding of their stakeholders' perspectives. The Conceptual Framework (1998) has also informed the Bristol Standard Quality Improvement Framework (Torbay Council, undated). The ten dimensions of quality utilised in the Bristol Standard and imported into the quality improvement wheel (Figure 2, p.51) are taken from the EEL project. The headings referenced in the Bristol Standard Quality Improvement Framework (Torbay Council, undated), based on Pascal et al.'s Conceptual Framework (1998) have been identified by the researcher as crucial in producing high quality provision and ensuring that the child's needs are central to every aspect. They permeate the Quality Standards for Special Educational Needs (SEN) Support and outreach services (DCSF, 2008), and the key features of good practice in 'Guidance for Flexible Learning Pathways' (Aberdeenshire Council, 2014). They are, however, too broad and detailed for this research; therefore, Katz' (1993) framework and dimensions will be referenced.

2.3.6 The consumer's role in quality: pupils, parents and stakeholders

The concept of Total Quality Management (TQM) is central to consumer /customer satisfaction as it provides them with what they want, when they want it and how they want it (West-Burnham, 1994). To achieve this schools require broad and deep knowledge of every individual pupil and parent as customers to know them in

differing ways to form and utilise the knowledge to translate needs into innovative new procedures (Artzt, 1992, cited in Sallis 2002). West-Burnham (1994) states that TQM has a 'clear moral imperative and is customer focussed' (p.19). This is crucial as the customers in this research are the pupils and parents who are the 'arbitrators of quality' (Sallis, 2002, p.15). Katz' (1993) framework provides the means to acquire knowledge and understanding from stakeholders who are focussed on quality regardless of their position. This is of great significance to the NMSS sector, which is dependent upon local authorities purchasing places, and parents requesting a placement at the specific school. They need to be confident that the school can offer the best provision to meet the holistic SEND of their child within and beyond the parameters of the EHCP in adherence to the Acts⁸, the CoP 2015 and UN rights of the child (1989), (Appendix 2).

Although schools are quality service providers (Ofsted, 2017), they are not dealing with products with guaranteed standards, but with humans who are different, non-standardised and unique. They have their own beliefs, expectations, experiences, interpretations and opinions which must be acknowledged and accepted (Bourdieu, 2005) as outlined in the Acts⁹ and the CoP (2015). Within schools there is direct contact between the customer and the deliverer of service: the school. Service and delivery cannot be separated from the pupil/parent as consumer/customer and the school as provider as these determine the level of service interpreted, perceived and/or received. This is a complex issue particularly when the leaders are

⁸ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

⁹ As above

accountable to the pupils, the parents, the staff, the governors, external stakeholders, the public, politicians, the government and Ofsted. The breadth of accountability is acknowledged by Kogan (1988), Rayner and Ribbins (1999), Brundrett and Rhodes (2011) and Richards (2012).

Parents and other stakeholders are recognised as having a key role in the education of their child to ensure that their SEND is met through quality provision. Parental contribution, triangulation, understanding and views are central to understanding pupils with SEND and an important part of any internal or external inspection process as a 'statutory duty' (CIF, 2015d, p.21) as outlined in the Acts¹⁰ and the CoP (2015). Parents of many children who are placed within the NMSS sector will have fought their Local Authority face to face to secure a placement for their child. They demand, and expect, high quality provision and communication with the multi-disciplinary team to ensure the best possible outcomes and life chances for their child. Co-operative and supportive relationships with parents have a positive effect (Sammons, Hillman and Mortimore, 1995). Parents 'have a stake in the quality of our education system' (DfE, 2016, p.65) and there is no doubt that parents who are informed, participating, engaged in dialogue, exchanging information, involved in decision making and accepting responsibility to act leads to empowerment as found by Bethere and Pavitola (2014). However, parents may not know or be concerned about the formal structure of education and therefore may be unable to make informed decisions about holistic quality and provision. Bethere and Pavitola (2014) argue that parental 'evaluation has been formulated looking through the prism of the

¹⁰ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

needs of every single child' (p.1599). This view links in with and focusses on the individual as assessed by the individual. That view is limited, but nevertheless parent evaluation and participation is considered to be one of the main quality indicators for special, inclusive, quality education. It is regarded as such by Ofsted, (2015b, 2017), the Secretary of State for Education and internal and external stakeholders outlined in the Acts¹¹, CoP (2015) and recognised by Katz (1993), West-Burnham (1994, 1995) and Brundrett and Rhodes (2011).

The role of parents is a primary determinant of pupil outcomes, including attainment. Parents have two mechanisms of influence: firstly, voting with their feet and either refusing to send their child or removing them from the school; secondly, pressurising schools directly to improve internally through school procedures or externally through Ofsted (Jones and Tymms, 2014, p.323). Ofsted is reliant on these powerful consumers to inform their practice and assist them in their process of meaning making (Dahlberg, Moss and Pence, 2013). Therefore it is in the schools' best interests to work collaboratively with parents as they fulfil a reciprocal role with the inspectors within the imposed governmental accountability mechanism through Ofsted (Brundrett and Rhodes, 2011).

Many commentators already considered acknowledge the importance of quality in education. They recognise it is seen as a conundrum because of its multi-faceted structure and contextual nature which are dependent upon the values and position of the individual/stakeholder group and where the light of inspection is shone.

¹¹ Human Rights Act (1998), Children Act, (2004), Equality Act, Guidance, (2010), Children and Families Act, (2014)

2.3.7 Quality of teaching and learning in NMSS

Gove (2010) comments 'We know that nothing matters more in improving education than giving every child access to the best possible teaching' (DfE, 2010, p.7).

Rosen, HMCI, (2011e) reiterates the point arguing:

There is no doubt that the quality of teaching is the single most crucial factor in promoting achievement of pupils' (p.4, 2011e).

This point was reiterated by Morgan (2016) found by Sammons, Hillman and Mortimore (1995), Ofsted (2014) and Webster and Blatchford (2014).

Bethere and Pavitola (2014) suggest that quality education is related to:

competent teachers, specialist skills, attention to development of life and social skills' and 'pedagogical, personal provision for learning and learning environments as confirmed by Coe, Aloisi, Higgins and Eliot-Major (2014). Excellence for All (DfE, 2009) suggests the 'aspirational ethos' and challenge and support, breadth (real world), depth (beyond the syllabus) enable schools to develop their own 'distinctive definition of Quality First Teaching' (p.4). This is important because the quality of 'teaching and learning influences educational outcomes' (Sammons, Hillman and Mortimore (1995, p.24) and in the broadest sense it impacts on life chances.

In Twelve Outstanding Special Schools (Ofsted, 2009) Christine Gilbert, HMCI, (2009) states that the maintained special schools in the study were 'educational innovators' (p.1) as:

They have staff who are exceptionally skilled both as educators and as carers, and who have a passion for their work and a deep affection and respect for the children they teach. The teachers and support staff have a

range of communication skills which enable them to connect with their students. Many teachers have a refined ability to recognise needs and responses which may be far from evident, enhanced teaching skills, and the expertise to recognise progress which may proceed in tiny increments (Ofsted, 2009, p.2).

The previous points made by HMCI Gilbert (2009) suggest that she considers these components to be indicators of quality, although quality is not specifically mentioned.

Hedegaard-Soerensen and Tetler (2016) develop this line of argument defining a detailed philosophical landscape of the components of quality of teaching as a broader canvas (Sallis, 2002). Hedegaard-Soerensen and Tetler (2016) state that:

Quality of teaching is defined as teachers' acknowledgement and management of learners' individual interests and preconditions without relying on disability categories. Quality is interrelated with and based on a broad approach towards learning, as learning is perceived as a mixture of personal, social and academic dimensions. Furthermore, quality of teaching is connected with teachers' ability to teach according to both this multi-dimensional definition of learning *and* to their specific knowledge about individual differences (p.267).

This indicates that quality is holistic and about knowledge sharing, building skills and collaboration within multi- professional teams and families in order 'to support the child's progress' which is transformative (CoP, p.103, 2015). This opinion is acknowledged by DCSF (2008b), Katz (1993) and is required by the Acts¹².

¹²Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

Hedegaard-Soerensen and Tetler (2016) state that the specialist knowledge held by teachers consists of an understanding of individual pupils' needs and how to support their learning as individuals, all of whom are different and require provision that is 'additional to and different from' the school curriculum offer (CoP, p.105, 2015). This suggests that this unique and specific understanding is related to Corbett's (2001) description of 'connective pedagogy' (p.268) which connects the pupil to their individualised learning style and the curriculum. Furthermore they surmise that the key component of quality teaching practice involves 'a combination of different theoretical and professional perspectives' (p.268). It is this collaborative discourse of making meaning that promotes common aims and understanding and enables stakeholders to work together for the benefit of individuals through the development of specialist knowledge (Dahlberg, Moss and Pence, 2013). This is recognised by Fullan (2001), Brundrett and Rhodes (2011) and stated in the Acts¹³ and the CoP (2015). This approach also helps to promote a sense of purpose and well-being which impacts on achievement and is particularly significant in NMSS where pupils with SEND are more likely to be unhappy in school or experience difficulties with their work resulting from their psychological make-up (DfE, July 2017).

Working collaboratively for the benefit of individuals, groups and the greater good of the organisation is equally applicable to professionals within NMSS who are required to produce and enact knowledgeable, coherent and multi-layered performances as a means of accountability for a variety of stakeholder groups including Ofsted, as

¹³ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

recognised by Fullan (2001), Brundrett and Rhodes (2011), Clarke (2011) and Baxter and Clarke (2013).

Figure 1
The EEL Framework, Pascal and Bertram (1998)

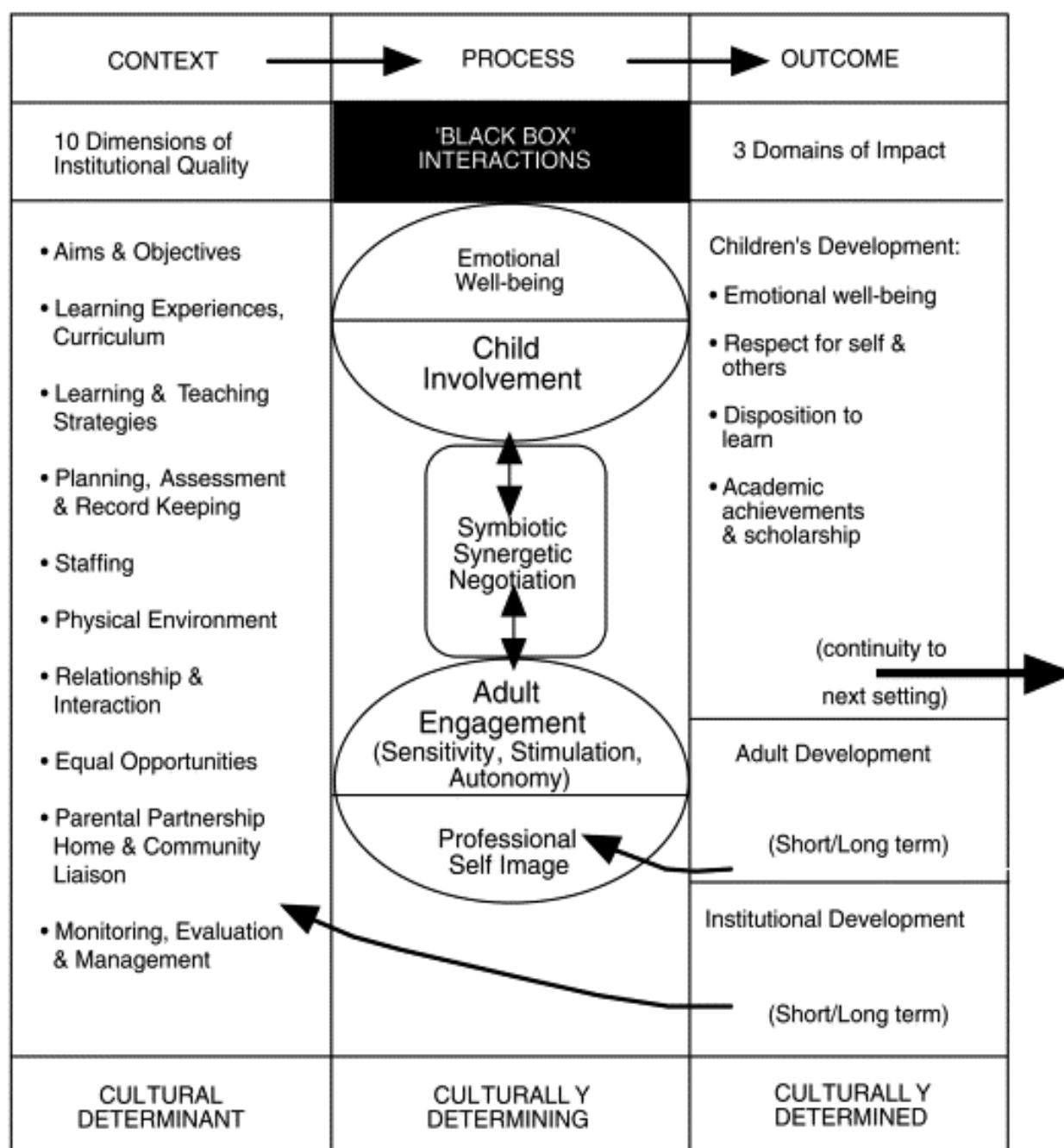
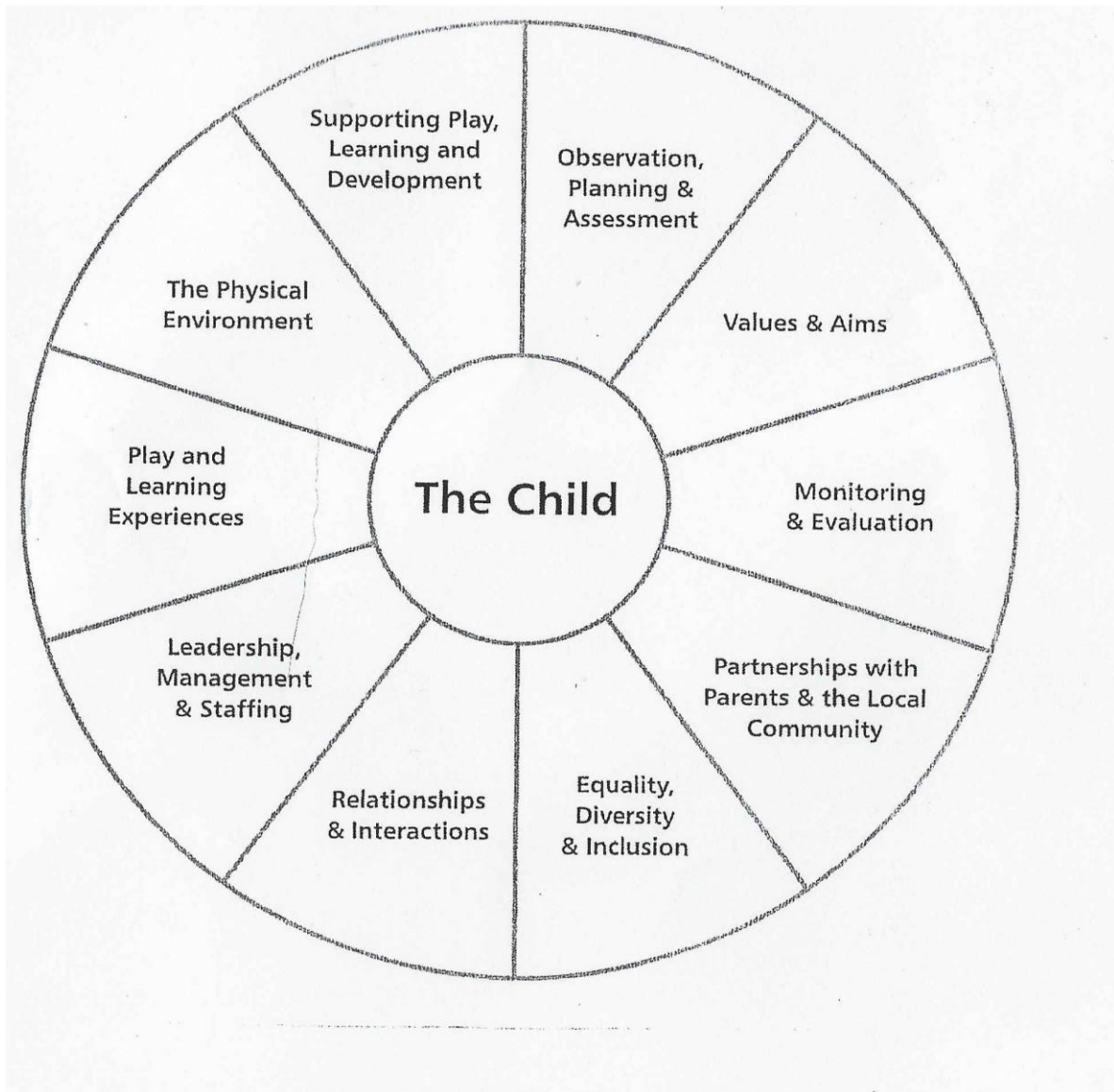


Figure 2

The Bristol Standard Evaluation Framework (Undated)



Hedegaard-Soerenson and Tetler (2016) undertook research into quality in special education in Denmark. They questioned which criteria of quality are relevant for evaluating teaching and learning approaches in relation to holistic achievement, the development of social competences and well-being, and framed questions which led to the core of their study: What is special about special education?, a question posed by a number of commentators including Artiles (1998), Minow (1990),

Thomas, Yee and Lee (2000), Dyson (2001), Warnock (2010) and Florian (2014).

Ofsted's (2009) report observed that outstanding special schools shared the following features:

- High expectations and aspirations and a profound and well justified belief that every child and young person can succeed;
- Refined skill in finding and applying the most effective approaches to communicating with, relating to and teaching children and young people with special needs and challenges;
- Exceptional expertise in assessing progress and recognising the smallest steps as well as large jumps in learning, and in using assessment to guide teaching directly;
- Highly effective and indispensable teamwork across the school workforce in which varied skills combine the best practice is readily shared;
- Strong partnerships with other professionals and providers, not least in reintegration and transition;
- The provision of ambitious and exciting opportunities through well designed and individualised curriculum arrangements;
- Respect for individual children, young people and their parents, with the power to bring cheer and self-belief to children, and relief, optimism and support to parents;
- Unremittingly committed, inspirational and forward-looking leadership which
- Believes that every professional challenge has a solution (Scott and McNeish, 2013, p.26).

These key features identified in maintained special schools are considered to be

features of the special nature of quality special education including NMSS. This research questions the relationship between quality, NMSS and inspection which needs to be examined in relation to accountability.

2.3.8 Accountability and quality

Brundrett and Rhodes (2011) argue that accountability and quality are inseparable and value laden:

The term accountability describes a relationship in which one party has an obligation, contractual or otherwise, to account for her or his performance of certain action to another (p.22).

Accountability has increased in education over the years whilst autonomy has also increased and takes 'different forms contingent on the nature of the organisation' (Brundrett and Rhodes, 2011, p.27). This was also found by Clarke (2011), Baxter and Clarke (2013) and Baxter (2014). Schools are accountable to Ofsted for the quality of provision, standards and effectiveness and interpretation is based on the sector.

The CIF (2015d) was developed to hold schools to account. It provides the highest level of contractual accountability for schools and is considered to be independent, thus providing public and governmental assurance. Kogan (1988) states that in order to serve the audiences and meet desired intentions in education, accountability has three purposes: public or state control, professional control, (including self-regulation) and consumer control (p.24). Leithwood (2001) suggests there are four categories of accountability: market approaches, ensuring that the product is appealing to prospective stakeholders; decentralised approaches, focussing on

stakeholders; performance approaches, including leadership and collaboration; and management approaches. These approaches are visible and demonstrated within the NMSS sector. Scott (1999) defined five accountability models, the most relevant to this research being the 'evaluative state model' (p.27). This model is imposed on schools by Ofsted to secure compliance through the CIF (2015d).

In education, it is the state control and accountability to government and the general public that holds schools to account through predominantly contractual and punitive processes as found by Male (1999), Fielding (2001) and Boustead (2014). Fielding (2001) suggests that the term accountability is in itself problematic and the term responsibility is a worthy replacement because:

The distinctions between accountability and responsibility point to two contrasting realities and intentionsResponsibility is primarily moral, not a technical contractual notion (p.700).

The framework for school inspection (2011d), (2013a) and the CIF (2015d) have changed and developed over time and the levels of accountability have become increasingly sharp in focus. NMSS are accountable to a range of stakeholders and operate within a multiplicity of sense and purpose in accountability as identified by Macpherson (1995) and Ferlie (1996). The impact of this:

cannot be underestimated and it is particularly problematic since school leaders are held to account by such a range of stakeholders' (Brundrett and Rhodes, 2011, p.28).

Clarke (2011) argues that the basis for deciding what should be inspected is constantly changing and politically motivated. Ofsted, therefore, provides the lenses

of assurance, clarity and insight into schools for a variety of stakeholders, internal and external and as a 'force for improvement' (Ofsted, 2017, p.5). This force coerces leaders into compliance and acceptance of the power and influence of the Ofsted inspection process (Bourdieu, 2005). It is the power and control demonstrated by Ofsted that has led to anxiety, fear stress and wariness. This has led to leaders' chronic anticipation and dread of the inspectors, the inspection process and professional judgements. The theme of power and control is discussed by Male (1999), Jeffrey and Woods (1998), Ball (2003), Perryman (2009) and Clarke (2011).

Perryman (2009) extends this perception arguing that Ofsted utilise surveillance strategies that co-exist within the inspectorate's disciplinary power, which leads to a culture of coercively controlled compliance which is demonstrated by leaders and schools when under the inspection regime as found by Jeffrey and Woods (1998), Male (1999) and Ball (2003).

2.3.9 Leadership and performativity

Clarke (2011) argues that the accountability context that leaders are placed within and the challenges they face in terms of performance links accountability to performativity as argued by Ball (2003), Perryman (2009) and Brundrett and Rhodes (2011). Ball (2003) considers performativity to be:

a technology, a culture and a mode of regulation that employs judgements , comparisons and displays as a means of incentive, control, attrition and change – based on rewards and sanctions (both material and symbolic), (p.216).

Ball (2003) and Perryman (2009) contest that professionals are under Ofsted surveillance and as such have normalised performativity behaviours in line with the inspectorate in order to achieve a successful inspection. This practice is morally costly as they step aside from professional authenticity to fulfil a role of compliant performance. This was found by Case, Case and Catling (2000), Gunter (2002), Clarke (2011), Baxter and Clarke (2013) and Baxter (2014).

Bourdieu's (1990) theory of practice provides the concept of a field in which agents position themselves to act, which is explained through habitus. Gunter (2002) asserts that Bourdieu (1990) 'bridges the subjectivity-objectivity divide by use of habitus which is a "feel for the game" (p.13). The competitive field in which the struggle for authority or cultural capital is enacted may be utilised to dominate, subordinate or gain equivalence. In education Bourdieu (1990) argues 'the whole logic of the field' (p.43) must be considered, which in this research is the stakeholders, the inspectorate and quality within NMSS.

Ofsted claims that inspection is now undertaken in partnership with school; however, the idea of inspectors who hold the power and control working in partnership with leaders cannot genuinely be achieved (Collinsons, undated). Partnership cannot be achieved whilst the balance of power between the inspector and the inspected is so uneven and the penalties for failing the inspection involve such high stakes; when inspectors embody the force for improvement and act as external accountability agents as suggested by Ferguson, Earley, Fidler and Ouston (1999), Male (1999), Perryman (2009) and Courtney (2013). Therefore there is little confidence and trust in the process on the part of the inspected. Nevertheless the inspection framework

and handbook criteria under which schools are inspected and judged are intended to focus school leaders' priorities. The success of their school and themselves as individual leaders is determined by the inspectors' interpretation and judgement of their quality and effectiveness. However, too often the inspection process and subsequent judgement is dependent upon erratic standards, personal preferences and 'criticism rather than advice' (Male, 1999, p.265), and upon who turns up on the day (Spielman, 2017).

2.3.10 School effectiveness, school improvement and leadership

The term school effectiveness is used to describe the extent to which schools fulfil their objectives and compare in terms of quantitative measures. The practice of school improvement details the dynamic development and changes in a school that leads to greater effectiveness. Bollen (1996) brings the concepts of school effectiveness and improvement research together arguing that school effectiveness and school improvement has a symbiotic relationship. This symbiotic relationship and high quality and effective leadership have the potential to improve practice and effectiveness contextually within the school.

Harris (2003) argues that the 'potential of leadership to influence pupil and school performance remains unequivocal' (p.9). Leaders are considered 'a key ingredient' to sustain improvement (DfE, 2016, p.6). The effectiveness of leadership and management is described by Rosen, HMCI (2011e) as 'pivotal' (p.5). Strong leadership is the key to a good or better school. Consistency, collaboration, cooperation and common purpose derived from determined and resolute leadership is crucial to school improvement (Ofsted, 2012a). This 'unity of purpose' (Sammons,

Hillman and Mortimore, 1995, p.11) and ‘the unremittingly committed, inspirational and forward-looking leadership which believes that every professional challenge has a solution’ (Ofsted, 2009, p.3), leads to clarity, vision and aspiration. Therefore, putting leaders at the ‘heart’ of the system as advocated by Morgan (DfE, 2016, p.8) and at the ‘heart’ of Ofsted reforms Wilshaw (p.2, 2015c) is the key to achieving high quality outcomes. This view of leadership is shared by Gilbert, (2009); Gove (DfE, 2011), Brundrett and Rhodes (2011); Clarke (2011); Bethere and Pavitola (2014) and referenced in the Acts¹⁴ and the CoP (2015).

Gerwartz et al., (1995) state that leaders have to be ‘multi-lingual’ in terms of their communications within the range, positions and power of the stakeholder groups they converse with (Day, 2003, p.157). They need the ability to navigate ‘multiple and competing discourses’ emanating from the range of stakeholders to whom leaders are accountable’ (Brundrett and Rhodes, 2011). They also have the experience, knowledge and skills to successfully deliver and demonstrate impact through multi-layered (Baxter, 2014), multiple purpose accountability (Macpherson, 1995).

2.3.11 Leadership and management in the School inspection handbook (2016b, 2018a) and The common inspection framework (CIF) (2015d)

The Ofsted School inspection handbook (2016b, 2018) refers to the CIF (2015d) for judgement on the effectiveness of leadership and management. It comprises 18 criteria which inspectors will consider in relation to the CIF (2015d). It covers all aspects of school business for which leaders and managers are accountable. It is

¹⁴ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

interesting that in the CIF (2015d) and in the School inspection handbook (Ofsted, 2016b, 2018a) there is a shift in the language and order of judgements. The effectiveness of leadership and management replaced the achievement of pupils as the first judgement. This judgement puts the focus on effectiveness, as opposed to quality, and the emphasis is placed on the extent to which leaders have created an enabling culture which promotes excellence, to ensure delivery of high quality teaching meeting the 'good' standard, or achieving 'outstanding' when it exceeds that standard (Ofsted, 2018, p.39). Thus it is seen that quality is linked to the effectiveness of leaders, which is linked to high quality teaching, learning, provision and accountability; and this in turn is linked to the judgement of overall effectiveness for which leaders are held accountable (2018, p.43).

2.4 Inspection

2.4.1 The origins of school inspection

The historical perspective of school inspection 1839-1939 is reviewed by Dunford (1998) who suggests that the 'character, definitions and principles of inspection' have influenced the course of the developing inspectorate in the 20th century (p.1), and indeed into the 21st century (Lawton and Gordon, 1987, p.51-2). The contemporary need for state accountability in the NMSS sector and increased scrutiny, focus on and interest in public spending, which is particularly significant within this sector, has placed the issue of inspection and quality in NMSS under review.

School inspection is controversial due to it being historically linked to payment-by-results, as access to government grants depended upon the pupils' ability to perform on inspection day. This gave rise to Rapple's (1994) description of 'a narrow,

restrictive system' of accountability in schools (p.1).

According to Dunford (1998) the period of 1895-1939 was one of 'reorganisation and consolidation' (p.17); a view endorsed by Wilcox and Gray (1996). These authors recognise the evolution in school inspection processes from their origins as single inspectors testing children, through the various changes in the education system reflecting political decisions and Education Acts. The introduction of the Education Act (1944) (the Butler Act) advocated access to education for all, and stated that schools providing 'special educational treatment, for pupils requiring treatment' were to be known as special schools (Section, 9). Wilcox and Gray (1996) suggest there was a period of 'educational consensus' (p.26) with HMI responding and providing a more advisory role to the inspection process. They were considered as critical friends who were assisting schools, rather than 'exercising control' (Maclure, 1988, p.105). In the 1980s, HMI was high profile and supported by teachers (Maw, 1995) but HMI had become unpopular with the government due to their perceived criticism of policies, professional culture and judgement (Baxter and Clarke, 2013).

The Citizens Charter (Cabinet Office, 1991) defined reasonable expectations for citizens from the public services, including education, and the then Education Secretary, Kenneth Clark, reviewed HMI to identify options for an Inspectorate capable of delivering a quality control system to meet the needs of all education providers (DES, 1991). This action was a result of Government dissatisfaction and hostility towards HMI and the Local Education Authorities (LEA). The Citizens Charter (Cabinet Office, 1991) also led to the Parents Charter (1991) and the decision that the Inspectorate should function as a regulatory body with regional,

privatised inspection agencies contracted to undertake inspections. The range of individuals employed within those agencies called into question the consistency and quality of judgements as stressed by Maw (1995) and Baxter and Clarke (2013).

The 1992 Education (Schools) Act (DES) stated that there needed to be an 'increase in public awareness' (p.10, (b)) in relation to accountability, standards and inspection. A new non-ministerial government department, the 'Monolithic Body' (Thomas, 1998, p.426) of the Office for Standards in Education (Ofsted) was established in England. The 'evolution or revolution in school inspection' suggested by Lee and Fitz (1997, p.39) led to renewed interest in the standards in school inspection, and is evident in the inspection frameworks of the 20th and 21st centuries. The initial concern was to meet and maintain agreed standards with appropriate funding, but curriculum development and pedagogy were of increasing interest in a drive for quality education, due to greater recognition and understanding of the impact of teaching on the outcomes for pupils as referenced in the Acts¹⁵ and the CoP (2015).

2.4.2 Ofsted Inception

In September 1994 the new system of school inspection under Ofsted was introduced in England following a period of 'sustained criticism' of English state education (Eliot, 2012, p.1). The intention of Ofsted was to raise standards and increase accountability of leaders (Male, 1999). The criteria to judge quality, stated in the (1994) inspection framework, applied to all maintained and non-maintained schools. Sebba, Clarke and Emery (1996) argue that many criteria within the

¹⁵ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

framework were 'derived from the literature on school effectiveness' (p.83), which did not specifically focus on special schools. Sebba (1992) questioned the appropriateness of applying mainstream effectiveness criteria to the special school setting noting that while 'management, administration and leadership may be similar.....other aspects may differ' (1996, p.84). Thomas, Yee and Lee (2000) suggested that there was concern about the 'validity of the criteria for special education' (p.5). They warned against the assumption that school effectiveness research 'can be assimilated unproblematically' (p.5) within special schools as they are by definition different.

The framework (1994) as referenced by Sebba, Clark and Emery (1996) led to concern within the special school sector that the curriculum provision to meet the SEND needs of the pupils was not encompassed within the National Curriculum. This led to a dilemma in curriculum development within SEN settings because the Code of Practice (DfE, 1994) 'emphasised curriculum entitlement, breadth and balance' (Sebba, Clarke and Emery, 1996, p.87). Difficulties with the inspection framework were identified by Ofsted who acknowledged that refinements were necessary for special schools because of the different curricular offer (Matthews & Smith 1995). The requirement to meet every individual's specific need (which within the NMSS sector was often beyond the boundaries of the National Curriculum) and to address the difficulties and differences for a complex SEN cohort quickly became an issue. The holistic curriculum as taught/trained, experienced and progressed was not recognised in the inspection frameworks nor focussed upon in inspection. Inspection was based on national standards and NMSS were working both within and beyond those standards, demonstrating procedural and transformational

practice (Sallis, 2002).

2.4.3 Ofsted's Purpose

The Ofsted inspection process is designed to assess schools' successes in terms of pupil outcomes and experiences which are the core of quality assurance. Matthews and Smith (1995) remind us that 'the quality standard' for Ofsted inspection is the Framework for the inspection of schools (Ofsted, 1994). They state that the framework as part of the School inspection handbook (1993) received 'professional approbation' (p.25) and was considered a mirror for the inspector and inspected (Matthews and Smith 1995).

Hargreaves (1995) argues that Ofsted inspectors are trained and 'become shrewd observers and judges' (p.119?). Inspectors' experience and knowledge enable them to review schools:

within a wide frame of reference of policy and practice; they work to reasonably clear criteria which are now explicit and open to all; they are detached; they are trusted by parents and governors to be truthful (p.119).

These points are reiterated by Ofsted in the strategy (2017). Ferguson, Earley, Fidler and Ouston (2000) suggest that teachers and leaders accept Ofsted inspections as a 'necessary accountability mechanism' (p.21) and value this external audit as outlined by Matthews and Smith (1995).

Ofsted was to become the externally imposed governmental semi-independent organisation to hold schools to account. It is considered to act as 'society's servant' (Davis and White, 2001, p.676). It is structured to give Lee and Fitz's (1997)

description of 'authoritative advice' (p.39) and is aligned to Scott's (1999) reference to the 'evaluative state model' (p.27). This indicates the requirement for the state to maintain a level of control of education through the Ofsted 'quango', a quasi-autonomous non-governmental organisation that acts on behalf of the government, through devolved disciplinary powers. The control process is described by Bourdieu (2005) and found by Ball (2003), Perryman (2009), Brundrett and Rhodes (2011) and Clarke (2011).

Baxter and Clarke (2013) term the original mode of inspection and 1994 framework of 29 judgements and sub-judgements as 'a tick box culture', and regard the intention of the 2012 framework to be liberating (p.703). They suggest that the reduction of the framework to four judgements freed up professional judgement of qualities within schools. Whilst this suggests benefits and progress, professional judgement has undergone some research (Jeffrey and Woods, 1996; Lee and Fitz, 1997; Ferguson, Earley, Fidler, Ouston, 2000). This is in itself problematic, and has been found to be complex and constrained by practical and ethical difficulties similar to the issues identified with the Ofsted body (Baxter and Clarke, 2013).

From 1994 to 2011 the numerous judgements and sub-judgements (from the tick box regime) which determined the inspectors' overall judgement also protected them from partiality. From 2012 the language of Ofsted and the inspection script became aligned to the inspection framework, which again secured some protection for inspectors in schools. The inspectorate has worked to improving trust in the Ofsted body through the employment of practitioners currently working in the sector which has, in some cases, given a level of confidence to school professionals. Wilshaw

(2015c) stresses that the appointment of proven, serving leaders would help improve the quality and consistency of inspection (p.3). However, it could equally be argued that professionals from similar backgrounds are compromised by partiality and proximity to the inspected. Ayers and Braithwaite (1992) refer to this as 'capture' (p.6). This combined with a 'multi-layered approach' (Baxter and Clarke, 2013, p.711) to inspection, and the subsequent standardisation processes that take place, may not represent the original assessment and intention of the inspection team. Therefore, a significant challenge in the inspection process lies in the paradoxical nature of the type of professional judgement required by inspectors and a common understanding of 'taking account of context' (Baxter and Clarke, 2013, p.709).

The discussion emerging from this literature review highlights the change and development of the inspectorate and perceptions of the inspection. Baxter and Clark (2013) and Baxter (2014) reinforce the opinions that there have been significant changes since the (2012) inspection framework as identified by Brundrett and Rhodes (2011). These changes have enabled professional inspectors to evaluate the qualities of their observations - to take account of the context, the nature of the intake and the rates of progress; however, in so doing, reliance was placed upon inspectors to understand and narrate the story of the school (Baxter and Clarke, 2013). The change from inspection focussed on communicating to stakeholders in the 2009 inspection framework to narrating the story (2012) is indicative of the intensity of control and momentum to narrow and sharpen the focus of inspection. However, it is a risk to a school to place reliance on an inspector who is a member of the Ofsted institution and indoctrinated into the official disciplinary and regulatory discourse as described by Bourdieu (2005), and found by Ball (2003) and Perryman

(2009). An inspector who could be inexperienced in a specific SEND setting, or enacting the role of inspector whilst being affected by 'Inspector capture' (Ayers and Braithwaite, 1992, p.22) makes the school vulnerable due to the potential unreliability of the individual inspector as an expert in the field and as a representative of the Ofsted institution. Lack of experience and specialist knowledge of the specific SEND of the school under inspection does not secure understanding of the context or enable an accurate and informed judgement to be made (Rayner and Ribbins, 1999). However, the Ofsted accountability and inspection model meets the needs of the government and the local authorities, who are reluctant to place pupils in anything less than good provision. In addition, parents and other stakeholders who are associated directly with the school and those in local and wider communities are reliant upon Ofsted to report independently for public accountability.

It is Ofsted's duty to have due regard for the views of parents (DfE, 2011) and other prescribed persons (2015d p.23). Ofsted (2018) states inspectors should:

consider their first-hand evidence, alongside documentary evidence about the quality of teaching and views from leaders, governors, staff, pupils and parents' (p.26).

This point was made previously in Better inspection for all (Ofsted, 2015b). The multiple views and discourses from these stakeholders' are utilised to inform the multi-layered, multi-purpose accountability measures and the official Ofsted discourse of control and compliance as found by Ball (2003), Perryman (2009) and Brundrett and Rhodes (2011). Ofsted is dependent upon stakeholders to demonstrate their collaboration and partnerships (Jones and Tymms, 2014) as outlined in the CIF (2015d) and School inspection handbook (2016b, 2018).

2.4.4 Ofsted's expectations

Her Majesty's Chief Inspector (HMCI) Rosen (2011e) stated in her speech to launch the (2012) inspection framework that Ofsted are 'interested in the difference a school makes to the pupils attending' (p.4, 2011e). The importance of the quality of educational provision was stressed by Ofsted (2011d). This view is shared by Wilshaw (HMCI) in 2012 who stated that The framework for school inspection (Ofsted, 2012e) made it clear that for the inspectorate the 'only acceptable form of provision is good or better' (Ofsted, 2012b, p.3). This point is reiterated in Ofsted's response to consultation document (2012c). The framework for school inspection (Ofsted, 2012e) included a reduction in the number of key judgements, which Ofsted refer to as 'greater proportionality' (p.4) and is described by Brundrett (2012), as a 'rationalization of accountability' (p.113). The 'Requires Improvement' (RI) judgement signposted the significant shift in expectations that nothing less than good is acceptable.

HMCI Spielman (2017) met with the Association of Teacher and Lecturers (ATL) Editor Alex Tomlin and emphasised that Ofsted 'are looking for a very high level of consistency' and added that 'it will have some dependency on the particular team they have, and sometimes just on what happens in school that day' (Tomlin ed., 2017, p.15). Spielman (2017) continued that she has a very important message for schools which is:

Inspections and judgements from inspections are only ever the mirror of what goes on in that school; they are not the definition of the quality in the school (Tomlin ed., 2017, p.15).

HMCI Spielman (2017) added that she is really uncomfortable when she hears

people say their aim is to be outstanding, stating, 'I'd like them to be talking about the education they want to provide, not the grade they want to get' (Tomlin ed., 2017, p.15). However, this is somewhat contradictory as the standards determine the judgement and the awarded grade informs the public perception and confidence in Ofsted.

Spielman's (2017) comment regarding inspection being 'the mirror' (Tomlin ed., 2017, p.15) of the school links to Matthews and Smith (1995) suggestion that the then framework was considered a mirror for the inspector and inspected. Spielman (2017) adds that the reflection is not a 'definition of the quality in the school' (Tomlin ed., 2017, p.15). Quality and effectiveness became the thrust of the Ofsted strategy (2017a), the CIF (2015d) and the accompanying School inspection handbook (2018) to which leaders are held accountable. Spielman (2017) reassures Tomlin and readers that Ofsted inspection:

Is genuinely about seeing schools as they choose to operate, doing the job as they choose to do it' (Tomlin ed., 2017, p.15).

Whilst this is Spielman's (2017) (in Tomlin ed.) stated intention, the reality is the ever present external, controlling force of the inspectorate. The range of accountability mechanisms, layers of inspection and multiplicity of stakeholder contributions fuels the pressure and palpable fear associated with the judgement. Clarke (2011) confirms this fear in the inspection report which he describes as the 'public statement on the performance of the school and to a significant extent that of the headteacher' (Clarke, 2011, p.44). Therefore, the stakes are too high to let the intrusion of inspection unravel whilst the school concentrates on what really matters: educating the pupils.

2.4.5 Values

Raising standards, improving lives: The Office for Standards in Education, Children's Services and Skills Strategic Plan (2011-15) (2011b) states that the core purpose of inspection has remained: to report 'candidly on the quality of services' with a focus on 'enhancing the life chances' for pupils and families (p.4). This goes hand in hand with Ofsted's commitment and motto: 'Raising standards and improving lives'.

Ofsted's values in this strategy are learner centred and focussed on improving (2015). Ofsted stated that their aim was to focus inspection and regulation to impact positively on the 'quality of service provided' by schools (p.13, 2011b); therefore, outcomes through quality provision, in the same vein as the Acts¹⁶ and the CoP Ofsted's focus is the multiple stakeholders and leader performativity to demonstrate accountability and compliance, as found by Ball (2003), Perryman (2009), Clarke (2011) and Brundrett and Rhodes (2011).

In the introduction of the Ofsted strategy (2017-22) the official Ofsted discourse of value, candour and reliability is explicit. Ofsted (2017) refers to itself as 'a trusted public brand, providing information about quality' (p.3). This strategy (2017) built on the principle that the inspection and regulatory activities undertaken by Ofsted, should lead to improved outcomes as it fulfils the role of advocate and champion for all learners. Whilst the values and motto of Ofsted 'Raising standards, improving lives' remains the mission of the inspectorate, the guiding principle behind this strategy is that Ofsted exists to be 'A force for improvement through intelligent, responsible and focussed inspection and regulation' (p.5, 2017) to ensure that

¹⁶ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance (2010), Children and Family Act (2014)

externally imposed standards are met. Nevertheless, Bourdieu (2005) questions in general, such organisational self-assertion.

Ofsted inspection is based on deciding judgements of performance in relation to quality and regulation to meet the minimum standards. Ofsted (2017) state that they put the learners first: they are independent and are able to report on the quality of services and provision and are accountable and transparent to the public. Whilst the values are moral the mechanics are variable (Gartner and Lipsky, 1987).

Bethere and Pavitola (2014) argue that 'Education influences and reflects the values of society' (p.1593) and therefore it is important to recognise a set of common values which support the educational provision and process. It is evident that within the English education system there are values that permeate the Acts¹⁷, the CoP (2015), The framework for school inspection (2011d, 2013a), the CIF (2015d), the Ofsted strategy (2011b; 2017) and the UN Convention on the rights of the child (1989) (UN summary in Appendix 2). These values include access to appropriate education, aspiration, engagement, independence, non-discrimination, opportunity, participation, respect and support. These are the essential components of quality NMSS provision for all pupils in preparation for transition into adulthood and to promote quality of life.

¹⁷ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

2.4.6 The frameworks and handbooks, quality and effectiveness

The Ofsted inspection frameworks explain the ‘mechanism by which Ofsted aims to use inspection to promote the improvement of schools’ (Jones and Tymms, 2014, p.321) which constantly evolve. The terms quality and effectiveness are threaded through the inspection frameworks (2011d, 2013a) and CIF (2015d) and are used interchangeably. The framework for school inspection (2011d) states that inspectors make judgements about:

outcomes for pupils, the quality of the school’s provision, its leadership and management and capacity to improve, and also its overall effectiveness (p.16).

These judgements are used to ‘illustrate the standards of performance and effectiveness expected of schools’ (Ofsted, 2011d, p.6).

The framework for school inspection (2013a) refers to the ‘quality of leadership in and management of the school’ (p.19). It questions whether a school is ‘good because it meets the standard’ or exceeds it and is outstanding (p.17). Subsidiary Guidance (Ofsted, 2013c) advises on evaluation of achievement, expectations, and how well the:

school identifies provision that matches pupils’ needs and interests and enables them to gain appropriate knowledge and skills to live a fulfilled and meaningful life (p.33).

The aims are to remove barriers to learning and differentiate for the individual to ensure the best possible outcomes as outlined in the Acts¹⁸ and the CoP (2015).

¹⁸ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

2.4.7 The common inspection framework: education, skills and early years (CIF) (2015d)

The CIF (2015d) builds on the previous Ofsted inspection frameworks (2011d, 2013a) and links effectiveness to quality, holistically. It states that the effectiveness of leadership and management will be evaluated to determine the extent to which it impacts on the standard of education and the quality of provision. This is linked to performativity and accountability although the rationale behind this is to ensure that pupils 'get a good start' and are well prepared for the next stage in their education (p.12). In addition, in Ofsted (2018) it states that the expectation in schools is that the identification of SEND leads to 'additional or different arrangements being made and a consequent improvement in progress' (p.6). This expectation is supported by the Acts¹⁹ and the CoP (2015). However, in practice the arrangements and improvements may not be seen as worthwhile by inspectors as they are not considered as cultural capital (Bourdieu, 2005).

The CIF (2015d) was developed to improve the reliability and consistency of inspection in order to encourage and secure quality provision in all settings including the NMSS sector. It introduced 'A common set of judgements across a range of types of provision' (2015d, p.4). Ofsted stated that those judgements would be underpinned by 'consistent criteria' but inspectors would take 'comparable approaches' commensurate with each individual setting (p.7), which is paradoxical: essentially they would be similar but different, which creates a dilemma and leads to confusion and misinterpretation (Dyson, 2001).

¹⁹ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

When making judgements against the criteria, the CIF (2015d) states that inspectors would pay 'particular attention to groups including those with disabilities and SEN, those in specialist provision and looked after and disadvantaged' including the NMSS sector cohort (Ofsted, 2015b p.6). The CIF (2015d) asserts that it is Ofsted's remit to 'test' (p.6) as already emphasised in the School inspection handbook (Ofsted, 2013b). The school's requirement is to meet the needs of the individual by 'observing' the extent to which learners are enabled to 'fulfil their potential' (p.6). It claims 'inspectors will use all the available evidence to evaluate what it is like to be a child, learner, or other user in the provision' (p11). However, the expectations within this statement are open to interpretation based on the need to understand pupils' specific SEND, the inspector's personal experience and knowledge, and 'what happens on the day' (Spielman, in Tomlin ed., 2017, p.15). Nevertheless, for Ofsted, their focus within the school is leadership performativity, accountability and the attention and command of their external audience of parental, public and political stakeholders. Those stakeholders, who also inform the inspection, have vested interests in accountability and trust Ofsted to hold the school and leaders to account on their behalf (Ofsted, 2017).

2.4.8 The Language of Ofsted; changing language in the frameworks

In 1999 Ofsted gave the rationale for the language of inspection being 'everyday', giving clarity and using generalisations to make it accessible, easy to read and understandable to a wide audience. Richards (2012) argues that whilst it is accessible and flexible it is:

inevitably shot through with ambiguities, imprecision and the possibility of being differently interpreted, not just because of the nature of educational phenomena

but because of the nature of everyday language itself (p.253).

Richards (2012) asserts that all stakeholders must be mindful of the different perceptions and understanding based on personal experience of terms which have an 'inevitable variety of interpretations' (253). However, there are limitations due to the position of Ofsted and its power.

The framework for school inspection (2011d) stated that the purposes of inspection are to look at expectations, to illustrate standards, to increase confidence, to recommend priorities, to foster constructive dialogue and to compliment self-evaluation within the school. The framework (2013a) referred to the same criteria with the exception of 'recommending priorities', which had been removed.

In the CIF (2015d) there was a change in language and tone, including raising expectations by setting standards, providing sharp challenge, clearly identifying strengths and weaknesses, promoting rigour, and monitoring the progress and performance of schools. The language of Ofsted, within the inspection frameworks had become more explicit, focussed and sharpened and accepted as part of the increasingly restrictive and disciplinary, organisational discourse. Yet the framework remained laced with value laden words including quality, effectiveness and outstanding which are inevitably received and perceived through the lenses of context, experience, stakeholder position, control and power (Richards, 2012, p.251). These opinions are also shared by Bourdieu (2005), Perryman (2007, 2009) and Gunter (2002).

2.4.9 Language, leadership and the inspection process

The Ofsted 'discourse of meaning making' (Dahlberg, Moss and Pence, 2013, p.92) is experienced and utilised by teachers and leaders who have to stage-manage the inspection process as found by Perryman (2007, 2009), Brundrett and Rhodes (2011) and Clarke (2011). The stage-management occurs before in preparation for inspection, during (participating in the inspection performance) and afterwards in review and planning. This creates a carousel of compliance activities and behaviours required to 'play the Ofsted game', and to undertake the oral and written 'test' (Ofsted, 2015a, p.6) and practical assessments (Plowright, 2007). The idea of game playing to secure a good judgement is considered by De Wolfe and Janssens (2007) to be a side effect of external control mechanisms. Immersion into a cyclical, regenerative environment produces realities within everyday conditions that 'mould their [teachers' and leaders'] professional identities and sense of purpose' (Hall and Noyes, 2009, p.11). The creations of such realities were found by Bourdieu (2005). Gunter (2003) stresses that teachers, who want to survive in education, have to:

stop talking about the realities of doing the job and instead image the self in line with the need to perform (2003, p.119).

This was found to be the case by Ball (2003), Clarke (2011), Baxter and Clarke, (2013) and Baxter (2014).

Baxter (2014) argues that Ofsted:

acts not purely as a single institution but also as the producer and effector of discourses that influence the way in which standards in English education are understood and conceptualised (p.22).

Perryman (2007) believes that performing to the discourse of inspection is inevitable.

This understanding and conceptualisation of the discourse inevitably impacts on performance. It is particularly pertinent to professionals working with pupils with SEND in NMSS in which Ofsted's judgement truly determines the future of the school and the sector.

2.5 Special education

2.5.1 Changes in SEN

Special education's past, and the inspectorate, frameworks, handbooks and process, have been both turbulent and fluid. There have been substantial changes in education over the last forty years particularly for those with SEN. Following the publishing of the Warnock Committee report (1978) and the subsequent Education Act (1981) local authorities were obliged to meet the individual needs as specified in pupil's statement: to ensure that pupils 'could never again be deprived of the specific education that was their right by law' as identified by Warnock (2010, p.25) and defined in the Acts²⁰ and the CoP (2015).

The Lamb Inquiry (2009) stated that 'educational achievement for children with SEN/D is too low and the gap with their peers too wide' (2009, p.2). A reason for this was that 'insufficient value' (Scott and Mc Neish, 2013, p.8) was placed on achieving worthwhile outcomes for pupils with SEN/D. Ofsted (2010) 'Special Educational Needs and Disability review – a statement is not enough' emphasised that a statement did not confirm that individual needs were met. This suggests that there is awareness and expectation beyond compliance to criteria, objectives and standards

²⁰ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

that is beyond stated need.

The advent of the Office for Standards in Education (Ofsted) in 1992 has had an impact on education including the NMSS sector. High quality education became a primary concern to the Government. From 1994 a minimal number of inspections were undertaken in special schools: accountability and the contribution from inspectors, who were essentially in an advisory role, were considered to be significant to the sector because the work was recognised as worthwhile (Marshall, 2008).

Inspectors focussed on judging to what extent the needs of pupils who were educated in purpose-built schools or units were met, although it was not until 1991 that a report was produced in relation to pupils with SEN. During this decade the inclusion agenda was prevalent with the Education Act (1981) giving parents the right to have their child with SEN educated in a mainstream school. At the same time many non-maintained special schools (NMSS) emerged and HMI were responsible for devising criteria for approving these different schools and inspecting them in an attempt to raise the quality of education (Marshall, 2008).

In addition to the already substantial changes for the special school sector, following on from the Disability Discrimination Act (1995) and Special Needs and Disability Act (2001), Ofsted inspectors were required to recognise the rights of all pupils and to ensure that the standard of education they received was of a high quality. However, the exact interpretation of this remained undefined and confused by vague and value-laden words and phrases open to interpretation as identified by Eliot (2012) and Richards (2012).

2.5.2 The past and future of special education

Special education has an unstable past due to lack of interest in and understanding of SEND and the contradictory views of entitlement and progress. Dyson (2001) considers that working within the contradiction of special education creates dilemmas for professionals and policy makers. He reviewed the unstable past of special education considering both the optimistic and pessimistic stance of commentators. Dyson (2001) reviewed and outlined this stance and suggests that the optimist movement was based on the notion of uninterrupted progress. Dyson (2001) cites Brennan (1974) who considered that progress was being made in special education since the 1930s with changes in social conditions, and development and improvement in the education system itself, in which 'new knowledge and growing experience about the teaching and learning of backward children' was evident (p.5). The considerable development from the nineteenth century provision for marginalised pupils (which assumed deficits are within individuals) through to the development of specialist state provision and the inclusion agenda was viewed with optimism.

In contrast Dyson (2001) asserts that the pessimistic viewpoint demonstrated how the 'benevolent cloak of special education has repeatedly been used to damage the interests of the children whom it claimed to serve' (p.25), a perspective that is well represented by Tomlinson (1982; 1985). The issue of benevolence which includes segregation, marginalisation, injustice, stigmatisation and exclusion in relation to special schools is acknowledged by Gartner and Lipsky (1987), Booth and Ainscow (1998), Marshall (2008), Warnock (2010), Florian (2014), Webster and Blatchford (2015) and Hedegaard-Soerensen and Tetler (2016). The benevolent approaches

were deemed as being in the pupils' best interests due to their differences. This equated to access to provision of failure and low expectations, which Gartner and Lipsky (1987) assert:

excuses pupils from the behavioural and social expectations of society
leading to poor life chances and isolation from mainstream society (p.381).

This view of the difficulties of difference and the potential damage it can cause is acknowledged by Artiles (1998) who suggests that the construction of the individual is circumstantial and institutional a perception that Bourdieu (2005) and Perryman (2009) concur. This benevolent approach to provision within the NMSS sector is considered insufficient as it has no due regard for equality and diversity. Gartner and Lipsky (1987), Warnock (2010), Florian 2014 and Hedegaard-Soerensen (2016) recognise the failings of disregard and inequality. It is not focussed on additional and different, targeted, transformational quality provision giving the breadth and depth required to meet the complex and differing holistic needs of individuals as outlined in the Acts²¹ and the CoP (2015).

Hedegaard-Soerensen and Tetler (2016) comment that the monitoring of SEN pupils has been far less rigorous than their mainstream peers in national and international studies, including PISA and TIMSS, that examine attainment, which is 'cultural capital' (Bourdieu, 2005, p.187). It is this, they claim that 'gives rise to the myths that special schools emphasise pupils' well-being', rather than pay attention to their learning achievements (Hedegaard-Soerensen and Tetler , 2016, p.265). The reality, however, is that complex, holistic needs are met through attention to wellbeing,

²¹ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

attainment and achievement. Individualised provision offers cultural capital for pupils within NMSS by identifying 'what is needed but also why' (Warnock, 2010).

2.5.3 Dilemmas of SEND

It could be argued that the conflicting views of the unstable SEND landscape - due regard, entitlement and recognition of rights - gave rise to the concept of the dilemmas of special education being explored by educational commentators including Norwich (1994), Artiles (1998), Dyson (2001), Warnock (2010) and Florian (2014). Norwich (1994) has identified 'A dilemma in education over how difference is taken into account' (p.293). Artiles (1998) asserts that minority people, including those with SEND are seen as 'different' and the way society treats difference is complex (p.2) and leads to 'unstated assumptions' for individuals (p.3). Minow (1990) suggests that the dilemma of difference exists because it is based on the assumption that difference is stigmatised and 'to be equal one must be the same [and] to be different is to be unequal or even deviant (p.50). These commentators highlight the pessimist view of SEND and provision, and a fundamental contradiction within the education systems of the UK, Europe and USA between Dyson's (2001) description of an 'intention to treat all learners as essentially the same and an equal and opposite intention to treat them as different' (p.25). This is a statement to which Warnock (2010), Florian (2014) and Norwich (2014) subscribe. This is also confirmed by Ofsted in the CIF (2015d) which states:

Inspectors will take comparable approaches to gathering evidence in different settings, although there may be some variation (Ofsted, 2015d, p.5).

It is this contradiction intertwined with the complexities of SEND that fuels the dilemmas creating confusion and uncertainty in relation to defining, identifying and

understanding quality in NMSS; as Thomas, Yee and Lee (2000) argue 'there are no special arrangements for special schools' (p.19).

Defining quality in special education is problematic due to the complexity of the pupils and the individualised, specialist provision required to meet their holistic SEND. This resonates with Dyson's (2001) description of the 'dilemma of difference' (p.25). It is this difference, and the understanding of the associated difficulties, approaches and processes required to promote and begin to understand quality within NMSS provision for pupils with SEND and Ofsted's approach to quality in inspection within the NMSS sector, which is the focus of this research.

Chapter 3

Research Design: methodologies and methods

3.1 Introduction

This chapter explains, evaluates and justifies the design which underpins this research. First, the research questions and aims are restated and will be placed in a wider theoretical framework, and the philosophical approach to knowledge will be located within an ontological and epistemological context. Then the research methodology and methods will be clarified and project management details outlined taking into account the issues of access and sampling, ethics, validity, and reliability and researcher effect. Finally, details of the actual research process as undertaken will be described.

This research considers Ofsted's definition of quality within 'The common inspection framework: education skills and early years' (CIF) (2015d) and focuses upon stakeholder perceptions of quality in non-maintained special schools (NMSS). The perspectives of various stakeholders regarding the indicators of quality that is likely to be influential in the development and sustainability of the NMSS sector, which will be discussed further.

The aim is to consider the implementation of CIF (2015d) in seven NMSS situated in the South East of England. The researcher will explore quality from the perspective of stakeholders holding a range of roles and responsibilities within these schools and parents whose children attend the school. The school based professionals will be interviewed and a lead professional will be requested to distribute an electronic questionnaire to parents to examine their perception of quality.

This research is intended to draw upon the experience of stakeholders in NMSS, all of whom have experienced inspection in under CIF (2015d). The questions underpinning this research are based on the key issues identified in the literature review and are:

- Does 'The common inspection framework: education, skills and early years' (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?
- Do inspectors, head teachers/principals, teachers, therapists and parents share the same perceptions of quality factors within the non-maintained special school sector?

3.2 Wider frameworks

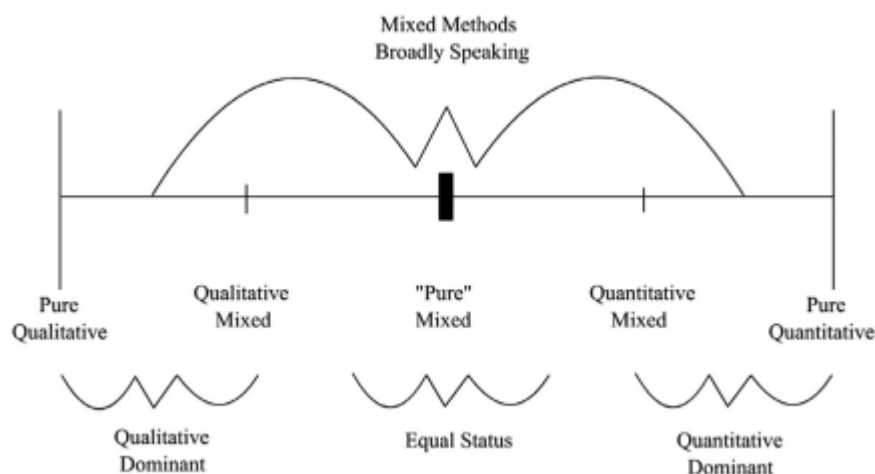
The research is located within theoretical frameworks or research paradigms that will be made explicit. This is critical because it influences the interpretation of knowledge and sets down the intent, motivation and expectations for the research. Without nominating a paradigm as a first step, there is no basis for subsequent choices regarding, methodology, methods, literature or research design (Mackenzie and Knipe, 2006, p.194).

3.2.1 Research paradigms

According to Johnson et al. (2007) there are predominantly three major research paradigms; qualitative, mixed and quantitative (Figure 3, p.84). This classification was, however, expanded and subtypes of mixed methods were identified.

Figure 3

Adapted from Johnson et al, 2007, p.124



In line with Johnson et al.'s (2007) classification, this research is on the lower slopes of 'qualitative mixed methods' (p.124) in which the emphasis is on the interpretation and construction of truth, rather than the position of positivism associated with the quantitative dominant domain.

Within the literature associated with methodology there is a shared recognition that the core of concern for educational researchers is people's perception and interpretation of society (Furlong and Oancea, 2005; Pring, 2000). The concept of quality that could be considered in terms of contextual adherence to the CIF ((2015d), is intrinsically linked to school leaders, who have the responsibility of interpreting the framework. However, their interpretation of the CIF (2015d) cannot be viewed in isolation. Perception of other internal and external stakeholders is central to gaining a holistic understanding of the indicators of quality, and perhaps reaching consensus in a definition of quality. With this in mind, three frameworks

have been considered and this research will be placed in an appropriate position within each one.

1. Habermas (1971) identified three primary cognitive interests, the technical, practical and the emancipatory. Within Habermas' (1971) framework (Table 3), this research is located in the practical cognitive interest which focusses on human actions and relationships which lends itself to an interpretivist stance.

Table 3

TYPE OF INTEREST	MEANING
Technical	Focus is on tasks – concerned with the analysis of, and solutions to, problems. Emphasis on controlled, replicable experiments. Designed to produce theories and 'laws'. A positivist stance.
Practical	Focus is on people and relationships. Understanding of actions and relationships is sought. An interpretivist stance.
Emancipatory	Focus is to promote critical reflection followed by action to remedy injustice or promote emancipation.

3 types of cognitive interest (adapted from the framework established by Habermas (1971))

2. Wallace and Poulson (2003) proposed five types of project that can be utilised to place research within a wider context by identifying the purposes that will affect the nature of the generated knowledge and the relevant literature that is produced (Table 4, p.86). Wallace and Poulson (2003, p.23) define a project as 'a scheme of enquiry to generate the kinds of knowledge that will achieve specified purposes'. This research will be undertaken to achieve the purpose of understanding the concept of quality in the NMSS sector.

Table 4

Table 1.3 *Five intellectual projects for studying aspects of the social world*

	<i>Intellectual project for studying an aspect of the social world</i>				
	Knowledge-for-understanding	Knowledge-for-critical evaluation	Knowledge-for-action	Instrumentalism	Reflexive action
Rationale	To understand policy and practice through theory and research	Critically to evaluate policy and practice through theory and research	To inform policy makers' efforts to improve practice through research and evaluation	To improve practitioners' practice through training and consultancy	To improve practitioners' own practice through evaluation and action for improvement
Typical mode of working	Social science-based basic research and theory	Social science-based basic research and theory	Applied research, evaluation and development activity	Designing and offering training and consultancy programmes	Action research, basing practice on evidence
Value stance towards an aspect of the social world	Disinterested towards policy and practice	Critical about policy and practice	Positive towards policy and the possibility of improving practice	Positive towards policy and the possibility of improving practice	Critical of practitioners' own practice and positive about the possibility of improving it
Typical question about the social world	What happens and why?	What is wrong with what happens and why?	How effective are interventions to improve practice?	How may this programme improve practice?	How effective is my practice and how may I improve it?
Place of theoretical knowledge in the study	Informed by and generates social science theory	Informed by and generates social science theory	Informed by and generates practical theory	Largely atheoretical, informed by a practical theory of training	Variably atheoretical and developing a practical theory
Common types of published literature produced	Academics' social science-based theory and research (reference may be made in associated policy literature)	Academics' critical social science-based theory and research	Informed professionals' practice and academics' applied research (reference may be made in associated policy literature)	Trainers' and consultants' practice literature (reference may be made in associated policy literature)	Practitioners' practice literature
Main target audience for published literature	Policy-makers, academics, practitioners on advanced education programmes	Policy makers, academics, practitioners on advanced education programmes	Policy-makers, academics, trainers, practitioners on advanced education programmes	Practitioners, other trainers, those practitioners on education and training programmes	Practitioners themselves

(Wallace and Poulson, 2003, p.24)

3. Ribbins and Gunter (2002) provide a framework, The Five Knowledge Domains, one of which is focussed on knowledge generation; and this research is positioned within that domain (Table 5, p.88). This research will be considered within the humanist tradition, one of Ribbins and Gunter's (2002) Five Knowledge Domains in which the life stories and first-hand experiences are gathered and theories drawn from the voice of the individuals, in this research the stakeholders from seven NMSS. A professional research role will be undertaken, to gain the perspective of quality as understood by educational professionals and stakeholders using experience, observation and biography from interviews with the participants to form a view and develop a theory (Ribbins and Gunter, 2002, p. 379). This approach is particularly suited to the methodology of case study and the interview method through responses to questions. Within this tradition, the position of the researcher is 'implicit to the outcomes' (Ribbins and Gunter, 2002, p. 379). However, distance can be maintained from the stakeholders, as 'the researched' as the focus was solely on their responses. This would give a rich understanding of their experiences and perceptions which shape their view of quality in relation to the CIF (2015d)

It is evident that parallels can be drawn between Johnson et al.'s (2007) 'qualitative mixed methods' (p.124) in which the emphasis is on the interpretation and construction of truth (Figure 3, p.84, Habermas (1971) framework practical interest, the humanistic knowledge domain proposed by Ribbins and Gunter (2002) and Wallace and Poulson's (2003) purpose of knowledge-for-understanding. In summary, the knowledge gained from this research can be examined in relation to those wider frameworks and each framework has been used to describe the research undertaken.

Table 5

The Five Knowledge Domains

Knowledge domain	Meaning
Conceptual	Concerned with issues of ontology and epistemology and with conceptual clarification.
Humanistic	Seeks to gather and theorise from Experiences and biographies.
Critical	Concerned to reveal and emancipate practitioners from the various forms of social injustice.
Evaluative	Seeks to abstract and measure impact At micro, macro and meso levels of social Interaction.
Instrumental	Provides effective strategies and tactics To deliver organisational goals.

Adapted from Ribbins and Gunter (2002, p.378)

3.3 Philosophical approach

The questions of ontology and epistemology are philosophical issues which are core components of this research process and set the position of the researcher's belief system. An explanation of the researcher's ontological and epistemological, which follows, will clarify the position in this case study.

Ontology is a way of understanding the world and the nature of reality. The ontological stance in this research is constructionist (Bryman, 2012) and the project is grounded in both the interpretivist (Thomas, 2009) and constructivist paradigm (Mackenzie and Knipe, 2006). In this case the researcher's position is that the stakeholders' perceptions and understandings are taken as reality and truth since these are born from their experience and will allow themes to emerge. This is significant as the stakeholders in this research will give individual accounts based on

personal and professional experiences and will give views of their understanding of quality in relation to inspection.

Epistemology is concerned with the study of knowledge and its construction and again there are opposing positions of rationalism and empiricism. This research advocates the view that the human mind is marked and developed by sensory experience and is, therefore, set in the position of empiricism as the knowledge sought in this research is something which could only be gained through seeing quality from the perspectives of stakeholders within the NMSS sector (Cohen, Manion and Morrison, 2007).

The emphasis in this research is to understand and describe stakeholders' perception of quality through identifying its indicators. This approach emphasises subjectivity, description, interpretation, construction and agency and deals with stakeholders' experiences, perceptions, attitudes and beliefs, feelings and emotions. It can 'give voice' to participants (Braun and Clarke, 2013, p.19).

In order to address the research questions it will be necessary to interpret the data gathered from stakeholders to derive their perceptions of quality. The interpretivist approach is concerned with the construction of meaning within the complex social world. The aim of this research is to interpret stakeholders' feelings, ideas and thoughts in order to identify quality indicators and to develop theories.

3.4 Sample

The first area of research design for this study was the selection of a purposive sample of NMSS in the South East of England. Stake (1995) suggests that the gathering of data is usually undertaken on the 'home ground' (p.57) of the stakeholders and this was the case in this research. The researcher wished to draw upon the vast experience of professionals within established NMSS settings, and has used, as Stake (1995) suggests, knowledge of the sector to inform the selection. The selected schools are part of national and regional associations, are involved in local initiatives, and accustomed to external visitors and expressions of interest. The experience and practice of the stakeholders underpins the interpretivist approach and the data collected from the 30 interviews from the stakeholders as participants formed a strong body of evidence for this research.

This distinct sample of NMSS was selected as nationally representative. Purposive sampling as suggested by Cohen, Manion and Morrison (2007) has been used in this research as it was necessary to identify and gain access to 'knowledgeable people' (p, 115). This was achieved by visits to schools for the purpose of 1:1 interviews. Each school was selected on the basis of a particular characteristic, including the pupils' SEND (see chapter 1) to build a representative sample which would meet the specific needs of this research. A pilot focus group interview was undertaken to test the interview questions, to ensure that they would yield responses to enable the researcher to gain depth and breadth of insight into their experiences and responses.

The 30 participants who were interviewed had varying roles and were not all headteachers, principals, teachers or therapists as suggested in the second research question. The group was more diverse: 2 executive officers, 3 principals, 5 head teachers, 3 deputy head teachers, 4 assistant headteachers, 6 therapists 1 family support worker, 1 researcher and 5 teachers were interviewed, totalling 30 school based participants from seven NMSS.

A questionnaire was prepared for parents: individual schools were asked to send the questionnaire link, a participant information sheet and a letter from the headteacher/principal. The letter explained the school's participation, the value of the research to the school, to the wider local NMSS sector and to the national NMSS sector (Appendix 4).

3.5 Research strategy

The identification of a research strategy is essential as it defines the researcher's purpose of the research. It also identifies the information required to answer the research questions and the strategies that have the best potential of obtaining that information. The qualitative approach accepts that people interact within an environment to construct their world, and the researcher supports the paradigms of Interpretivism and constructivism because, as asserted by (Cohen, Manion and Morrison, 2007):

The social and educational world is a messy place; full of contradictions, richness complexity, connectedness and disjunctions.....It has to be studied in total rather than fragments (p.176).

The notion that researchers' own accounts of the social world are 'constructions' and

that the researcher always presents a specific, whole, version of social reality rather than one that can be regarded as definitive is suggested by (Bryman, 2012, p.33) and is subscribed to by the researcher.

The interpretivist paradigm is based on the belief that the world is socially constructed: it is not straightforward or reliable. The interpretivist is interested in people and the ways in which they interrelate 'what they think and how they form ideas about the world; how their worlds are constructed' (Thomas, 2009, p.74). It is a framework that requires deep immersion into the research context, taking into account personal experience and knowledge of the world and the way we live, to understand the experiences and perceptions of the researched as individuals. Thomas (2009) argues that the key for the researcher is the comprehension of the understandings that 'the people we are talking to have about the world, and how can we in turn understand these' (p.75).

3.6 Research Methodology

The methodology for this research is case study: it utilises a mixed methods approach and is a narrow, targeted piece of research, rather than a survey which takes 'a panoramic view' (Denscombe, 2010, p.11) and looks for 'generalisation' (Thomas, 2012, p.11). Case study is particularly suited as a research strategy in the NMSS sector focussing on quality and inspection, as the boundaries of this methodology are compatible with the unique characteristics considered by the researcher to be pertinent to the NMSS sector in the South East of England. Case study was used to capture the 'completeness' (Thomas, 2012, p.23) of the professionals' responses in the seven participating schools. Thomas (2012) argues

that case study is particularly good at 'understanding the details of what is happening' (p.37) and the researcher needed to know more about this issue (Thomas, 2012).

There were 3924 pupils in 57 NMSS in the academic year 2020/2021. 1545 pupils, (39%) were in NMSS in the South East of England and 1346, (34%) in the North East, North West and Yorkshire. 360 pupils, (9.2%) were in NMSS in the North East. The South East region, has an area of 7373 square miles, 19096 kilometres squared with a population of 9.2 million compared with the North East and an area of 3317 square miles, 8592 square kilometres and a population of 2.7 million.

The national average for the eligibility of Free School Meals (FSM) is 20.08% in 2021. 1039 (26.5%) of the NMSS pupil population in England were eligible for FSM. 70% were White British and 76% were boys (<https://explore-education-statistics.service.gov.uk>).

Table 6 (p.94) shows an interesting comparison between the South East and North East regions as identified by the Regional Schools Commissioner (RSC). The percentages appear to indicate the availability of appropriate provision in different regions which may also be linked to the population in the region and the number of pupils accessing NMSS provision.

In some cases, children are placed in NMSS in Key Stage 1. These placements are more likely to be in the hearing impaired, visually impaired, PMLD and settings for traumatised children and other specialised provision for complex needs. Some are

day pupils and others residential dependent upon their SEND, home circumstances, regional provision and distance from their NMSS. These children may have already suffered poor educational experiences, including exclusion from mainstream and/or maintained special schools. As a result of these negative beginnings, such pupils can be resistant to the concept of schooling and the educational environment, and need their confidence and self-esteem rebuilding in nurturing setting.

Table 6

A comparison of NMSS identified Primary Need between the South East and North East regions

NMSS Pupils' Identified Primary Need	NMSS SE	NMSS NE	
ASD	4.49	2.47	
Hearing	86.34	59.93	
MLD	0.95	0.71	
Multi-sensory Impairment	52.61	14.29	
Other disabilities	6.69	0.8	
Physical Disabilities	27.56	30.66	
Profound Multiple Learning Disabilities	3.93	6.18	
Severe Learning difficulties	1.06	0.42	
Social Emotional Mental Health	8.6	2.75	
Specific Learning Difficulty	0.87	13.18	
Speech Language Communication Disorder	14.34	16.97	
Visual Impairment	6.92	12.93	

(After <https://explore-education-statistics.service.gov.uk>, accessed September 2021).

Case study is the methodology selected for this research. It has been chosen as it is a qualitative, interpretive, naturalistic stance of inquiry which focusses on meaning within in a context. It is a sensitive instrument for data collection. The case study will enable the researcher to gain 'rich insight' (Flick, 2008, p.x) and produce a 'rich "thick" description' (Merriam, 1998, p.29), complete in nature which will illustrate the complexities of the stakeholders' responses. This research lies primarily within the

humanistic domain. It is, therefore, imperative to identify suitable methods that permit the analysis of different perspectives to form the basis of the rich descriptions to support the interpretation of data and construct a 'truth'. The researcher's choice of case study will be discussed.

3.6.1 Case studies

According to Yin (2009) the case study approach is enquiry based, but undertaken within a real life context. In itself this can be 'a significant communication device' (p.16). This case study would be regarded as a strategy for research involving an empirical investigation of a particular contemporary phenomenon within its real life context, using multiple sources of evidence (Robson, 2002, p. 178). The contemporary phenomenon being researched in this qualitative case study methodology is the stakeholders' views of quality using the research questions previously stated. In this research, the unit of analysis is a stakeholder working within the NMSS sector, or a parent connected to the school (de Vaus, 2001). The case will be theory building, enabling the researcher to examine and interpret data from this real life case and construct a theory based on understanding of the outcomes of the research.

The participants' first-hand experience and knowledge would enable them to assess the effectiveness of the CIF (2015d) in providing quality for pupils within the NMSS settings. The parental stakeholders may have different perceptions of quality in relation to the CIF (2015d) and also have their own expectations of quality special school provision.

Stake (1995), Merriam (1998), Bassey (1999), Cohen, Manion and Morrison (2007) and Robson (2002) cite Yin (1992) as the authority of case study in social science.

Yin (1992, p.123) argues the case study method is an empirical enquiry which:

Investigates a contemporary phenomenon within its real life context;
when the boundaries between phenomenon and context are not clearly
evident; and in which multiple sources of evidence are used.

Merriam (1998) suggests that the case study methodology is selected 'because researchers are interested in insight, discovery and interpretation' (p.28-29). This is the position of the stakeholder participants in this research. Merriam (1998) states that the single most defining factor of a case study is 'delimiting the object of study' (p.27) because it is an entity, a unit around which there are boundaries. This research matches this notion.

A description of context is crucial to the case study as it provides meaning to the chosen area of research and enables the reader to enter the world of the researched. It is central to the research questions and the humanistic approach selected, must produce data that is applicable to and representative of a sector, in this case NMSS. A case study promotes the collection of information in specific settings and enables the 'blending of the description of events with analysis of them', thus 'allowing development and understanding of the significance of the case' (Hitchcock and Hughes, 1995, p.76). The assertions of Hitchcock and Hughes, (1995) are significant in this research since it is the process of 'blending' - interpretation and construction - which will present a holistic view of the case.

3.7 Methods

The research methods selected to answer the research questions in this qualitative, case study methodology are pilot focus group, semi-structured interview and questionnaire. The pilot focus group tested the questions prepared for the semi-structured 1:1 interviews and parent questionnaire (Appendix 3 and 4). These methods involve fieldwork; therefore the pilot focus group and 1:1 semi-structured interviews were undertaken contextually in the participants' home school setting to access interactions in a 'natural context' (Flick, 2008,p.xi). This allowed intimate familiarity with the phenomena, of the stakeholders' perception of quality and inspection. Flick (2008) argues that it is within the 'natural context' that 'concepts are developed and refined in the process of research' (p.xi). Context is treated as important within qualitative research as the accounts of participants are contextual because they are situated within specific contexts (Braun and Clarke, 2013).

3.7.1 Focus groups

Focus groups are useful for assessing eliciting, exploring and responding to the attitudes, opinions and perceptions of participants. The pilot focus group in this research at Poets' School comprised 4 professionals from a NMSS: an executive principal, two deputy heads and a speech and language therapist. This group generated a significant amount of data in a short space of time (Cohen, Manion and Morrison, 2007). The data gathered was utilised to test the robustness and relevance of the interview questions and questionnaire, and to gain an understanding of the emerging picture from the data as a whole. The group for this pilot has an appropriate profile and the participants reflected a range of experience and knowledge of the NMSS sector. The pilot gave the researcher the opportunity to

specifically address ethical and practical issues before using methods for the purposive sample of seven additional schools which was considered to be representative.

3.7.2 Interview

Breakwell, Smith and Wright (2007) and Robson (2008) consider the distinctive feature of the interview to be the flexible and adaptable direct interaction and exchange which enables the researcher to experience the responses of the researched. This interaction is regarded as both a 'pro' and a 'con' of this method as it is dependent upon the effect and skill of the interviewer and receptiveness and understanding of the interviewee. Breakwell, Smith and Wright (2007) argue that the interview method requires a systematic approach to data collection, analysis and description. This allows the researcher to 'maximise the chances of achieving meaningful, valid and reliable conclusions' (p.234).

The semi-structured interview approach enables and encourages participants to feel comfortable and fully express themselves within their own school context, giving valid and reliable conclusions. The semi-structured interview questions (Appendix 3) generated data from which the researcher could understand the phenomenon of interests from the participants' internal perspective - the emic as opposed to etic (Merriam, 1998, p.6-7). The face to face nature of the method permits hindsight, influence of personality and consideration for preceding and contemporary understanding and viewpoints (Merriam, 1998).

Undertaking a semi-structured respondent interview revealed advantages and disadvantages. It was easy to resource and the interview situations felt relaxed, yet afterwards some participants spoke about the interview questions being challenging, similar to the Ofsted inspection process. The interview schedule was helpful as it served as an aide-memoire, which meant that the questions posed were relevant to the studied topic. Finally, the fluidity of inquiry meant the respondent could provide details from their professional and in some cases, personal experiences which were important to them. This aspect proved to be both an advantage and a disadvantage. The advantage was that the responses enriched the data further, through disclosures that otherwise may not have been elicited, whereas the disadvantage was that some participants went off at a tangent. Mostly, this led to relevant data collection, yet, in some cases participants spoke about the needs of the pupils within their schools and the challenges they potentially face beyond the safety of the NMSS in life, further education and the world of work.

Each semi-structured interview was recorded on a Dictaphone and an iPad was used as back up in case of technological failure. Each of the 30 interviews (lasting between 25 and 90 minutes) required transcribing and generated a vast amount of data.

The pilot undertaken with the focus group highlighted a need for a quiet, distraction free environment. Participating schools were asked to arrange for such a space to be allocated. In all but two interviews this proved to be the case and in those two cases participants informed me that they shared an office and a colleague was likely to enter or be present to work as they was no other space available. This proved

successful in that the interviewees spoke freely: both made reference to their colleague knowing and sharing their views as this was representative of the whole school experience. In one final case the respondent informed me that a colleague would be entering the room to give an update on a forthcoming meeting. When this occurred the Dictaphone and iPad were paused and interviewing resumed when the colleague left the room.

Interviewing requires specific skills, including active listening, non-verbal acknowledgement and encouragement, paraphrasing, or summarising and giving the respondent time to answer the question (Cohen, Manion and Morrison, 2011). The silent interludes proved to be interesting and productive. Participants appeared in some cases to reach states of higher level recall and thinking which gave personal and professional honesty to their responses in terms of their personal feelings about the pupils, their schools, Ofsted and the pros and cons of external inspection.

In preparation for the interview process, relationships were also considered, due to interviewer effects (Breakwell, Smith and Wright, 2007). To compensate for this, the atmosphere created in each setting was as light-hearted and as informal as possible, whilst the subject content was considered to be formal and serious by the participants due to the subject of Ofsted and the experience of the inspection process for each individual.

3.8 The position of the researcher

Flick (2008) asserts that:

Researchers themselves are an important part of the process, either in terms

of their personal presence as researchers, or in terms of their experiences in the field and with the reflexivity they bring to the role – as are members of the field under study (p.xi).

Brantlinger et al. (2005) share this opinion and it is also the case in this research.

The researcher has many years' experience within the NMSS sector in senior positions and understands the challenges and complexities faced by professionals operationally and strategically. Therefore the field of study focussed on quality and inspection is familiar and has been lived and experienced by the researcher.

3.8.1 Digitally recorded interviews

For the digitally recorded interviews (using a Dictaphone backed up with an iPad) it was necessary to obtain specific consent from the participating professionals. To protect the participants' privacy and to promote candour, these interviews took place in a quiet room in order to minimise distractions. It was necessary to avoid leading questions, or to indicate any judgements, or validation of the content of responses. The final interview question asked the participants whether they wished to add any further comment about Ofsted or the inspection process. The last stage was to inform the respondent that recording was to cease.

3.8.2 Participant withdrawal

All participants were informed in the participant information sheet and consent form that they had the right to withdraw at any point in the study, and that they had a right to ask for the removal of data without giving a reason (Appendix 1 and Appendix 5). The only caveat to this was that, once data was analysed, collated and included in the thesis withdrawal would not be possible. If any professional

participant had decided to withdraw from the study, research practice would have been considered (British Educational Research Association, 2018) and perhaps an alternative method of data collection offered. There would be no coercion into contributing to the research. There would be no negative consequences for a participant who withdrew from this research, as they would be unidentifiable; nevertheless, the withdrawal would have been included in the thesis, to inform readers that the data was incomplete. Had a participant chosen to withdraw prior to the deadline, the data would have been destroyed. However, none of these situations arose and all participants remained involved in the study until its completion and none asked for removal of data. Nonetheless, it was important to have these precautionary measures in place from the outset.

3.8.3 Participant feedback

From an ethical perspective, it was important to give feedback to participants. Initially, following the face to face 1:1 interviews participants were informed that a transcription of their interview would be emailed to them for review. They were advised that the interview script would be verbatim and that they would have the opportunity to comment on, question its accuracy and ask for any response they were uncomfortable with to be removed from the script. All 30 participants were sent their scripts and only a few responded. Two participants returned questions, the first asked for words in the interview transcription to be changed as they had been misheard; and the second asked that nothing specific from the script that identified the school would be used. They were assured that their requests would be actioned.

3.9 Parental questionnaires

Gilbert (2009) argues the researcher needs to have knowledge of the 'target population' to make questionnaires viable (p.186). The target population in this case study is parents from the seven NMSS. The researcher has considerable knowledge and experience of this population. Having reviewed the literature on questionnaires (Robson, 2002, Cohen, Manion and Morrison, 2007; Thomas, 2009), the researcher selected this method as an appropriate tool to gain a broad sweep of understanding of parents' view of quality within NMSS settings. A questionnaire for these stakeholders was devised to explore parental perceptions of quality within the NMSS to generate data that would be interpreted to construct theories (Appendix 4). Questions were written with clarity and precision to ensure that participants understood the process and that the answers would be quantifiable, reliable and capable of measuring what was intended (Robson, 2002; Cohen, Manion and Morrison, 2007).

The purpose of the questionnaire would be to examine patterns among responses and explore the variables. The researcher made decisions about the usefulness of closed questions with predetermined choices which would provide data that could be tabulated, or graphed and used to identify emerging patterns. Where 'other' is an option it may lead to a discovery, or could be of little or no significance should there be only a few responses.

Breakwell, Smith and Wright (2007) argue that the translation process is often 'troublesome' because the 'questions posed to a sample is severely limited by the complexity of the research question' (p.235) coupled with the capacities and extent

of cooperation of the participants. However, the researcher is confident that in this case the questions posed using questionnaire, pilot focus group and interview were clear and that participants had the capacity to answer fully and have chosen to participate and co-operate.

The questionnaire was initially piloted with the participants from the focus group. The purpose being to ensure that the research methods were appropriate, the questions understandable and that the parents would possess the knowledge to answer them. Two colleagues from NMSS that were not participating in the research were also asked to review them. The researcher aimed to identify any queries or difficulties around wording before submitting the questions for inclusion into the full and final questionnaire for the whole parental sample. The questions were then entered into Survey Monkey.

The questionnaires to be sent to the parents were emailed to the lead professional contact for the research. These individuals had been informed about the questionnaires when initial contact was made with the school, and were personally asked on the day the interviews were undertaken to send the questionnaire to pupils' parents at a later date in the academic year.

The letter to be sent to parents was initially emailed to the principal, head teacher or lead person within each school (Appendix 5). It explained the nature of the research, the benefits for the school, the NMSS sector and education as a whole, and included a link to the school specific Survey Monkey questionnaires. From these first

distributions only parents from one school responded. The six remaining schools were contacted a second time and no returns were made.

Disappointed but undeterred by this lack of response the following steps were taken:

- efforts to contact each Principal / Head teacher by telephone (all unsuccessful as they were unavailable);
- conversations with four Principals / Head teachers of participating schools (met at a conference), reminding them of their initial agreement. Each replied that they were prepared to action this;
- re-sent the questionnaires to those four schools;
- responses received from a second school;
- further contact with the 'conference' individuals this time by phone. I spoke to one of the four who then distributed the questionnaires to the pupils' parents;
- third set of responses received;
- informed that the Principal of another school had left, and that a colleague would make contact; this did not happen;
- two other Head teachers returned the calls although conversations did not materialise as mutually convenient times were not found.

This result of three schools returning the parental questionnaire was still somewhat disappointing, nevertheless it is accepted that from the outset two of the schools had not shown much enthusiasm for this aspect of the research. One of the other schools had experienced a change of leadership and it was unreasonable to continue to press for a response from the remaining school. The disadvantages of self-completion questionnaire were evident (Bryman, 2012).

3.10 Researcher's motivation

As commented in Chapter 1 this research into quality in NMSS was motivated by personal extensive professional experience within the sector. The progression was from Teacher to Head of House (pastoral), to Key Stage Leader, then subsequent positions as Assistant Head, Head of Education and Vice Principal and finally Principal and Regional Lead for a group of five schools within a specialist Multi-Academy Trust. Working within the NMSS sector, experiencing Ofsted inspections and an interest in the illusive nature of quality have provided an appropriate foundation for this research. This project is of particular personal and professional interest to the researcher who has experienced the section 5 Ofsted inspection process as a Vice Principal and Principal nine times whilst working within the NMSS sector. Additional experience has been participation in 16 residential inspections focussed on National Minimum Standards and quality beyond the standards, leading to outstanding judgements. This has led to a fascination with the experiences and perceptions of leaders in the NMSS sector in relation to their perceptions of the definition of quality and their understanding of the concept in relation to the CIF (2015d). It was the intention to formalise anecdotal understanding (or awareness) through this case study by collecting and interpreting data to construct theories. According to Merriam (1998) and Braun and Clarke (2013) qualitative researchers are interested in understanding the meaning people have constructed as this is how they experience and make sense of their world, and it is specifically this that the researcher aims to comprehend.

3.11 Researcher effect

In this qualitative research the researcher is 'the primary instrument of data capture and recording and analysis and must be sensitive to the context and variables, overt and covert agendas' (Merriam, 1998, p.21; Brantlinger et al., 2005). The position of the researcher as a school Principal should not have any adverse effect in terms of influence or of stakeholders' objectivity and honesty. The interpretivist approach is sensitive to Denscombe's (2010) description of the 'interviewer effect' (p.178) and anticipates such effects and identifies potential influence in the analysis of the outcomes. The participants were unlikely to be affected by the 'interviewer effect' because they are the professionals. The researcher has no influence over them. They have no accountability to the researcher who has had little or no contact with the very large majority of the identified sample participating in the 1:1 interviews. In most of cases the researcher met the participants for the first time at those interviews.

3.12 Ethics

Access to the schools participating in this research was obtained via a telephone call, email correspondence including a summary of the research and indication of the data collection process. Ethical considerations must be prominent in research design, particularly when there is a requirement to ensure that participation is informed and voluntary. BERA, (2018, p.7) states:

Researchers must take the steps necessary to ensure that all stakeholders in the research understand the process in which they are to be engaged, including why their participation is necessary, how it will be used and how and to whom it will be reported.

With this in mind, the Participant Information Sheet for Professionals considering participation in this research included an assurance of confidentiality and the right to withdraw at any stage (Appendix 1). The Consent form reiterated this (Appendix 8).

3.13 Validity and reliability

Validity within research is concerned with the need to achieve credibility and maintain integrity with the conclusions drawn. The responses received from stakeholders indicated that this was the case.

This research is within the interpretivist and constructivist paradigms and the issue of reliability must be considered. Bassey (1999) prefers the term 'trustworthiness' claiming that reliability is impractical because case study is a one off event and therefore not open to exact replication. Bassey's (1999) Eight tests to achieve trustworthiness have been considered and response to each point is positive (Table 7, p.109). Triangulation will be facilitated by the use of data from the seven NMSS and enabled the researcher to interpret and 'blend' the stakeholders' perspectives in preparation for construction of theories.

3.14 Undertaking the research and reporting the results

The methodological approach for data was a case study and each of the seven participating NMSS settings provided responses from a broad base of 30 school professionals.

Table 7

Eight tests to achieve trustworthiness

- Has there been prolonged engagement with the data sources?
- Has there been persistent observation of emerging issues?
- Have the raw data been adequately checked with their sources?
- Has there been sufficient triangulation of data leading to analytical statements?
- Has the working hypothesis, evaluation or emerging story been systematically tested against analytical statements?
- Has a critical friend tried to challenge your findings thoroughly?
- Is the account of the research sufficiently detailed to give the reader confidence?
- Does the case record provide an adequate audit trail?

(Bassey, 1999, p.75)

As indicated in Chapter 1 the 7 participating schools (in addition to the pilot school) referenced in the findings (Chapter 4) are:

- Auden: the school for pupils aged 7-12 with a primary diagnosis of language disorder, SLCN;
- Blake: the school for pupils aged 10-18 with a primary diagnosis of SEMH;
- Chaucer: the school for pupils aged 7-19 with ASD or SLCN, learning difficulties and SEMH;
- Dryden: the school for pupils aged 7-19 with a primary diagnosis of ASD with SLD and SEMH;
- Eliot: the school for pupils aged 7-19 with hearing impairment;
- Frost: the school for pupils aged 7-19 with ASD, LD and/or SLCN as complex needs;
- Graves: the school for traumatised pupils aged 6-13 in which the primary

need is SEMH and the secondary need ASD and/or SLCN.

The professionals interviewed were:

1 Chief Executive Officer (CEO), 1 Chief Operating Officer (COO), 3 Principals, 5 Headteachers, 3 Deputy Headteachers, 4 Assistant Headteachers, 5 Teachers, 6 Therapists, 1 Family Support Worker and 1 Researcher equating to 30 school based participants from the seven schools.

For the purpose of the findings and analysis, they have been grouped as follows:

- Group 1, Senior Leaders comprising 1 CEO, 1 COO, 3 Principals, 5 Head teachers: 10 participants;
- Group 2, Deputies/Assistants comprising 3 Deputy Headteachers, 4 Assistant Headteachers: 7 participants;
- Group 3, Therapists comprising 6 Therapists plus 1 Family Support Worker and 1 Researcher whose experience and role was best suited within the therapy grouping: 8 participants;
- Group 4, Teachers comprising 5 teachers: 5 participants.

Two research questions provided a framework and structure:

- 1 Does 'The common inspection framework: education, skills and early years' (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?
- 2 Do inspectors, head teachers/principals, teachers, therapists and parents; share the same perceptions of quality factors within the non-maintained special school sector?

Each participant was asked the same interview questions (Appendix 3), and a

sample of two interview transcripts is given in Appendix 6 and Appendix 7.

The responses from the participants in the seven NMSS have been utilised to create a collective response as a shared voice for each professional group interviewed within the individual schools. Subsequently each professional group's responses were collated to provide a representative voice for each of the four groups.

After carrying out the interviews electronic transcriptions were produced. 17 scripts, including the four from the pilot school, were typed up by the researcher and transcribed as interviewer and interviewee, and included every word, cough, sound and pause that was made by the respondent (Appendix 6). This was a lengthy, yet vital process as it enabled deep immersion into the verbal responses by re-living the face-to-face 1:1 interview experiences within the breadth of practical considerations (listening to the interviewee, checking the interview was being recorded, referencing the questions and checking that timing was within the agreed time frame). Not only the actual words, inflection and pauses, but also the holistic experience of observing the body language contributed significantly to securing worthwhile data and developed a 'double consciousness' for the researcher (Braun and Clarke, 2013, p.9). This immersive process enabled greater understanding and analysis of the accounts, anecdotes and stories of the individuals and groups 'from the inside' (Flick, 2008, p.x). The remaining 17 scripts were transcribed professionally (Appendix 7).

The interview transcripts were uploaded into NVivo 12, Qualitative Data Analysis Software (QDAS) and became the interview case classification. These cases were then named by the letter of the school, A-G, and the code assigned to the role of

participants. Initially three Nodes were created namely, NMSS, Ofsted and quality. New Nodes proliferated early in this stage of the project but as the interview scripts were worked through it became evident that more coding of main Nodes was preferable (Jackson and Bazeley, 2019). Through review and the first round of coding 12 Nodes were included. Quality, for example, led to high quality and poor quality options, but this was too simplistic and the distinct and recurring areas of quality identified environment, leadership, relationships and specialism. These were organised hierarchically under the Nodes to help create order. This process creates 'Conceptual clarity' (Jackson and Bazeley, 2019, p.105) and assisted in identifying themes. Hierarchies helped to ensure thorough, systematic coding of issues, beliefs and emotions and identification of patterns within and between groups and schools.

3.15 Confidentiality and anonymity

Confidentiality and anonymity are considered to be the norm within educational research projects (British Educational Research Association, 2018), and this research applied measures to ensure that both were achieved. At no time were the identities of the schools revealed to one another or to any other party, despite participants and other interested parties requesting the information. Furthermore, the findings and discussion remain confidential and anonymous: it is not possible to identify schools or individual participants from their assigned professional grouping or the text. To achieve this:

- schools were given pseudonyms the pilot being Poets School and the seven participating schools were given poets' names and also referred to by the letters A to G, the initials of the assigned poet, in NVivo;
- individuals were given their role title;

- quotations are anonymised and only included with specific permission.

Confidentiality and anonymity could not be totally guaranteed for participants. The members of staff knew the participants in their school and might be able to identify individuals. Circumstances beyond the researcher's control may also have influenced confidentiality and anonymity; for example, participants may speak about their involvement to others beyond their school but within the NMSS sector.

3.16 The Data Protection Act

The Data Protection Act (UK Parliament, 2018) was adhered to and participants were informed of their data's remit, its intended use, storage, who would have access, and when it would be disposed of. The Participant Information Sheet for Professionals (Appendix 1) and Consent Form (Appendix 8) provided information regarding the above to the participants, with further discussion if required.

3.17 Storage, access and disposal of data

The following data and its analysis were, and continue to be, stored:

- field notes pertaining to observations;
- audio recordings of focus group and 1:1 semi-structured interviews.

Measures were in place to maximise the security of the data:

- Participants were not expected to add their names to data that was collected;
- A locked drawer ensured that paper copies of data were secure, until such time as they could be scanned and saved as a pdf file. After this had been accomplished the paper copies were shredded;

- At no time was the equipment used to record participants left unattended and the transfer of audio recordings to both private computer and back-up hard-drive took place as soon as possible. Once complete, the original recordings were erased;
- No-one else was given access to the data, apart from the supervisor of the thesis and this was solely for the purpose of research supervision;
- A private computer and hard-drive stored electronic data and was password protected. All electronic data relating to the thesis was then kept in a single folder and anonymised. The University of Birmingham's secure systems will store the data from the final thesis. The data will be kept for ten years and subsequently deleted in accordance with the University's Code of Practice for Research.

3.18 Summary

The choice of using a case study to review the NMSS was influenced by the researcher's preference for the interpretivist and constructivist approaches. These approaches reflect the belief that the process of interpretation and the construction of knowledge from participants would be illuminating and answer the research questions posed.

The wider frameworks have been explained and the place of this research within them justified. The methods employed in this research enabled the researcher to develop and refine skills which provided personal and professional development opportunities, in addition to increasing knowledge and understanding of the stakeholders. Undertaking the focus group and interviews and questionnaires,

involved numerous visits to the settings in order to work around the school day and staff members' availability, desire to participate and commitments. The research meets the ethical requirements of BERA (2018) and the researcher considers that the data which will be produced will be trustworthy (Basse, 1999) in contributing to answering the research questions in relation the definition and understanding of quality within the CIF (2015d) and participants' perceptions of quality in the NMSS sector.

Chapter 4

Findings

4.1 Introduction

“The quality of Non – Maintained Special School provision: an exploration of the relationship between inspection, quality and Non-Maintained Special Schools” was investigated through the two Research Questions:

1. Does ‘The common inspection framework: education, skills and early years’ (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?
2. Do inspectors, head teachers/principals, teachers, therapists and parents share the same perceptions of quality factors within the non-maintained special school setting?

The findings from the interview questions revealed the close relationship between the two aspects of the two Research Questions, to the extent that these findings are presented as a combined response to the three significant elements of the study title, namely Quality, NMSS and the Inspectorate.

It was evident from the 30 interviewees from the seven participating schools (referenced in Chapter 3, Methodology) that professionals often shared the same perceptions (Research Question 2) with each of the four professional groups confirming another's point of view. Therefore these responses are also grouped within the findings of each of the three aspects - Quality, NMSS and the Inspectorate.

4.2 Quality

4.2.1 Features of quality

Participants' views regarding the different aspects of quality (high quality features, poor quality features, whether a good Ofsted report is an indicator of good quality, the greatest influence on quality in the NMSS sector, the positive aspects of the Ofsted inspection process and whether or not the CIF (2015d) promotes high quality) were sought by asking the following interview questions:

- (i) Please could you describe the features/indicators of high quality NMSS?
- (ii) Conversely, could you describe the factors that indicate poor NMSS?
- (iii) Do you think that a good Ofsted report is an indicator of good quality special school provision?
- (iv) What has had the greatest influence on the quality of provision in the NMSS sector in the last 10 years?
- (v) What are the positive aspects of the Ofsted inspection process?
- (vi) Does the CIF (2015d) promote high quality provision?

(Interview questions 4, 5, 6, 8, 9, and 10 respectively)

Arising from the responses to those questions the emergent themes are presented (with relevant statistics) in the following paragraphs: Holistic needs and provision, Collaborative working, Factors of poor quality, Impact of funding, Influence of Ofsted on quality, Quality with particular reference to NMSS.

4.2.2 Holistic needs and provision

The holistic understanding of the child and their needs was considered by 24 participants (80%) from three of the four groups of participants as a factor of high

quality provision. 80% of Senior Leaders, Deputies/Assistant and Therapists referred to the significance of understanding holistic needs; 60% of Teachers (3) made reference to this. Participants spoke about the importance of being specific around the cohort, responding to the needs of the individual, removing barriers to learning, understanding and meeting the holistic needs of each child.

Holistic provision including depth of specialism was referenced by 20 participants (67%) who also inferred that understanding a child's holistic needs requires specialist knowledge. Since the pupils in NMSS all have an Education Health and Care Plan (EHCP) it is important that all professionals working with pupils with SEND understand the story of the child, their needs, objectives and provision as outlined in the EHCP. The Assistant Head teacher from Frost School asserted:

as much as OFSTED claim that they want to hear children's stories and their starting points.... there's room for a development of their understanding of our young people's backgrounds.

A Deputy Head teacher from Chaucer School commented that the NMSS sector is different and '*it's looking for different outcomes*'. Understanding the child's holistic needs and the appropriate specialised provision to meet the needs was commented upon by the Principal of Auden School who stated:

We have an absolute perfect condition in which to make the most specialist type of environment for the particular needs of a certain disability, I think that's the biggest feature we have and it's deeply joyous when you can get that.

A Head teacher from Dryden School commented that high quality provision derives from understanding the children and their SEND and enables them to make:

exceptional progress in as many areas as possible, removing the barriers to learning.... achieving (that) which people thought were inconceivable.

These views are summarised by a member of the Therapists group from Graves

School who described the tailored, personalised provision which makes a real difference as:

A curriculum which is really well-adapted and sensitive to the need of your population whatever that population of children may be.

4.2.3 Collaborative working

Collaborative working within and through school teams was identified by the majority of participants, 24 (80%), as a significant feature/indicator of high quality NMSS provision as it assists with the understanding of the pupil and their Special Educational Needs & disabilities (SEND). They suggested that collaboration within and beyond the school has been one of the greatest influences on quality in the NMSS sector in the last ten years. It is interesting to note that the figure of 80% includes 100% of the teachers (5). Forming positive relationships was also mentioned specifically by 30% of participants (9). The Deputy Head teacher from Graves School commented:

Working with colleagues is a very good way to do it.....There's a time and a place for Ofsted to come in and make a judgement..... Because we're all in it, surely, for the best needs of the child and therefore our society and Ofsted have a part to play in that.

4.2.4 Factors of poor quality

Lack of stability and drive proved to be an aspect of poor NMSS provision as referenced by 20 participants (67%) specifically Senior Leaders, Deputies/Assistants and Therapists. Lack of accountability was cited as another indicator of poor NMSS provision. Comments covering such elements as pupils failing to thrive, low staff expectations and lack of staff training and development were also identified as significant to poor NMSS provision. Similarly lack of empathy and understanding was identified by some professionals, 16 (53%), as a feature of poor NMSS

provision. Most participants, 67% (20), named features of poor quality which indicate lack of empathy and/or understanding of the pupils and school. A Teacher from Chaucer School illustrates this perception:

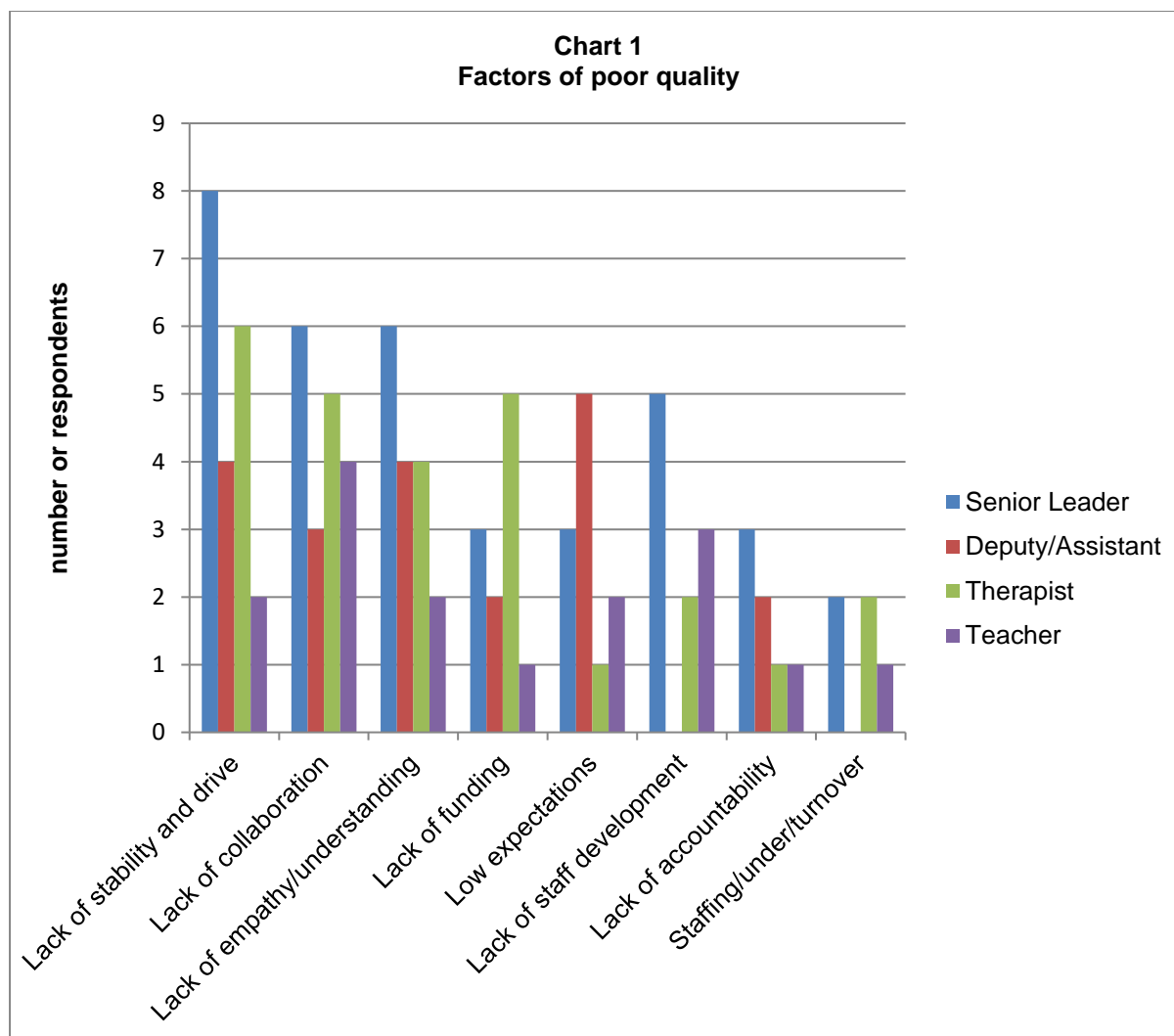
It would be a lack of understanding of what they're teaching and why.... a lack of understanding of what sort of school you are, the sort of pupils that you're supporting.... being quite vague and not having a common purpose that all the staff are following, would probably quite be quite poor maintained school, I think.

It is interesting to note that a number of responses, 60% from 18 participants, indicated that a lack of collaboration may lead to pupils' not thriving, with low expectations from staff, a high staff turnover and a lack of staff development, these being indicators of poor quality NMSS provision. Funding was also recognised as having a significant impact on the quality of provision, with therapists in particular making reference to this aspect. Chart 1 (p.121) shows the factors of poor quality.

4.2.5 Impact of funding

When participants were asked what has had the greatest influence on the quality of provision in the NMSS sector in the last ten years, 11 (37%), suggested it was funding. This was referred to by these participants as having the greatest impact on quality. The context and challenges of the NMSS sector in relation to funding inevitably impacts on NMSS provision, and participants did not always feel that this was recognised, appreciated or understood by Ofsted inspectors. The Principal from Auden School commented:

The funding is so tight it is impossible to increase fees.....the real crunch has come around funding when we cannot raise the fee level in accordance with inflation or salary rises or heating and lighting costs.



4.2.6 Influence of Ofsted on quality

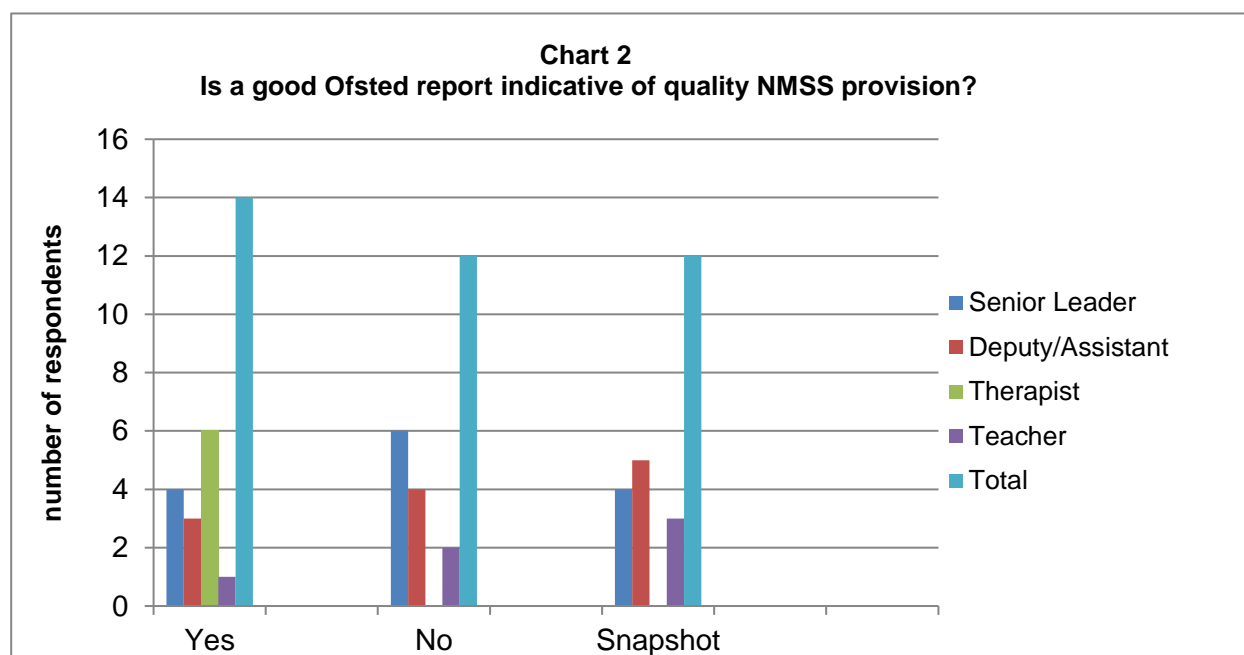
Ofsted was considered to have had the greatest influence on quality by 9 participants (27%) who mentioned the impact of the inspection judgement, the changing expectations, the changing framework and the pressure of a 'looming' Ofsted inspection. The Principal from Eliot School commented:

You are never far out of an action plan before they come again.

Additionally, the Chief Operating Officer from Graves School had an interesting perspective on the impact of Ofsted's influence on quality. He stated

The biggest influence has been having the confidence - not leaving it to Ofsted, not just to follow standards.

This Senior Leader and a number of others mentioned the importance of stepping beyond the confines of Ofsted standardisation and focussing on transforming provision to improve quality. Chart 2 below indicates the responses to the interview question: 'Do you think that a good Ofsted report is an indicator of good quality special school provision?'

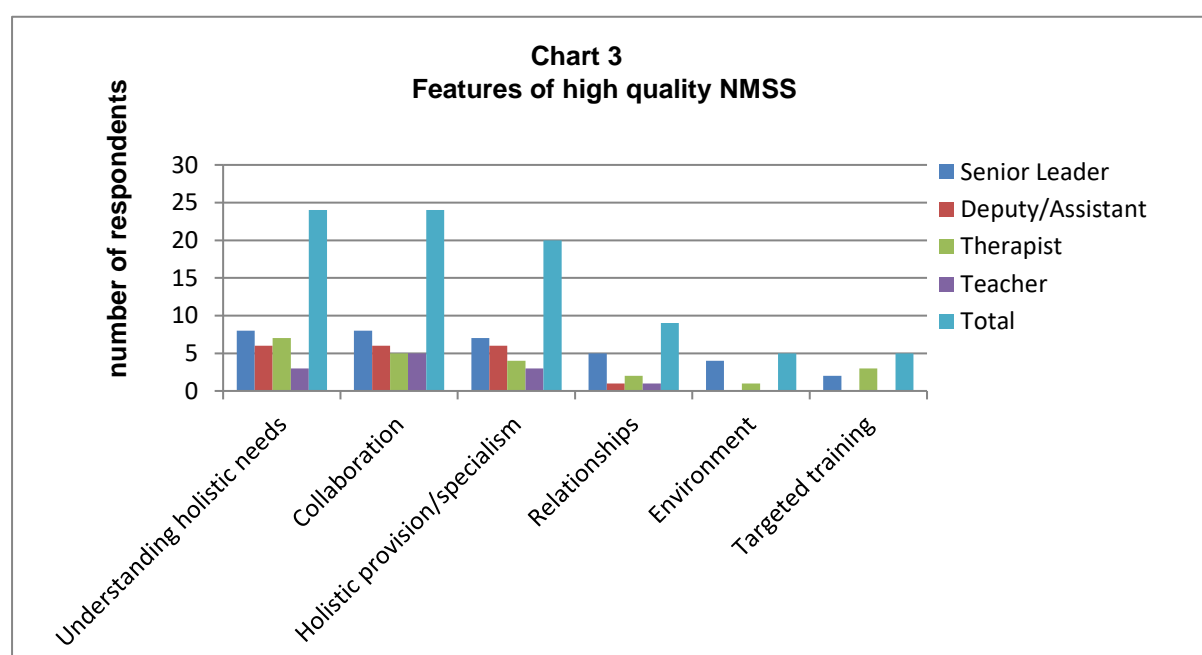


Although the large majority of the Therapists indicated that a good Ofsted report is indicative of good quality NMSS provision, the majority of Senior Leaders, Deputies/Assistants and Teachers suggested that a good Ofsted report is not necessarily indicative of good NMSS provision and some commented that it is merely a 'snapshot'. The responses were interesting with some participants stating yes, then adding but it is only a snapshot and others stating no because it is a snapshot. One parent also referred to inspection as a snapshot.

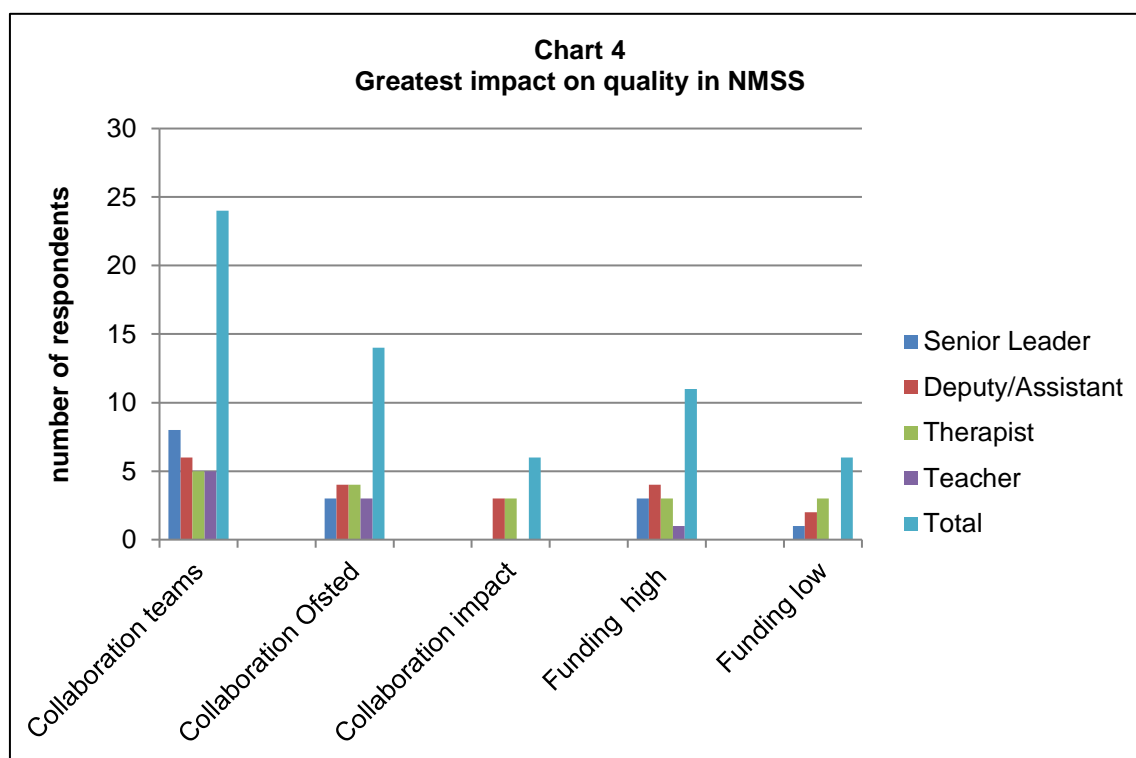
4.2.7 Quality with particular reference to NMSS

Identifying the high quality features of NMSS is of importance in understanding quality in relation to the Ofsted inspection process. From the seven schools and 30 participants in this research, an understanding of a child's holistic needs, collaboration, holistic provision and depth of specialism were shown to be the most important factors followed by relationships, the environment and targeted training. Responses highlighted many features which indicate that identifying quality within NMSS requires specialist knowledge [being specific around the cohort, the environment, personalised curriculum etc.] to ensure that the school is judged appropriately.

The responses from Senior Leaders, Deputies/Assistants, Therapists and Teachers were broadly similar as shown in Chart 3, below, which shows the responses to the question 'Please could you describe the features of high quality NMSS?'



Overall, when considering the question 'What has had the greatest influence on the quality of provision in the NMSS sector in the last 10 years?' collaborative working was seen to be the priority as illustrated in Chart 4 below.



4.3 NMSS

4.3.1 The distinct and different nature of NMSS: they are largely non-comparable

Some participants' believe that NMSS require a distinct approach to inspection because they are different from the maintained and mainstream sector. The comments referred to the 'responsive' philosophy of NMSS, the rigidity of the inspection framework, the frequency of inspection and the inspectors' ability to judge the 'different' provision which was either judged to be comparable or not comparable by participants. The majority of participants from each of the four groups (Senior Leaders, Deputies/Assistants, Therapists and Teachers) indicated that NMSS are not

comparable to maintained and mainstream schools as the ethos, focus and educational philosophy are different in order to meet the complex holistic needs of each pupil. The experienced Principal from Blake School stated:

They should be inspected as non-maintained special schools, and there are regulations.... 2015, they should read them first. You would be surprised how many members of inspection teams don't know what a non-maintained school is, or what non-maintained school regulations are.

Participants believed that NMSS are different to maintained and mainstream schools due to the nature of the pupils, the broad spectrum of complex SEND in the sector and the associated difficulties with holistic teaching and learning. These factors may impact on the Ofsted inspection process. The Principal from Blake School added:

The quality of Ofsted is so unpredictable.....they do not have enough information on non-maintained schools, and yet despite that they make all kinds of pre- uh..... pre-visit decisions.... about what the school is like and on most occasions we have to spend the first morning correcting everything that they've come with.... the quality of the inspector..... of the inspectors, it does vary too often and so we get outstanding one year and then good the next year but the good sounds even better than the outstanding.

The majority of participants, some of whom may have experienced an inspection process similar to the one referenced above, suggested that a different approach and inspection framework should be considered. The Chief Operating Officer from Graves School commented:

Mainstream and non-maintained special schools are very, very different, we have completely different cohort of children, so therefore I would say that there should be a different type of inspection for a non-maintained special schools. I think there have to be some overarching principles that inspectors are looking for but maybe they need to have the flexibility and the ability and the OK, the nod from Ofsted that they can maybe change the way they do the inspection depending on the place that they are.

The disadvantages of NMSS being inspected under the same framework as maintained and mainstream schools were explained by the Head teacher from Blake

School:

We should have a different inspection framework, uh; it's unfair to inspect independent or non-maintained special schools under the same framework as mainstream schools because of the progress that's achievable of young people.....that's always been a problem for us and when you're being inspected on the national framework for Ofsted I think it puts you at a disadvantage instantly because of the achievement of pupils we're always gonna be up against it.

The point that perhaps an alternative to Ofsted would be more appropriate was made by teacher from Chaucer School in her second year:

We should be held to some degree of accountability in someone checking.....maybe- I think Ofsted but if there was an alternative.....perhaps a body that better understood non-maintained schools maybe would be a better choice.

Awareness of the differences in the sectors was referenced by 17 participants (57%) who commented that NMSS should not be inspected in the same way as maintained and mainstream schools since they are non-comparable; especially statistically, due to smaller numbers on roll, the complex needs of the pupils, the environment and philosophy of the NMSS sector. They suggested that flexibility was required when inspecting this specialist SEND sector and to inspect under the same framework was inappropriate. The 57% of participants (17) who indicated that NMSS are non-comparable referenced specifically statistical measures and commented that the differing environments, SEND philosophy and holistic teaching and learning methods require greater flexibility and therefore, indicated that inspecting rigidly under the same framework is insufficient. However, there were some elements in which NMSS were considered to be comparable to maintained SEND and mainstream schools. The very large majority of participants' views indicated that NMSS should be inspected by Ofsted to ensure comparison and 27 participants (90%) agreed that this should be with the same frequency as maintained and mainstream schools, i.e. three

yearly. 14 participants (47%) indicated that they should be inspected in the same manner as maintained mainstream schools to be comparable and to reassure parents, local authorities and additional stakeholders that the sector is suitably monitored by an external body. 18 parents, (90%), strongly agreed that NMSS should be inspected by Ofsted and 10, (50%), agreed they should be inspected in the same manner.

When thinking about comparability with the other education sectors with regard to the CIF (2015d) this was identified as important in consideration as to whether it promotes high quality provision. Four participants (13%) commented that theoretically it gives parity and encourages commonality and comparability. They suggested it might contribute to building good provision in schools, as it can give indicators for improvements and maintenance of standards, as well as identifying areas for celebration. Those participants who only partially agree that the CIF (2015d) promotes quality suggested that the framework is tailored and interpreted by NMSS professionals to work in their favour. 11 parents, (55%), agreed that NMSS should be inspected under the same framework.

A group of participants who suggested that NMSS are not comparable because of the diversity of the sector considered that the CIF (2015d) does not promote quality in NMSS. It cannot be implemented successfully in specialist NMSS for pupils with complex SEND because of its inflexibility and over-simplistic measurements and standardisation.

4.3.2 Recruitment and professional accountability

The views of 20 participants (67%) indicated that the accessibility of Ofsted reports has an impact on recruitment. Working with experienced colleagues in a 'good' school under the planned three-yearly inspection cycle might be appealing to professionals. 18 participants (60%) had referred to specialist knowledge among the staff as being a significant requirement for recruitment, but felt that a good Ofsted report might take precedence, as it could imply that specialist knowledge is evident among the staff.

4.3.3 Specialist knowledge

A predominant theme emerging from the responses to six of the interview questions was specialist knowledge. Responses indicated that specialist knowledge of NMSS should be a requirement of Ofsted inspectors to ensure consistency, comparability and accountability in line with national standards. It was considered to be essential as pupils in NMSS settings are typically from a number of local authorities, and achieving a 'good' or 'outstanding' judgement is crucial for the viability of NMSS. Participants' reasons suggested that as all schools are inspected under the same framework (CIF, 2015d) it is important that inspectors can make judgements regarding pupils' progression and the quality of the provision.

97% of participants (29) refer to specialist knowledge of the school context as important. Specific knowledge of the NMSS was referenced by 7 participants (23%) together with the ability to relate the specialist knowledge to the context, in order to interpret and understand the specific challenges for each setting. Responses highlighted many features indicating that identifying quality within NMSS settings

requires specialist knowledge [depth of specialism, being specific around the cohort, the environment, personalised curriculum etc.] to ensure that the school is judged appropriately and that professionals are held to account.

4.3.4 Collaborative working

As has been previously stated collaborative working within and through teams was considered by 24 participants (80%) to have had the greatest impact on quality in the last 10 years. Seven participants, (23%), suggested that collaboration within and beyond school has been one of the greatest influences on the NMSS sector in the last ten years and 47% of participants (14) considered collaborative working to be a positive aspect of the Ofsted inspection process. A Therapist from Chaucer School commented:

There could, maybe, be this rather slower, longer process of support and collaboration....a bit like a school improvement partner would do. And then at the end you'd have an inspection, but it's done in a much more, maybe therapeutic kind of way, I suppose, so you're show casing all the good stuff but you're aware, you're openly discussing the difficulties.

4.4 Inspectorate

4.4.1 Should Ofsted inspect NMSS?

The findings explore the participants' acceptance of the Ofsted inspection process and whether it is appropriate for the NMSS sector. When participants were asked if Ofsted should inspect NMSS the overwhelming majority (97%) acknowledged the necessity for an external body to audit and monitor provision. A Deputy from Graves School asserted:

They should be inspected but I'm not sure by OFSTED because I don't think they have the capacity to understand, to take the time to understand the difference in provision and what the characters of places of work are. But I do

think that they should be inspected.

The above quotation from an experienced Deputy captures a thread running through the responses relating to inspection of NMSS. Participants clearly endorsed the need for external inspection, for external accountability and comparability, which they frequently referred to as 'Ofsted inspection'; yet some speculated whether Ofsted was the appropriate body for the NMSS sector. Participants from each of the four groups indicated that specialist knowledge of the specific SEND setting was required to undertake inspection in NMSS.

Senior Leaders' response

The overwhelming majority of senior leaders agreed that NMSS require external regulation, yet their experience of the inspection process had raised questions regarding the composition and experience of the Ofsted team and the inspectors' understanding of the NMSS sector and nature of NMSS education and care. The Chief Operating Officer from Graves School commented:

I think it's important that there is a judgement about whether or not a good quality of service is being delivered. I suppose the question there is about Ofsted and I don't know whether Ofsted are the right people to be doing it.

Deputies/Assistant Head teachers' response

Deputies/Assistant Head teachers agreed that NMSS should be inspected, but questioned the suitability of the inspection framework for the sector. An Assistant Head teacher from Blake School commented:

We have to be very, very different to succeed.... a comparable measure doesn't quite work out.... What is important to our children is that they finish schooling with us with a good enough background, a stable education where they are able to step out into the world and be independent members of society that can give back to the society that actually had helped them.

Therapists' response

All the experienced therapists expressed similar concerns connected with Ofsted inspectors' understanding of the nature of specialist NMSS provision. A participant from the Therapists' group from Frost School stated:

When Ofsted come and inspect it would help if they had knowledge of SEN and how we run the curriculum because we are very different to maintained state schools.

This point was extended by a Therapist from Graves School who debated the pros and cons of the Ofsted inspection regime for the NMSS sector and suggested much of the process 'does not fit the purpose of the organisation' and added:

We're sort of running around them and trying to get things to fit them so I've got mixed feelings.

Additionally, there was a feeling amongst Therapists that NMSS are different. A therapist from Blake School said:

There is scope for understanding the context of our provision differently to that of mainstream.

Teachers' response

All Teachers acknowledged that NMSS should be inspected but questioned whether Ofsted inspectors have the specialist knowledge and experience of the NMSS to undertake the inspection fairly. A Teacher from Graves School illustrated the point:

It really depends on the Ofsted person who comes and, what their views and opinions are on a non-maintained school I feel..... those views can quite often then change what the outcome is of the inspection, so if they have a good understanding of a special school and understand what the school does and what their main aim for those children are, then I think it's ok, but if the Ofsted own views aren't as - or they aren't as knowledgeable around special schools and they don't really understand the school, then it's more difficult.

The difficulty that sometimes has arisen with Ofsted inspectors outlined by the Teacher from Graves School is summarised by the Teacher from Blake School:

They (Ofsted) have to do things in a certain way.... and I think that's where the problem is, because we don't fit.

In summary, the very large majority of participants, 97%, agreed that NMSS should be inspected but there was a question as to whether it should be by Ofsted.

Participants suggested that specialist knowledge is required by inspectors for inspection to be well matched to each individual setting. Specialist knowledge of the NMSS sector was seen to be important to Senior Leaders and Therapists but not to the same extent by Deputies/Assistants and Teachers. There remained a question as to whether Ofsted is the appropriate body to undertake inspection of NMSS.

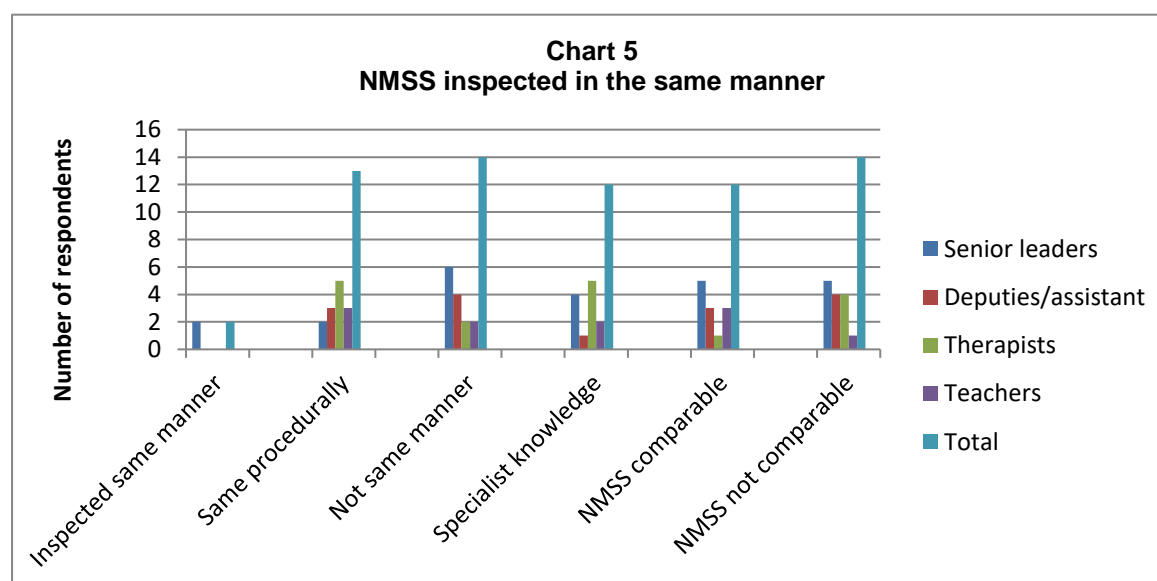
Parents

100 % of parents who responded to the anonymous questionnaire agreed that NMSS should be inspected by Ofsted (see Appendix 9).

4.4.2 Should all NMSS be inspected in the same manner as maintained and mainstream schools?

In response to this question, 2 senior leaders (7%) answered yes, NMSS should be inspected in the same manner. 14 participants (47%) suggested that inspection should not be undertaken in the same manner as maintained mainstream schools. Additionally, 14 (47%), comprising participants from each professional group indicated that the answer to the question was more complex than either yes or no as there are layers that need to be explored to fully understand the setting. In terms of accountability, consistency and parity against the judgements, responses suggested that the manner should be the same for the NMSS sector to be considered as nationally comparable. However, it was reiterated that a deeper, targeted, specialist

level of inspection is required to understand the individual strengths of each NMSS as can be seen in Chart 5 below.



Senior Leaders' response

In relation to the reasons why Ofsted should inspect NMSS in the same manner the Head teacher from Chaucer School stated:

It's important that we don't dumb down or have a different type of.....experience.

The Head Teacher from Dryden School added:

They should be inspected in the same way, because the basic purpose of education is the same, wherever you went.

The point of the external, national, professional judgement, accountability and the necessity for a comparable measurement is illustrated by the Principal from Auden School who opened her response to the question on the manner of inspection by saying:

Yes, I do think so because it brings us into the accountability realm and we can stand alongside others with justification in that we have the same framework, the same judgements.

The Principal from Eliot School said that he:

wouldn't want it any other way.... I think it's important that we keep as close as possible to best practice in mainstream.

This point is further developed by the CEO from Chaucer School who added that he was reassured that NMSS are inspected under section 5 arrangements rather than the independent school regulations as it made the sector:

more comparable for local authorities with mainstream and maintained special schools.

However, these Senior Leaders and 11 other participants (37%) commented that whilst there is a need for external inspection and accountability, consistency and parity with maintained schools and the mainstream sector, there are multiple layers to be explored and considered. The complex needs of the pupils, achieving relevant outcomes for the pupils, the breadth and depth of SEND specialism and the experience within each individual school within the NMSS sector should be taken into account.

The 5 Senior Leaders (17%) who said that NMSS should not be inspected in the same manner referred to the invasion of Ofsted inspectors, the lack of understanding and specialist knowledge of the inspected setting. Lack of appropriate training and the autonomy given to inspectors to interpret settings of which they have no experience was also mentioned. The Head teacher from Frost School stated:

I don't think all schools should be inspected in exactly the same format. I think they should be looking at schools individually before they arrive... they're not all the same. We don't all fit.

The Chief Operating Officer from Graves School extended the point:

I do think it should be different and I think it need some level of specialism in order to understand what services are trying to deliver. And I suppose one of my biggest issues with the whole of schooling and all the rest of it is a one-

size-fits-all approach isn't good enough actually. You know, all children are different even though we categorise children into the sort of clusters because of their particular area of need, they're all different too, so no, one-size-fits-all is no good.

Deputies/Assistant Headteachers' response

None of the participants in the Deputies/Assistant Headteachers' group committed to agreeing entirely that Ofsted should inspect NMSS in the same manner as maintained mainstream schools. Three participants (10%) commented that whilst it is important for there to be external inspection and accountability to give consistency and parity with maintained special schools and the mainstream sector, there are multiple layers to be explored. The Assistant Head from Auden School responded:

There has to be some consistency between the two, otherwise you are not comparing education, but I think it is important that the lead inspector and the people that come along to help have experience of what it is like to teach in a SEN environment....understanding of how a NMSS works is really important. It can at one level cloud their judgement if they are not experiencing stuff that they would expect in a mainstream school.

The point is reiterated by an Assistant Head from Eliot School:

I think, largely yes, in the same manner that we should be inspecting the same criteria and looking at, for example, safeguarding, the curriculum and pastoral care etc. So I think in the broad headings of what the inspectors are looking at. I think though, it is important if we were looking by referring by the same manner, as the inspectors way of engaging with the young people, they would need to be considerate of the needs of those young people and it's certainly helpful if say in an autistic school, you had an inspector with some knowledge and experience of working with children with autistic need. In our setting it would be about, having someone with an awareness of what a... child would require and so on.

The 4 Deputies/Assistants (10%) who stated no, they should not be inspected in the same manner, were adamant in their responses. When asked the question, the Assistant Headteacher from Dryden School stated, '*No, because we're different*'.

The difference referenced by the respondent is developed by the Assistant Headteacher from Frost School who stated:

I still think there's room for a development of their understanding of our young people's backgrounds.....And actually, what progress looks like for our young people. And what sort of priorities look like for the young people and their families. You know, I have families here.....they want their young people to be the best version of themselves, but the reason why they've sent them to us is because they want them to be the best version of their whole self. And they recognise that within a special provision we look at the whole child and the development of the whole child. And that our priorities for that person are going to be different than if they'd gone through the mainstream sector.

The Deputy Headteacher from Graves School took the impact of the prospect of inspection in the same manner further stating:

Absolutely not: I talk for our school and the larger piece of work is stabilising children and education. And what we find is that once they're stabilised in education then they can, by education I mean in a classroom setting, then they can make advances but at their own pace. And a large part of our job is to demonstrate to children that they are intelligent because they simply don't believe it. And if you've got Ofsted coming in without that understanding..... that could be very, very damaging for the chances of the children.

Therapists' response

All participants within the Therapists' group suggested that NMSS should not be inspected entirely in the same manner by Ofsted. An illustration of the position of 5 Therapists was captured by a Therapist from Eliot School who commented:

I think they should be inspected in the same way in terms of we should be given the same amount of notice, the same um itinerary and so on and so forth. I do, however, think that there is scope for understanding the context of our provision differently to that of mainstream... to be failed by mainstream standards is to ignore the context.....the client group.

A Therapist from Dryden School developed the point stating:

Understanding the special schools and our provision is very key, and understanding the necessity of how we have to do things differently, so how the timetable needs to be very individualised, might not be in keeping with the mainstream school, how we need more sensory time, more learning breaks, more meeting their needs and also making the timetable...just ensuring that the timetable is functional, meaningful, and motivational to our students and with people with autism, that is key.

Teachers' response

Within the Teachers' group 2 participants (7%) stated that NMSS should not be inspected in the same manner and 3 (10%) acknowledged that NMSS should not be inspected entirely in the same manner by Ofsted. A Teacher from Blake School commented:

To measure us in exactly the same way um, is where we have problems. So we have to be very, very different to succeed. So a comparable measure doesn't quite work out.....It would be nice to see a much more school-based... context based approach from the inspector who is there to see the quality of provision for those kids in that context and then make judgements on that rather than everything elserather than the square pegs in round holes, which seems to be what jars against a lot of people.

A Teacher from Dryden School commented that procedurally NMSS should be inspected in the same manner:

But Ofsted should take into account the special nature of special needs schools, so I don't think they should use the same criteria for assessing it. . Non-maintained school or special needs school, teaching and learning is developing all the time and the way we provide activities or deliver lessons is quite different to mainstream style.

The overwhelming majority of participants 28 (93%) indicated that inspection should not be undertaken in the same manner, however, there was an equal split between participants who suggested that the procedural elements and broad headings should be the same and those who believed NMSS should not be inspected in the same manner as they are not comparable.

Parents

50% of parents (10) agreed that NMSS should be inspected in the same manner.

One parent added:

I think it is important to keep the pressure up on all schools and not make exceptions because this is where things can go wrong. Everything within schools should be transparent and ready for inspection at any point.

35% (6) parents disagreed that NMSS should be inspected in the same manner and 15% (3) neither agreed nor disagreed. One parent commented:

Special school can mean many things to many people I don't know if they should be inspected for education in the same way as outcomes are very individual for these children and often children have had poor experience of mainstream education already.

4.4.3 Perceived value of the Ofsted report

In terms of Ofsted reporting, some participants, 47% (14) considered that a good Ofsted report is an indicator of good NMSS provision. However, 12 participants (40%) disagreed, suggesting, as previously stated, that the judgement is a snapshot of the NMSS context. One parent also referred to the inspection as a snap-shot. The judgement could be limited by the lens through which it is examined: it is only considered an indicator as the accuracy of the resulting judgement depends on the experience and specialist knowledge of the inspector. All seven schools had participants who agreed or disagreed that a good Ofsted report is an indicator of a good school, with the exception of Auden School at which all participants, 3, a Principal, an Assistant Headteacher and a Therapist indicated that a good report reflects a high quality school.

Parents

80% of parents (16) agreed that a good Ofsted report is indicative of good NMSS provision 3 neither agreed nor disagreed and 1 disagreed. One parent commented:

I agree but a good Ofsted report is not the only indicator of a good school'.

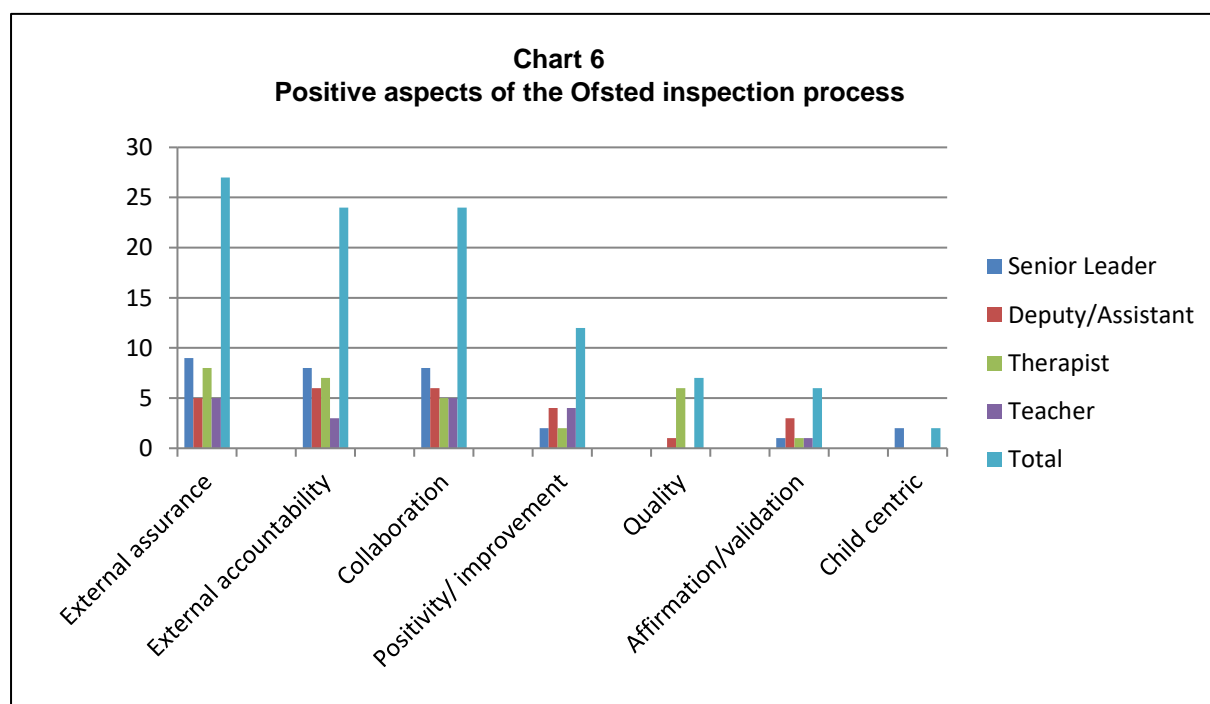
A second said '*possibly but not necessarily*' and a third added '*Sometimes*'. Two comments were made about poor Ofsted reports reflecting poor provision.

4.4.4 The positive aspects of the Ofsted inspection process

The Ofsted inspection process is considered to have positive aspects by the overwhelming majority of participants - 27 (90%) as seen in Chart 6 below. The participants gave examples of positive aspects of the Ofsted inspection process. External assurance for families resulting from the school's accountability to Ofsted was referred to specifically by 27 participants (90%). External accountability of the school directly to Ofsted and collaboration were referred to by 24 participants (80%), and 12 participants (40%), suggested that the Ofsted inspection process promotes positivity, improvement and higher standards. A few, 7 participants (21%), referred to quality.

Parents

12 parents (60%) agreed that Ofsted information is useful for professionals, 7 neither agreed nor disagreed and 1 disagreed.

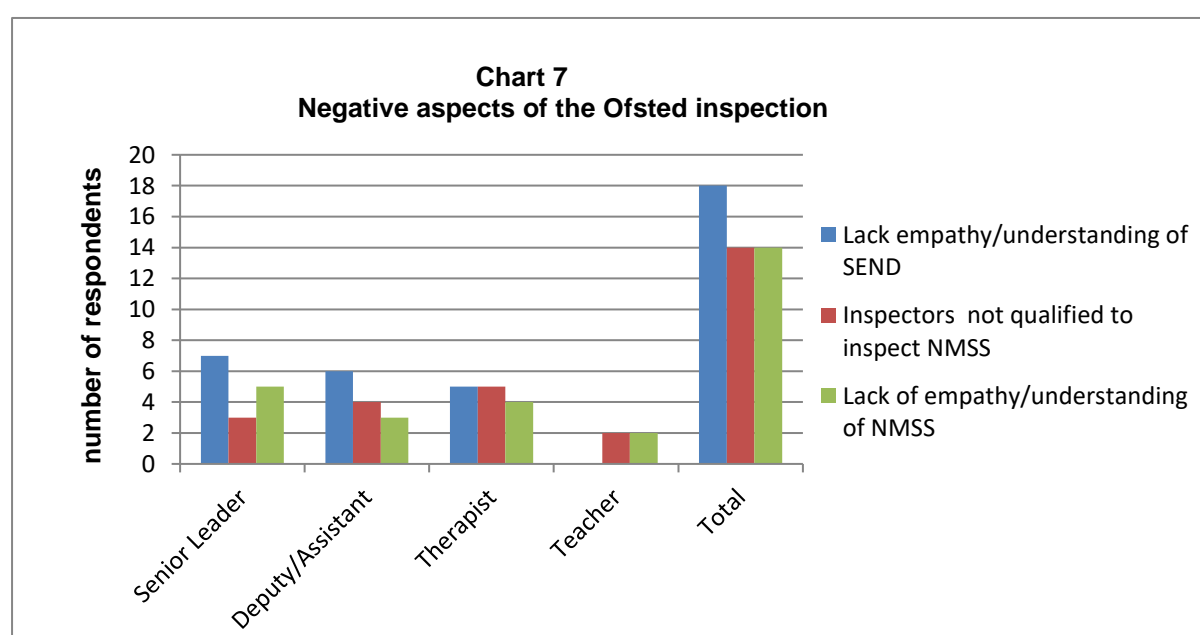


4.4.5 Negative aspects of the Ofsted inspection process

Negative aspects of the process were shared by participants from 4 schools and indicated that inspectors' lack of specialist knowledge and experience led to misunderstanding and misconceptions about specialist settings as seen in Chart 7 below. One Senior Leader from Blake School described his view and experience which resulted from the Ofsted inspection process:

Ofsted as it is constituted should be shut down, it's not really worth anything of any great value except for, you know large data they do not have enough information on non-maintained schools, and yet despite that they make all kinds of pre- uh pre-visit decisions, I think, about what the school is like and on most occasions, we have to spend the first morning correcting everything that they've come with.

This experience of NMSS inspection was referenced by other participants and suggests that there is a mismatch between inspectors, the CIF (2015d) and some schools within the NMSS sector who are described by a Senior Leader from Graves School as being '*demoralised under the Ofsted cosh*'.



4.4.6 Frequency of inspection

The frequency of inspection, 3 years, was considered to be appropriate to 27 participants (90%). The three who disagreed comprised 1 senior leader, 1 therapist and 1 teacher who questioned whether it would be better to undergo inspection more regularly to reduce the anxiety and stress of the external monitoring process.

4.4.7 Perceived qualifications necessary for Ofsted Inspectors

When participants were asked if they consider Ofsted inspectors to be appropriately qualified to undertake inspection and judge the quality of provision in NMSS, 43% of participants (13) indicated that they felt Ofsted inspectors are qualified to undertake inspection in NMSS. They stated that they are trained and have knowledge of the purpose and process of inspection, this included only 1 Therapist. The view from a Teacher from Frost School is representative of the 'yes' participants:

You can't just walk into the job; you have to have a certain amount of experience in education. I know there are some lay people who become Ofsted inspectors but I would hope that the system, would, would be strong, would be set up in such a way that the integrity of these inspectors is sort of paramount and and I suppose that there is no other agenda.

However, the comment from the Chief Executive Officer from Chaucer School may perhaps exemplify the underlying view of the yes participants:

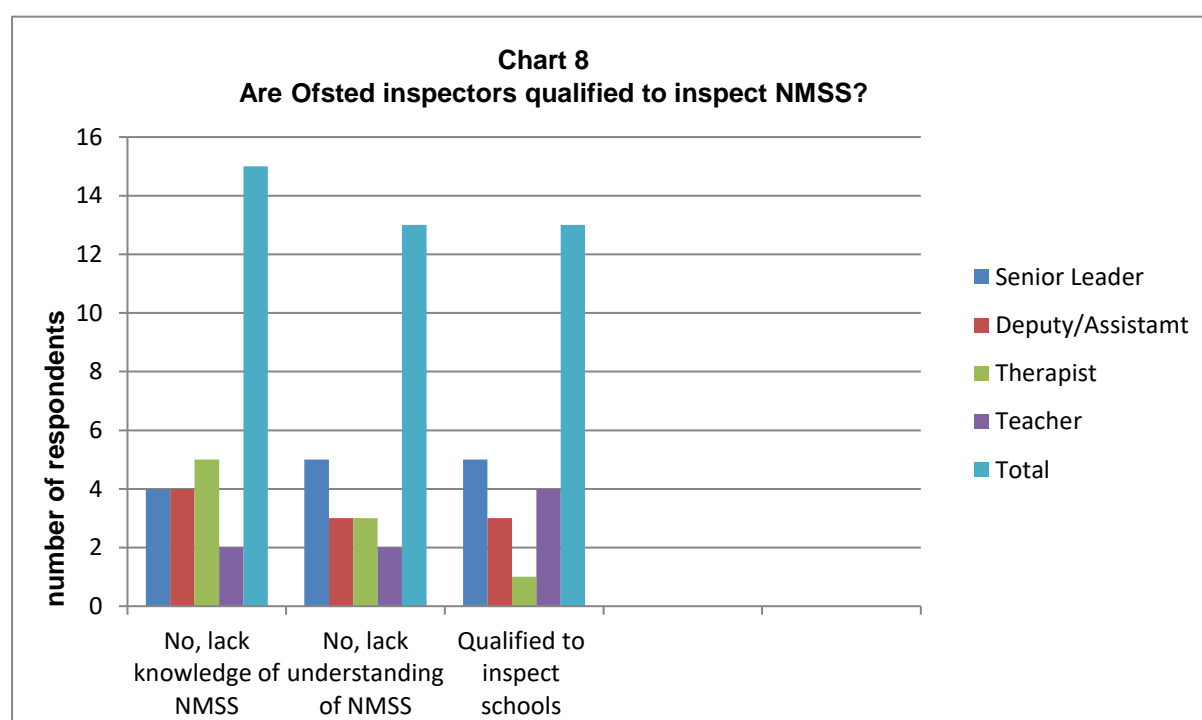
I, yes actually, I think they have been appropriately qualified, but having said that.....you can be qualified, but does that does not always mean that you are very good at inspection.

50% of participants (15) said that they felt Ofsted inspectors were not appropriately qualified to inspect and judge NMSS. Their responses indicate that they felt that Ofsted inspectors do not have the specialist knowledge, practical experience, and/or understanding of the NMSS sector and the individual school contexts. The huge

range of settings that inspectors are required to inspect as part of their remit also may bring into question their ability to hold professionals in the NMSS sector to account with knowledge, confidence and understanding. This point is exemplified by a Therapist from Chaucer School who indicated:

If you get someone who doesn't understand it, it can become much more a battle. And that's not necessarily the, er, fair, I don't think, because actually, they're, they're judging from their, kind of experience skill set.....I think in my whole time, working in education, I think inspections that I have been involved in, there might have been two inspectors that have had the qualifications that you would want, within this kind of setting.

Chart 8 below summarises the responses relating to whether inspectors are qualified for inspection of NMSS.

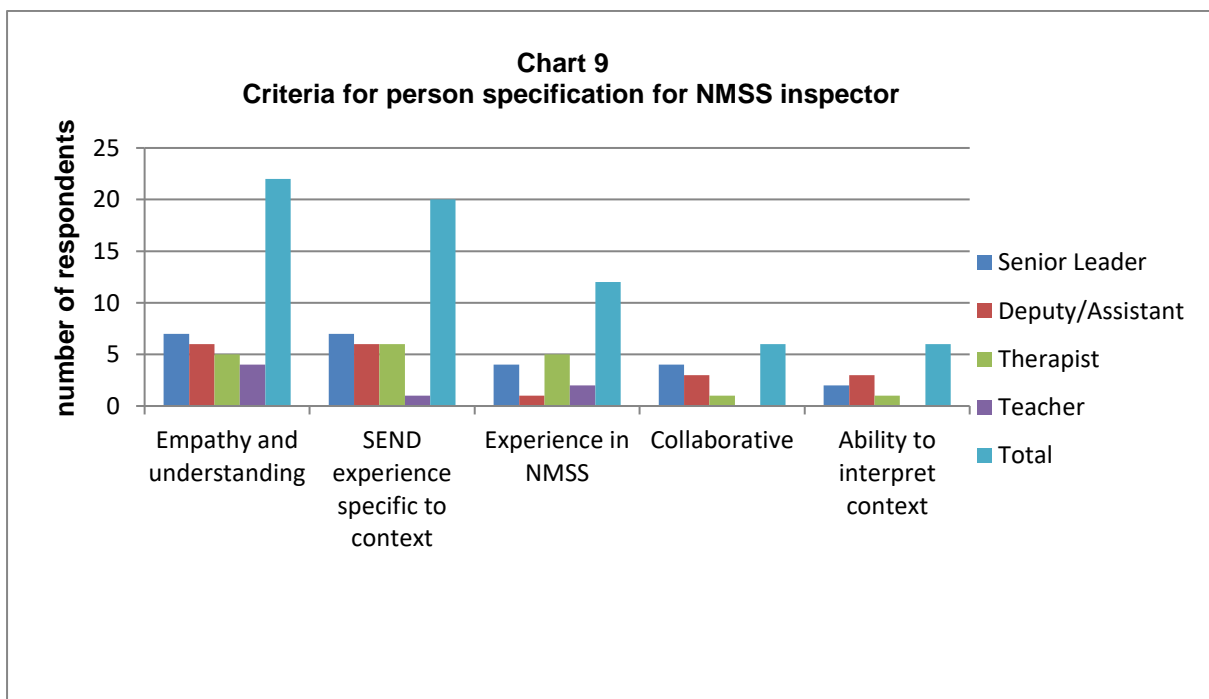


The 29 responses to the question on criteria required for an Ofsted inspector indicated four common requirements:

- experience in NMSS and on specific SEND in relation to each individual context;

- empathy and understanding of the profile and holistic learning journey of the children as individuals within that setting;
- the ability to interpret the context/setting according to SEND;
- the ability and willingness to work collaboratively with the school.

Participants felt that to be accountable it is necessary to have an individual/s representing a body to hold you to account and in this case the body is Ofsted. The responses from the four groups can be seen in Chart 9 below. These responses showed that empathy and understanding of the purpose of the NMSS sector are the most important criteria for an Ofsted inspector. The majority of Senior Leaders, Deputies/Assistants and Teachers indicated that this was the case. The Therapists indicated that experience in SEND specific to the inspected school should take priority, although this is marginal. Experience in the NMSS sector was identified as important to both Senior Leaders and Therapists but only 1 Deputy and 2 Teachers mentioned NMSS specifically. Collaborative working was mentioned by 4 Senior Leaders, 3 Deputies/Assistants, 1 Therapist and 6 Teachers. Ability to interpret context was mentioned by 2 Senior Leaders, 3 Deputies/Assistants, 1 Therapist and 6 Teachers.



4.4.8 The impact and influence of the CIF (2015d) on leadership

The CIF (2015d) has had an impact on the leadership role and style of 16 (53%) of the participants who spoke about securing accountability. One respondent spoke of how the framework had helped with leadership: it holds leaders to account and thereby enables them to hold others to account with professional legitimacy. The framework thus justified collaboration, the setting of higher standards, and the need to prove academic success. The CEO at Chaucer School stated '*Ofsted set the rules, so you can't pretend there is no impact*'. The 4 participants (13%) who said that their leadership had not been affected by the CIF (2015d) indicated that their experience, specialist knowledge, responsibility and understanding of their role and associated pressures and requirements would remain with or without Ofsted and the CIF (2015d).

Staff recruitment

20 participants (60%) stated that public access to Ofsted reports impacts on recruitment. Individuals want to work in a 'good' school with experienced colleagues. Schools that are less than good are subject to closer monitoring and scrutiny internally and externally. Accountability is therefore, a reality in relation to recruitment. It is a deliberate component of the CIF (2015d), the inspection process and the report which explicitly holds individuals and the school to account in the public arena.

Professional perspective of parental views

The accountability agenda held and managed by Ofsted is significant according to the professionals who participated in this research. 20 participants (67%) said that

parents are influenced by Ofsted reports because they can rely on the information for guidance and clarity of provision. The reports can help them in their decision making when choosing a school for their child.

Parents

Results from the parental questionnaire show that 65% of parents (13) agreed that Ofsted provides useful information for parents. 1 strongly disagreed, 1 disagreed and 5 (25%) neither agreed nor disagreed. One parent commented:

It does [work] for mainstream schools but not for special schools...I found a lack of evidence from Ofsted about how the schools perform and how happy the children and parents are. I really needed to know about the level of therapy, level of care, level of complaints.

A second parent stated:

Ofsted inspection reports provide useful information; however, it is extremely important to realise that they principally look at written documentation (which is indispensable for compliance purposes.....) as well as providing a snapshot of what's going on in a school over a period of a few days. Any other ways of gathering information about a school are necessary if one is to get an accurate picture of how well a school is actually functioning.....

Changes made in schools in response to the CIF (2015d)

Participants were asked about changes they (their school) had made in provision because of the Ofsted framework. 100% of participants stated that they would have made the changes regardless of Ofsted. The changes outlined by participants focussed upon assessment, attainment, curriculum, data tracking and monitoring of progress. These areas are examined and judged under the CIF (2015d) as part of the accountability process. Therefore, accountability influences planning, whether it is for school or Ofsted purposes.

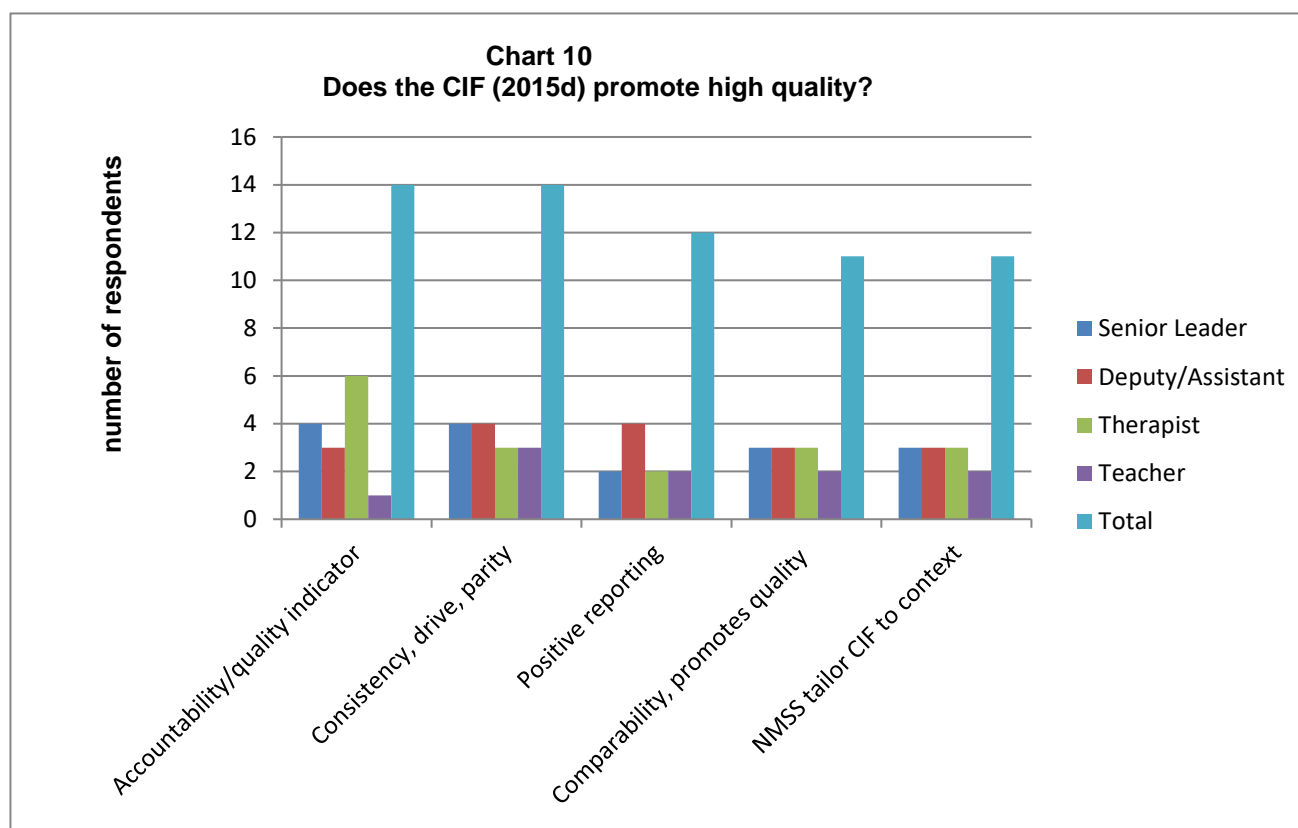
Suggested changes to the CIF (2015d)

The changes participants would like to make to the CIF (2015d) are firmly rooted in accountability. The themes from 24 participants (80%) indicate that the inspection framework should be made relevant to the setting and therefore be contextual. The breadth of the curriculum and holistic learning for individuals should be focussed upon to ensure it is positive, meaningful and meets pupil's SEND. There should be a planned and collaborative inspection process, undertaken by inspectors who have the specific specialist knowledge for each individual context. Therefore, accountability would have to be re-modelled.

47% of participants (14) agreed that the CIF (2015d) promoted and contributed to quality provision as seen in Chart 10 (p.147). The reasons cited indicated that this is due to the CIF (2015d) holding schools to account, using the same parameters for maintained and mainstream schools under the same broad headings and with the same expectations. This instils confidence in the NMSS sector which is important for its survival.

The 11 participants (37%) who partially agreed suggested that although the CIF (2015d) lacks flexibility, Ofsted intend it to work for all school settings. The professionals within the schools make it work as an external measure of accountability, which may in turn promote high quality. However, there was recognition that it could be considered subjective as it does not take account of context or individual pupils' SEND. It is of interest that 75% of Therapists indicated that the CIF (2015d) promoted consistency, high quality indicators and gave drive and parity to the Ofsted inspection process. The CIF (2015d) was also considered to

contribute to positive communication within the published Ofsted report.



Parents

55% of parents (11) agreed that NMSS should be inspected under the CIF (2015d), 5 disagreed and 3 strongly disagreed; and 2 neither agreed nor disagreed. Two parents commented on this question; one said

I agree they should be inspected but educational progress and educational targets should be irrelevant.

And the second stated:

There should be additional criteria since it is a special school, like level of OT and speech and language therapy intervention as this varies quite enormously between schools.....This is an important factor for parents choosing the right school for their child.....Every special child is different and their education should be applied accordingly.

4.5 Conclusion

The findings have shown that the relationship between the three themes of quality, the needs of the NMSS and the inspection process are interlinked. The findings show how closely the factors work together in order to achieve quality, and this view is considered equally important by each of the four professional groups - Senior Leaders, Deputies/Assistants, Therapists and Teachers. Emerging from those three themes of quality, NMSS and inspection, participants often drew attention to accountability, collaboration and specialist knowledge as being vital for quality NMSS provision. Additional factors were identified by participants comprising of relationships, funding, environment and staff training and development; however, these were not considered to be particularly significant. Parental responses from the questionnaire also indicated that accountability and specialist knowledge are important in terms of Ofsted working beyond the inspection framework and providing breadth and depth to reporting in NMSS. Chapter 5, An analysis and discussion of the findings, will take up the predominant factors of accountability, collaboration and specialist knowledge as identified in the findings.

Chapter 5

An analysis and discussion of the findings

5.1 Introduction

This chapter provides analysis and discussion of the findings in chapter 4. It is intended to build meaningful, data rich answers from the participants' contextual, lived experiences as described in the face to face 1:1 interviews, from the results of the parental questionnaires and in the context of the emerging issues identified in the literature review and methodology. The overarching aim of this research is to focus on the quality of non-maintained special school (NMSS) provision through exploration of the relationship between inspection and quality from the participants' perspectives and definitions, as investigated by the two research questions:

- Does 'The common inspection framework: education, skills and early years' (CIF, Ofsted, 2015d) support the development of holistic, quality, care and education within the non-maintained special school sector?

And

- Do inspectors, head teachers/principals, teachers, therapists and parents share the same perceptions of quality factors within the non-maintained special school setting?

Having presented the findings in chapter 4 with the emphasis on the themes of quality, NMSS and the inspectorate, this discussion will focus on the three predominant factors of quality emerging from those findings, namely accountability, collaboration and specialist knowledge.

5.2 Accountability

It is evident from the views of participants in this research that there is consensus that NMSS should be inspected by an external body, which in this case was Ofsted. This matches the assertion by Ferguson, et al. (2000) that a 'necessary accountability mechanism' is needed (p.5) as found in Hargreaves (1995) and Brundrett and Rhodes (2011). There was acceptance and agreement by the large majority of the four professional groups and parents that a national measurement of quality provides accountability, assurance and parity for the NMSS sector, external stakeholders and the public. Research data implied that participants value this external audit as seen in Hargreaves (1995), Matthews and Smith (1995), Rayner and Ribbins (1999), Scanlon (1999), Clarke (2011) and Greenway (2011). The theme of accountability was evident in the overwhelming majority of interview responses; 97% of participants indicated that NMSS should be inspected by Ofsted to ensure comparison with maintained and mainstream schools to be seen as publicly accountable. Participants' reasoned that Ofsted is nationally recognised in identifying the effectiveness of schools' which ensures that the achieved outcomes are worthwhile for society. The inspection process therefore, in itself is the means by which schools comply with government policy (Brundrett and Rhodes, 2011). Thus accountability was, considered to be significant for stakeholders both internally and externally.

Stakeholders indicated that external monitoring to secure accountability within an agreed timeframe, 3 years, ensured that pupils with SEND in these specialist settings had their holistic needs met; and that teaching and learning was commensurate with the judgements within the standardised framework of the CIF

(2015d) as applied to maintained and mainstream schools (Marshall, 2008). 13% of participants (4) suggested that inspection should take place more frequently for the purpose of greater accountability. This point was also made in the research of Rayner and Ribbins (1999) where an incumbent head teacher in a special school stated:

I would prefer to see 'on the spot', shorter more frequent checks by inspectors to ensure quality education (p.228).

This was also a finding of Greenway's (2011) research.

93% of participants indicated that NMSS should be inspected in the same manner as maintained mainstream schools. However, the 14 participants (47%) who partially agreed suggested that the procedural elements were important for the purpose of accountability to parents, local authorities and stakeholders (Sallis, 2002). This regulation of NMSS in line with maintained mainstream schools was considered by some participants to promote parity and accountability across the education sector. 50% of parents agreed that they should be inspected in the same manner. One who disagreed said, *'There should be additional criteria since it is a special school'*.

The NMSS sector is concerned with the external view of the stakeholders due to the breadth and depth of specialism in the schools and the difficulty in demonstrating and ensuring quality. There is recognition of and understanding for the need for inspection and the parental responses and large majority of participants accept the external inspection process as part of professional accountability commensurate to their role as seen in Brundrett and Rhodes (2011) and Clarke (2011).

The acceptance of and agreement with external inspection was particularly evident among Teachers, Deputies/Assistant Headteachers whose sole experience was under the regulation of and accountability to Ofsted. More experienced Senior Leaders, some of whom had worked with earlier systems spoke of close relationships and shared knowledge and understanding with HMI which led to openness, transparency and trust (Greenway, 2011). The 3 professionals, 10%, who said they would prefer more regular contact with the inspectorate alluded to the practice of HMI and the advisory element of the role for building relationships, knowledge, consensus, collaboration and trust as seen in Thomas (1998) and Marshall (2008).

The inspection undertaken by Ofsted was considered by some participants to suggest that the status of NMSS is in line with maintained and mainstream schools which would be important in terms of the public perception. Inspection was felt by some to be a positive experience, empowering, motivating, and a driver for school improvement by focussing minds and leadership priorities as also seen in Scanlon (1999) and Clarke (2011). This was seen as important to the nursery staff in Greenway's (2011) research. One nursery supervisor commented:

It makes us feel valued and that we are considered the same as schools.....It makes us appear better to the public (Greenway, 2011, p.223).

Scanlon (1999) found that inspection focussed minds and could speed up change. However, the findings showed that whilst inspection had 'addressed' and also 'progressed' some issues, it had inevitably created new issues or exacerbated existing ones (p.56). Interestingly, this point was also considered to be important by professional participants in this research who are themselves parents to children in

other schools. This was also seen to be important to parents 100% agreed that NMSS should be inspected by Ofsted as can be seen in results from the parental questionnaire results (Appendix 9).

A number of participants from the Senior Leaders group indicated that the imposed accountability demands of the Ofsted inspection and monitoring was utilised to tackle underperformance which could be legitimately attributed to the Ofsted inspectors. Rayner and Ribbins (1999) found that some head teachers had stated that some useful aspects of Ofsted findings were 'ammunition' and 'leverage' (p.73) to execute plans as seen in the Senior Leaders' response in this research. This was also found by Fullan (2005) and Clarke (2011).

5.2.1 Who should inspect?

Accountability by external inspectors was consistently mentioned by the four groups of professional participants. They indicated that having the specialist knowledge, practical experience and understanding pertaining to the specific SEND designation for each inspected school was important. Participants stated the significance of understanding the child's holistic needs, collaborating with stakeholders to meet those needs and to map and plan high quality and the provision to meet them to secure the best possible outcomes for each pupil. The significance of this is also seen in Rayner and Ribbins (1999), Scanlon (1999), Greenway (2011), Frederickson and Cline (2015), the Acts²² and the CoP (2015). The stress and emotional impact including power, fear and pressure of the inspection process and inspectors was

²² Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

raised by 16 participants, 53%, similar to the studies of Brimblecombe, Ormston and Shaw (1996), Male (1999), Case, Case and Catling (2000), Perryman (2007, 2009) and Clarke (2011) who highlight the issues associated with the emotional impact of inspection. The significance of pressurising the school for purposes of accountability was also referenced specifically by one parent participant. In addition, whilst 13 participants (43%) indicated that inspectors are qualified to undertake inspection and regulation in the NMSS sector in the procedural sense (see Sallis, 2002 and Greenway, 2001), 15 participants (50%) suggested that they were not. These participants expressed concern about Ofsted inspectors' professional competency to understand their context and specialist knowledge to accurately assess specialist NMSS settings. These views resulted from the participants' own experiences of inspection in NMSS in which inspectors had not always understood the school's status, the complex SEND of the pupils, the multiple perspectives of professionals or the holistic provision. This is also seen in Rayner and Ribbins (1999), Greenway (2011) and Fredrickson and Cline (2015).

5.2.2 Ofsted accountability to parents

In the Ofsted publication Inspection 2012 (March, 2011a) Ofsted stated their intention was:

to take greater account of the views of parents and carers in deciding when a school should be inspected (p.6).

Ofsted (2016a) stated that they 'inspect schools to provide information to parents' (p.3). Jones and Tymms (2014) comment that:

Ofsted's improvement role is dependent upon other actors, with the three groups of actors being parents, policy makers and schools (p.323).

This view was substantiated by the findings from the research questions. The demanding accountability agenda managed and regulated by Ofsted was considered to be significant by 20 participants (67%). These participants indicated that parents are influenced by Ofsted reports as they could rely on them for guidance, on the quality of the school, and clarity of provision (Hargreaves, 1995). They suggested that reports can assist parents in their decision making when choosing a school for their child (Brundrett and Rhodes, 2011). A number of participants commented that they themselves as parents look to Ofsted reports for information about a potential or current school; one said that before moving house he reviewed the reports of the schools in the area.

It is Ofsted's duty to have due regard to views of parents and other stakeholders (Ofsted, 2015a, p.4). Ofsted relies on information from parents, schools and policy makers to provide a public window of accountability. The majority of participants (90%) indicated that external assurance of accountability to parents was a positive aspect of the Ofsted inspection process. Professionals recognised that parents are consumers and had the power to hold the school to account as stakeholders and participants in the external accountability process with Ofsted (Brundrett and Rhodes, 2011; Clarke, 2011). The professional participants who commented as parents also referred to this aspect and the parental questionnaire results matched these findings (see Appendix 9).

5.2.3 Recruitment and professional accountability

Ofsted reports are readily accessible and impact on staff recruitment according to the views of 20 participants (60%). Professionals want to work in a school with

experienced colleagues who have been judged by Ofsted to be 'good' or better. Participants suggested that schools which are judged to 'Require Improvement' or are considered to be 'inadequate' will be subject to closer internal monitoring and external regulation, creating greater pressure for professionals through increased scrutiny and control from a range of stakeholders (Brundrett and Rhodes, 2011). Accountability was therefore, seen to be a reality and a deliberate component of the CIF (2015d), the inspection process and the subsequent report, explicitly holding individual senior leaders and the school to account through compliance in the public arena. This is also seen in Scanlon (1999), Ball (2003), Clarke (2011), Tomlin and Tamvakis (2014) and Tomlin and Tamvakis (2018).

5.2.4 Accountability through the Ofsted inspection process

Accountability was identified and referred to by the majority (over 90%) of participants as a significant aspect of the Ofsted inspection process. The majority of participants working in each of the seven participating schools gave examples of positive aspects of the Ofsted inspection process:

- 90% - Ofsted's external assurance for families;
- 80% - collaboration with colleagues and Ofsted inspectors.

Fewer participants 40%, referred to inspection promoting positivity and improvement in standards and 24% referred to the school's accountability to Ofsted. This is also seen in Rayner and Ribbins (1999), Scanlon (1999), Marshall (2008), Clarke (2011) and Greenway (2011). These responses suggest that, in some measure, the Ofsted inspection process holds fast to its motto, 'Raising standards, improving lives'. Only a few participants, 7 (21%), specifically referred to quality in relation to the inspection process, which matches Spielman's (2017) view that inspection does not reflect the

quality of the school. However, this view is contradictory as quality is the driving force of the process as referenced in the Ofsted Strategy (2017), the Acts²³ and CoP (2015).

5.2.5 Accountability: the CIF (2015d) and high quality

47% of participants agreed that the CIF (2015d) promotes and builds high quality provision. The reasons cited indicated that this is due to the CIF (2015d) holding schools to account by using the same parameters for maintained and mainstream schools. Inspection under the same four headings and having the same expectations, standards and judgements (Marshall, 2008) was suggested by some participants to instil stakeholders' confidence in the NMSS sector, as was found in the nursery sector (Greenway, 2011). The 11 participants (37%) who partially agree that the CIF (2015d) promotes high quality suggested that although it lacks flexibility, Ofsted intend it to work for all school settings and they, the participants and the schools, made it work as an external measure of accountability in terms of standardisation. Brundrett and Rhodes (2011) suggest that some schools have learned to use external accountability systems to their advantage as seen in Scanlon (1999) and Clarke (2011). This could be a method of procedural quality - the setting of uniform standards as intentions for outcomes (Sallis, 2002), which may in turn promote high quality. However, there was recognition that the CIF (2015d) is subjective, in terms of the restrictive Ofsted view and position on standards and not transferable as a framework for the inspection of SEND within the NMSS sector due to the differences in pupils and context (Rayner and Ribbins, 1999). Similarly, the

²³ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

restrictive nature of the inspection framework was viewed as a barrier to improving quality within the nursery setting (Greenway, 2011) and in secondary schools (Clarke, 2011).

5.2.6 Ofsted and accountability of leaders

Ofsted's stated purpose is to raise standards and increase accountability of leaders (Male, 1999; Brundrett and Rhodes, 2011). Ofsted is referred to by Davis and White (2001) as 'society's servant' (p.676) and Ofsted considers itself to be the friend of the parents and champion for all pupils by securing accountability (Ofsted strategy, 2017a). Leaders are the focus of the CIF (2015d) and the School inspection handbook (2018a) and their effectiveness and impact is under scrutiny. Studies into effective leadership have shown the significance of leadership in relation to effectiveness of the school (Day et al., 2010). Leaders are the conduits for government policy and they have to develop multi-faceted operational and strategic skills to engage with competing stakeholders on multiple levels (Brundrett and Rhodes 2011). Therefore, accountability is considered to be multi-faceted for senior leaders, a point which was referenced by participants in terms of comparability with the other sectors. This multi-layered accountability for leaders was found by Rayner and Ribbins (1999), Attfield and Williams (2003), Morley (2003), Marshall (2008), Clarke, (2011), Greenway (2011) and Baxter and Clarke (2013).

5.2.7 The impact of the CIF (2015d) on leadership and accountability

The CIF (2015d) was considered by 16 participants (53%), to have had an impact on their leadership role and style (Clarke, 2011). These participants spoke about accountability, and the expectations that lead to it, or to which it leads. Accountability

is associated with professional legitimacy and has been seen to support and assist Senior Leaders with their leadership and management of other senior colleagues. Senior Leaders accept that the framework holds them to account and it is a means of holding others to account. Their responses indicated this knowledge made it more palatable and justifiable to hold senior colleagues to account with professional legitimacy, to set higher expectations and evidence holistic progress. The CEO at Chaucer School stated:

Ofsted set the rules, so you can't pretend there is no impact.

This idea can be viewed as a predominantly contractual and punitive process as seen in Male (1999), Fielding (2001) and Bousted (2014). Ofsted utilise the framework to hold leaders in the NMSS sector to account in accordance with the CIF (2015d) and School inspection handbook (2018), with little concern for the difference in the pupils or the sector (Thomas, Yee and Lee, 2000). However, the impact of this is considered reciprocal in that whilst senior leaders are accountable to Ofsted, Ofsted's imposed status enables leaders to hold senior colleagues to account in the name of external accountability.

A few participants, 4 (13%), said that their leadership had not been affected by the CIF (2015d), and indicated that their experience, specialist knowledge and understanding of their role and the associated pressures and requirements would remain with or without Ofsted and the CIF (2015d). They suggested that they took moral responsibility for their school and for the actions of professionals working within it. Whilst they accepted the contractual professional accountability of the role, moral responsibility for the pupils and staff prevailed (see Fullan, 2001, 2005 and Brundrett and Rhodes, 2011). Clarke (2011) found that whilst some headteachers

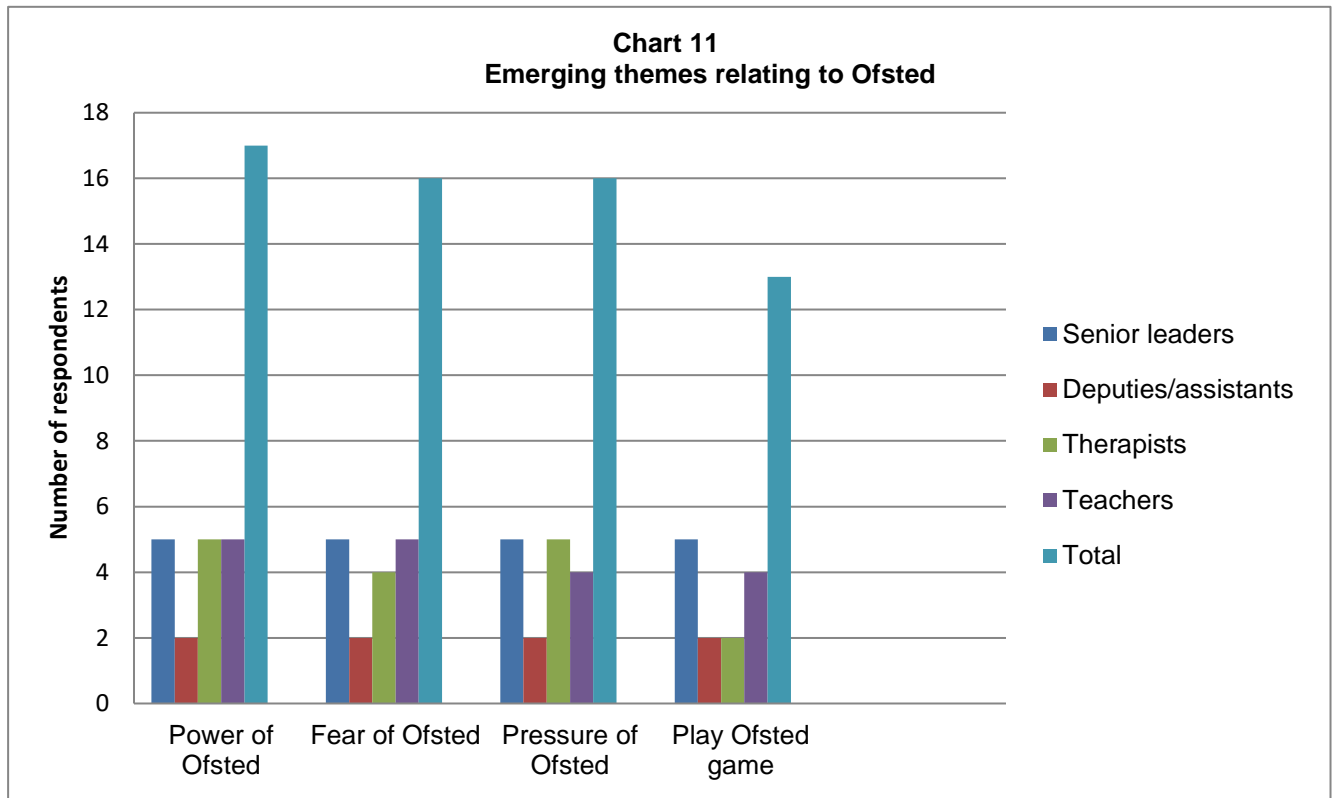
believed they were 'philosophically accountable to the pupils the truth was accountability to Ofsted prevailed' (p.88).

5.2.8 The power of Ofsted

When considering accountability in relation to the CIF (2015d) participants frequently commented on the impact of Ofsted in terms of its power, the fear and the pressure which too often resulted in 'playing the Ofsted game'. Chart 11 (p.161) shows these emerging themes.

The power of Ofsted is a significant theme and one or more participants from each of the seven participating schools referred to this with reference to accountability. Ofsted is an officious and nationally recognised 'monolithic body' (Thomas, 1998, p.426); and the Ofsted accountability and inspection model (CIF, 2015d) is a powerful disciplinary tool for inspectors. As already stated, Ofsted is considered to be an organisation that acts as 'society's servant' (Davis and White, 2001, p.676). It is structured to give 'authoritative advice' (Lee and Fitz, 1997, p.39) and aligned to Scott's (1999) 'evaluative state model' (p.27). This indicates the need for the state to maintain a level of control of the education sector through the Ofsted quango. The disciplinary power and unwieldy nature of the organisation was considered by participants to be significant, and one Senior Leader from Graves School suggested, and other participants indicated, that the Ofsted power issue amongst inspectors needed to be addressed as:

So many of them enjoy the sort of power differential that they have over the visited organisation..... You're not going to tell people about them, if you're going to get persecuted by them.



Whilst Ofsted claim that inspection is undertaken in partnership with the school professionals, the balance of power is uneven between the inspected and inspectorate (Collinson, M. and D., undated, p. 26) who were perceived by participants as external accountability agents and distrusted (Case, Case and Catling, 2000). In addition, the advent of only hours' notice of inspection in recent years is 'a manifestation of disciplinary power' (Clarke, 2011, p.119) which still prevails. In Rayner and Ribbins (1999) research a respondent who trained as an Ofsted inspector in order to gain greater insight into the organisation expressed his concern about the 'lack of humility of inspectors' (p.100) as seen in Brimblecombe, Ormston and Shaw (1995) and Case, Case and Catling (2000). This is regularly experienced by the inspected in the NMSS sector where there is frequently a lack of experience, specialist knowledge and genuine understanding from the inspectors.

The perception of power - and for some participants the experienced reality of the power - has resulted in professionals feeling unable to comment on the feedback and judgements due to the hostile response to challenge and potential judgements about the school. This is also seen in Brimblecombe, Ormston and Shaw (1995), Scanlon (1999) and Case, Case and Catling (2000). Responses suggested that power is utilised to hold leaders to account. Osgood (2006) suggests that the lack of resistance to external inspection indicates lethargy and conformity to the regulation of the sector. However, the participants in this research did not present passive acceptance to the process but recognised the importance of external accountability, and agreed that Ofsted inspection affirmed status and assured NMSS stakeholders as seen in Clarke (2011) and Greenway (2011).

It is interesting that a number of participating Senior Leaders suggested that 'knowledge is power' and that power can work both for the inspectors and the inspected. It can be utilised to motivate colleagues within school and to engage in challenging professional conversations with inspectors who lack the specialist knowledge required to inspect the setting - a point that was found by Rayner and Ribbins (1999), Scanlon (1999) and Brundrett and Rhodes (2011).

5.2.9 Fear of Ofsted

The fear of being held to account by Ofsted inspectors was both a perceived and an experienced reality. The process, as experienced, was a significant theme which 16 participants (53%) referred to in their interview. Participants spoke about the 'horrific' and 'traumatic' experience of the Ofsted inspection process and the high cost of compliance to the inspectorate (see Brimblecombe, Ormston and Shaw, 1995; and

Case, Case and Catling, 2000). Participants indicated that the fear associated with Ofsted is linked to the distance of the inspectors from the reality of the operational school. The suddenness of the appearance of the outsiders, responses suggested instils fear and resentment (Case, Case and Catling, 2000). It was suggested that the covert nature of the process and manner of inspection left participants feeling that inspectors were focussed upon catching them out. This view is also seen in Brimblecombe, Ormston and Shaw (1995), Sebba, Clarke and Emery (1996) Male (1999), Case, Case and Catling (2000) and Perryman (2007, 2009).

Inspections are high stakes, and a few senior leaders spoke about the fear that is created around inspection. They suggested that the disciplinary language, power and fear of the inspection process may be abused by some inspectors on behalf of Ofsted (Clarke, 2011). This links with Perryman's (2009) suggestion that Ofsted's surveillance strategies co-exist with the disciplinary power of Ofsted. Participants also suggested that the 'adversarial' nature of the inspectors and inspection process emanating from the power of Ofsted and the external accountability mechanisms may instil fear in the inspected. This was also found by Brimblecombe, Ormston and Shaw (1995), Lumby and Foskett (1999), Scott (1999), Case, Case and Catling (2000) and Clarke (2011). A respondent in Rayner and Ribbins (1999) research spoke about the fear of inspection and the fear associated with the responsibility of the role of head teacher and commented, 'You must be able to take the pain' (p.69). The pain and fear derived from an uneven balance of power (Collinson, M. and D, undated) of the inspected when examined by an Ofsted inspector are real for professionals who are guided by a moral imperative to serve the pupils (see Fullan, 2001, 2005; and Brundrett and Rhodes, 2011). This moral compulsion is seen to be

beyond the confines of compliance and contractual accountability being assessed and these opinions were shared by participants in this research.

5.2.10 The pressure of Ofsted inspection with regard to accountability

The pressure of the Ofsted inspection process, and the publication and findings in the ensuing report emerged as a significant theme. Interviewees from each of the 7 schools, 16 participants (53%) spoke of the pressure and stress of the Ofsted inspection process. Some senior leaders referred to the pressure they felt as individuals being held to account for the responsibilities of professionals within the school, a finding in the research of Rayner and Ribbins (1999), Scanlon (1999), Case, Case and Catling (2000) and Clarke (2011). The significance of pressure on the school for accountability purposes was referenced in a parental questionnaire. The parent said 'I think it's important to keep the pressure up on all schools and not to make exceptions because this is where things can go wrong'.

The Ofsted judgement on effectiveness of leadership and management places emphasis on the extent to which leaders have created a culture to promote excellence and quality (CIF, 2015d; Ofsted, 2018a). Whilst the pressure was considered to be significant by each of the four groups of professionals, responses indicated that it was particularly felt by senior leaders and teachers who had been subjected to direct observation and questioning by the inspection team. For leaders, at the extreme, the pressure resulting from a poor inspection and leading to ongoing monitoring and high accountability led to labelling, 'humiliation and shame' (Scanlon, 1999, p.33) as also found by Clarke (2011). To survive the pressure as a teacher Gunter (2003) argues is:

dependent upon individual ability to stop talking about the realities of doing the job and instead image the self in line with the need to perform (p.119). This was also found by Brimblecombe, Ormston and Shaw (1995). The importance of performance and performativity is referenced in the work of Ball (2003), Perryman (2007, 2009), Clarke (2011) and Brundrett and Rhodes (2011) and alluded to by participants. Participation in the inspection performance was referred to by some participants as 'playing the Ofsted game' as shown in the following section.

5.2.11 Playing the Ofsted game

Playing the Ofsted game is a theme that emerged primarily from the responses of senior leaders and teachers. Each of the seven participating schools had at least one respondent who spoke of being held to account by playing the Ofsted game. Participants suggested that Senior Leaders perceived the process to be solely on the terms of Ofsted who decide the rules, the players and the outcome irrespective of the contribution of professionals within the NMSS setting. One Senior Leader from Graves School stated that he considered inspection to be 'a set piece exercise' jumping through hoops and ticking boxes to comply and 'playing along with them to succeed' as found by Scanlon (1999, p.79) and seen in De Wolf and Janssens (2007) and Clarke (2011). The responses from other Senior Leaders indicated that the game is controlled by Ofsted and to some extent, the controlling consumers, the parents and other stakeholders who are key contributors in the broadening accountability framework as identified by Brundrett and Rhodes (2011) and Clarke (2011). It is a course which NMSS need to navigate to meet standards, counter complaints and prove compliance in order to achieve at least a 'good' inspection judgement to remain viable. Participation in this process was considered by some

participants to be a high stakes game in order to secure internal assurance and external public accountability. Case, Case and Catlin (2000) argue that 'Ofsted is stage managed accountability' (p.605). School leaders are 'greatly swayed by published outcomes and public accountability' (Clarke, 2011, p.105). They are produced by Ofsted for public consumption and their perceptions matter and have consequences. Therefore, leaders 'stage managing' the inspection process and 'playing the game' through direction of actors (Jones and Tymms, 2014) in preparation to undertake the 'test' (Ofsted, 2015d, p.6) is part of Ofsted's accountability strategy. 'Playing the Ofsted game' was found by Rayner and Ribbins (1999) and Scanlon (1999). In Rayner and Ribbins (1999) a headteacher commented that schools were able to 'beat the inspectors through a good show' (p.250) as seen in Scanlon (1999). A number of participants commented that schools were able to beat Ofsted at their game by playing along with the game to succeed (Scanlon, 1999). However, evidenced accountability, knowledge of the Ofsted game and specialist knowledge of the school's context can, and has in some cases, been used to counter the attack from the inspectorate. This was referenced by a number of participating Senior Leaders in this research whose specialist knowledge, experience and understanding has enabled them, through collaboration to control the controller, in this case, Ofsted inspectors, within and in relation to their specialist setting reflecting the findings of Rayner and Ribbins (1999), Morley (2003), Clark (2011) and Brundrett and Rhodes (2011).

5.3 Collaboration

Leadership of and participation in multi-disciplinary collaboration is powerful in schools and in inspection (Fullan 2001). The collaborative process enables,

promotes and generates shared understanding of whole school priorities including accountability and holistic provision to meet the complex holistic needs of the pupils to enhance learning and improve outcomes (Ainscow, 1998, 2000).

Collaboration has been seen as a factor of the management and multiple purposes of accountability that NMSS have to navigate. Collaboration within and between groups of colleagues has been seen to be part of the management of the school's Ofsted inspection process. Collaboration is also a key to making the CIF (2015d) work for purposes of regulation and standardisation. Playing the Ofsted game also relies on collaboration in order to produce a whole school performance which is an aspect of the accountability process as seen in the findings from this research.

5.3.1 Collaborative working through teams

Collaboration working within and through teams was identified by 24 participants in each of the four professional groups to have had the greatest influence on quality in NMSS in the last 10 years. Collaboration was also specified in 14 responses (47%), to be a positive aspect of the Ofsted inspection process. This includes collaboration between colleagues who are working together to drive and manage the inspection process and including interactions with inspectors. 20% of responses (6), from deputies and therapists, indicated that collaboration has had the greatest impact on meeting SEND as it builds specialist knowledge and is found to be empowering as seen in Rayner and Ribbins (1999), Ainscow (1998, 2000) and Greenway (2011). Collaborative working relationships within and through multi-disciplinary teams was identified by the majority of participants, 24 (80%), as significant as it assisted professionals in understanding colleagues' discipline-specific background, the

holistic SEND of each individual pupil, understanding of SEND and the impact of it upon them (Ainscow, 1998, 2000). This discursive act with and in relation to others through collaboration makes meaning for the child (p.54) and the professionals working with the child. The act of collaboration creates and develops specialist knowledge as evidenced by the participants. Pascal, Bertram and Ramsden (1997) found that the partnerships and shared ownership through collaboration led to professional development and empowerment. This matches the research of Rayner and Ribbins (1999), Ainscow (2000), Pring et al. (2009) and McKinsey (undated).

Katz' (1993) quality framework comprises the perspectives of groups of stakeholders which she claims can 'make an indispensable contribution' (p.9) to the holistic progress of the child. The participants referred to in this thesis, demonstrated the knowledge of their specific professional, group discipline and role in relation to the pupils and their SEND. Katz (1993) claims that each group holds a discipline specific perspective of specialist knowledge of the child. The act of collaboration therefore enables construction of a multi-disciplinary, organisational tacit knowledge of the individual (Brown and Duguid, 2000) as seen in the findings. Therefore, collaborative working within and between these groups may positively impact on outcomes, again as highlighted both by the participants in this research and seen in Pascal, Bertram and Ramsden (1997), Rayner and Ribbins (1999), Ainscow (1998, 2000), Pring et al. (2009) and McKinsey (undated).

5.3.2 Collaborative working with stakeholders, internally and externally

Collaboration with stakeholders both internally and externally was reiterated by participants as a factor of quality. It is this act of collaboration that enables creativity

and participants' responses showed may lead to a multi-disciplinary, organisational tacit knowledge a shared understanding of SEND. This harnesses the synergy of the iterative process thus enabling the regeneration of ideas to develop individual provision and quality outcomes (Ofsted, 2009). This was found by Ainscow (2000) who commented:

The best special educational contexts always seem to display a particular emphasis which involves the creation of a problem solving culture including how to use one another's experiences and resources in order to devise better ways of overcoming barriers to learning (p.79).

5.4 Specialist knowledge

It is recognised that children with complex SEND have distinct and different needs and therefore require a level of understanding and provision to meet those needs (Rayner and Ribbins, 1999). The Equality Act (2010) states that all schools must consider and plan for all pupils to fully participate in the curriculum and school life. Participants' views indicated that specialist knowledge of the specific SEND designation, holistic understanding of individual need and the appropriate provision were central to achieving, recognising and understanding participation, its impact and value on pupils with SEND.

A predominant theme emerging from the responses to six of the interview questions was specialist knowledge. 97% of participants (29), referred to specialist knowledge of the school context as important, and listed the following perspectives.

1. The specialist knowledge of pupils' background and SEND should be held by professionals in the school to result in the holistic understanding of each child

- (Ainscow, 1998; Scott and McNeish, 2013; Frederickson and Cline, 2015).
2. The specialist knowledge generated and developed through leadership and multi-disciplinary collaboration meets the complex holistic needs of the pupils to enhance learning (Ainscow, 1998, 2000; Fullan 2001; Attfield and Williamson, 2003; Ofsted, 2009; Frederickson and Cline, 2015).
 3. The holistic provision to meet the SEND as devised by education, health and care professionals and outlined in pupils' Education Health and Care Plan (EHCP) should remove barriers to learning through utilising additional and different strategies to meet the objectives (Ofsted, 2009; Acts²⁴; CoP, 2015).
 4. The depth of specialist knowledge within the school is above and beyond the criteria in the Ofsted inspection framework (Fullan 2001; Sallis, 2002).
 5. The depth of specialist knowledge held by the wider professional group (Ainscow, 1998, 2000; Rayner and Ribbins, 1999; Fullan, 2001; Ofsted 2009).
 6. The depth of specialist knowledge beyond that held by parents (Sallis, 2002).
 7. The specialist knowledge of the NMSS sector.

The opinions of Corbett (2001), Dahlberg, Moss and Pence (2013) and Hedegaard-Soerensen and Tetler (2016) are confirmed by the participants' responses to the interview questions, as indicated above. Rayner and Ribbins (1999) also found that head teachers shared concerns about the lack of specialist knowledge and experience of Ofsted inspectors. One respondent commented that the school inspection would have been even better if:

The team had been more experienced with our kind of children; they should

²⁴ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

have more practical experience before they judge us. I don't think I am asking for too much. Some of them didn't have any experience of PMLD youngsters, and this did not stop them talking about a broad and balanced curriculum – the national curriculum – and that worries me (Rayner and Ribbins, 1999, p.73).

This point is seen in Jones et al., (2008) who found that specialist knowledge of specific SEND and effective strategies is needed by all (p.7).

5.4.1 Understanding the child's holistic needs

The holistic understanding of each child and their needs requires specialist knowledge and was considered by 24 participants (80%), to be a contributory factor to high quality provision. 80% of participants, 24, from 3 groups (senior leaders, deputies and therapists) referred to the significance of understanding holistic needs; 60% of teachers referred to it. This matches the findings of Rayner and Ribbins (1999) and Greenway (2011). Hedegaard-Soerensen and Tetler (2016) suggest that teachers hold specialist knowledge and understand their pupils' needs and the provision to meet them. Similarly Corbett (2001) describes this merged specialist knowledge and understanding as 'connective pedagogy' (p.268) connecting need and learning style to holistic provision in order to achieve the best possible outcomes. Hedegaard-Soerensen and Tetler (2016) view learning as a mixture of holistic personal, social and academic dimensions connected with the:

teachers' ability to teach according to a multidimensional definition of learning and to their specific knowledge about individual difference (p.267).

This includes understanding holistic needs, collaboration, specialist knowledge and holistic provision to meet individual SEND which incorporates the National Curriculum, the breadth 'Linking learning to the real world' and depth 'Learning beyond the syllabus' of which are identified as components of Quality First Teaching

(DCSF, 2009, p.13); and seen in Rayner and Ribbins (1999) and Ofsted (2009).

5.4.2 Holistic provision and depth of SEND specialism

Holistic provision and depth of SEND specialism was referenced by 67% of participants. The pupils in NMSS all have an Education Health and Care Plan (EHCP) which outlines the provision required to meet individual SEND. It was recognised by participants as important that provision was discussed and tailored to meet the individual needs of the pupils. Participants referenced the importance of being specific around the cohort, responding to the needs of the individual, removing barriers to learning, understanding and meeting the holistic needs of each child. The CoP (2015) states that schools must focus on 'what is needed but also why' (Warnock, 2010, p.19) to meet the SEND of each individual, and professionals require specialist knowledge to plan such provision. The School inspection handbook (2018) references identification of SEND and 'additional or different arrangements being made and a consequent improvement in progress' (p.61) which should result from additional or different arrangements. These arrangements emerge from the specialist knowledge of SEND, of individuals and their families, and are developed through powerful multi-disciplinary collaboration within and beyond the individual NMSS. This matches the findings of Rayner and Ribbins (1999) in which groups of professionals in special schools 'felt that their power base was their knowledge' (p.224). This tacit knowledge, which is personal, subjective and insightful, is rooted in the experiences, ideals and values of the individual (Brown and Duguid, 2000) and linked with a 'feel for the game' (Gunter, 2003, p13).

Coates (2007) comments that holistic provision results from additional and different arrangements being put in place. These build knowledge and learning progressively. They blend and target therapeutic interventions to support and develop transferable skills and thinking techniques to increase engagement and understanding through communication and collaboration (West-Burnham and Coates, 2007). Interview responses confirmed that such holistic provision in NMSS makes a difference to the outcomes of the pupils with SEND, which is the essence of the Acts²⁵ and CoP (2015). This is seen by the large majority of participants working in NMSS as their moral imperative and responsibility.

5.4.3 Specialist knowledge, leadership and learning

The necessity for good leadership can be summed up by the headteacher from Chaucer School's comment regarding 'quality provision':

outstanding leadership, vision, direction, a school that is completely learning, not just [a] top-down model.

The exercise of leadership is considered to have an unequivocal impact on holistic outcomes and the quality of school provision as seen in Rayner and Ribbins (1999), Harris (2003), Greenway (2011), Brundrett and Rhodes (2011), Wilshaw (2012b) and Scott and McNeish (2013).

Sallis (2002) argues that leadership drives the organisational mind-set of moral responsibility which is transformational. This broader view of the NMSS landscape requires specialist knowledge of pupils' holistic needs, is pupil focused, learning

²⁵ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

centred and understood by professionals as part of their responsibility for holistic provision and progress. Rayner and Ribbins (1999) concluded their research by stating that:

A relationship exists between the philosophy and style of the head teacher and the nature of the school (p.313)

The development of specialist knowledge derives from holding a vision of what a child is, what a developing adult is as an individual, and building provision from that specialist knowledge (Ainscow, 1998).

West-Burnham and Coates (2007) argue that learning centred leadership has a significant impact on the outcomes in schools since the philosophy and culture is focussed on the needs and outcomes of each individual pupil as also seen in (Pring et al., 2009). The responses to interview questions indicate that this is the case and support the assertion that understanding curriculum and learning is a key characteristic of a learning community.

5.4.4 NMSS context

The NMSS context requires specialist knowledge of complex SEND and the appropriate provision for individual pupils. This leads to understanding rather than reassurance as part of accountability. Specialist knowledge such as transformational quality is linked to the softer aspects of holistic education and the priorities from within the multi-disciplinary team and is linked to care, customer service and social and moral responsibility. These emanate from collaboration and leadership which impact on accountability. NMSS require different outcomes to maintained and mainstream schools. They have the specialist knowledge and understanding of the

child's total needs and the appropriate specialised, holistic provision to meet these. Professionals in NMSS are committed to creating the necessary specialist environment and provision to meet specific SEND and are committed to doing so. Within NMSS pupils are able to make exceptional progress and achieve outcomes which may have been considered inconceivable within non-specialist settings. Responses from participants indicated that a well-adapted curriculum sensitive to the needs of each school context and population makes the difference as required by the CoP (2015) and seen in Pring et al., (2009) and Mc Kinsey (undated).

Some responses indicated that specialist knowledge of NMSS should be a requirement of Ofsted inspectors to ensure consistency, comparability and accountability in line with national standards. Specific knowledge of the NMSS was referenced by 7 participants (23%), together with the ability to relate that knowledge to the context, in order to interpret and understand the specific challenges for each setting, as was found in the research of Greenway (2011). Additionally, some participants considered this to be essential as pupils in NMSS settings are typically from a number of local authorities, and achieving a 'good' or 'outstanding' Ofsted judgement is crucial for the viability of the school. Inspectors' lack of knowledge about NMSS was raised specifically by a number of senior leaders. One Senior Leader from Blake School reported that he had consistently spent a significant amount of time explaining the school's NMSS status and regulations. He added that when he is asked if he is Ofsted ready he states: 'Ofsted are not ready for us' a point with which some participants alluded and to which the researcher concurs. This is concerning and frustrating as understanding and specialist knowledge of each specific school setting is required in order to make an informed judgement on the

quality of provision for each child. However, in some cases Ofsted are neither able nor prepared to do so.

5.4.5 Specialist knowledge: NMSS are not comparable with maintained and mainstream schools

The overwhelming majority of participants, 28 (93%), commented that NMSS should not be inspected entirely in the same manner as maintained and mainstream schools. 14 participants, 46%, acknowledged that the procedural elements, frequency of inspection and broad headings should be the same for purposes of accountability and parity. However, since NMSS are different, diverse, and as some aspects are non-comparable, specialist knowledge is required to inspect them. Participants suggested that flexibility was necessary when inspecting this specialist SEND sector and to rigidly inspect in the same manner would be inappropriate. Ofsted inspectors are 'trained to and assessed against Ofsted standards' (Ofsted, 2016a, p.3) which is insufficient. The differing environments, SEND, philosophy and holistic teaching and learning methods require greater flexibility and interpretation therefore, participants indicated that inspecting in the same manner is unfair and unrealistic because of the breadth and depth of the sector and individual schools as was seen by Rayner and Ribbins (1999) and Greenway (2011). One parent in this research said:

Special school can mean many things to many people. I don't know that they should be inspected for education in the way, as outcomes are very individual for these children.

NMSS were established to support pupils with complex SEND and vulnerability. These specialist schools meet SEND that is often beyond the maintained special school provision. They provide an alternative option through specialist teaching and

therapy to meet holistic needs. The different needs of the pupils who are placed in NMSS require targeted interventions and personalised learning (DCSF, 2008a) to meet specific needs that cannot be met through mainstream schooling (West-Burnham and Coates, 2005). Participants reflected that NMSS are focussed upon meeting needs to achieve the best possible outcomes for pupils and are not driven by the historical benevolent approaches to difference of excuses, failure and low expectations as seen in Tomlinson (1982, 1985), Rayner and Ribbins (1999) and (Dyson (2001) but by a commitment to honestly improve quality and life chances.

The difficulties associated with difference are well documented in the work of Minow (1990), Artiles (1998), Dyson (2001), Warnock (2010) and Norwich (2014) which indicate that the lives of individuals are shaped by circumstances (Minow, 1990). Responses indicate that professionals within NMSS have the specialist knowledge and holistic understanding to shape the lives of pupils within the context of the specialist school setting similar to research by Rayner and Ribbins (1999).

The difficulties of being treated the same or differently are problematic for pupils with differing needs, for professionals working to understand and meet those needs, and for senior leaders who are held accountable to Ofsted. The difficulties of difference were evident in the responses to the interview questions. This is seen in the dilemma between wanting to be inspected within the same parameters as maintained and mainstream schools and equally wanting to be treated differently (Dyson, 2001). Participants indicated that they wanted to be understood and recognised as working within and beyond procedural standards, and developing broad and deep transformational provision to meet SEND to secure successful

transition into adulthood. In order for this to be achieved, participants suggested that Ofsted inspectors would need to have the specialist knowledge and experience of the specific school's SEND. A Senior Leader from Dryden School commented that the school had recently been inspected and a team member was also a principal of a NMSS. As such he understood the context because he had the specialist knowledge and experience, and understood the diversity of the sector. This made a significant difference to the professionals' perception of the Ofsted inspection team within Dryden School and instilled confidence in the inspectors and the process. Experienced inspectors who held specific SEND and/or the NMSS sector knowledge relevant to the school context were also referred to by other participants who referred positively to the power and positivity of the inspection experience. This matched the findings of Rayner and Ribbins (1999).

5.4.6 Specialist knowledge and parents

In order to achieve insight into the life of each child, schools have to gain a broad and deep knowledge of families (Sallis, 2002, p.15). Bethere and Pavitola (2014) comment that parents look through the needs of their child and schools must 'look through the prism of needs of every individual' (p.1599) to inform specialist knowledge and 'to support the child's progress' as stated in the CoP (2015, p.103). The results from the parental questionnaire indicate that this is the case (see Appendix 9). One parent said 'Every special child is different and their education should be applied accordingly'.

5.4.7 Inspectors and inspection

In contrast to experiences of Ofsted inspectors the specialist knowledge of HMI was referred to by a number of participants, who had been inspected by them in the past, described the experience as collaborative, challenging and empowering. The sharing of specialist knowledge and developed understanding of individual schools was viewed by participants as genuine and transparent. They were regarded by professionals as critical friends and not seen as 'a means of control' (Maclure, 1988, p.105). HMI was supported and trusted by teachers (Maw, 1995) and were to be responsible for devising criteria for NMSS approval and inspection but fell out of favour with government.

Participants indicated that in their experience there was too much unpredictability and variability in the quality of Ofsted and its inspectors, which added pressure as seen in (Clarke, 2011). Inspectors were often unprepared to inspect the broad range of NMSS due to lack of experience, lack of specialist knowledge and non-understanding of the multi-dimensional approach to teaching and learning in SEND settings. Participants indicated that there should be overarching principles of inspection but that specialist knowledge, acknowledgement of diversity, experience, flexibility and the ability of inspectors to interpret and understand the setting was necessary. Some commented that NMSS are disadvantaged by being inspected under the CIF (2015d). The cohorts of pupils cannot meet the national standards for attainment and achievement because of their SEND, which leads to them being considered different and perhaps unequal and deficient as seen in Ainscow (1998) and Florian (2014). Their outcomes may not meet the standards or fit the criteria and judgements of the CIF (2015d) and School inspection handbook (2018a) and

‘there are no special arrangements for special schools’ (Thomas, Yee and Lee, 2000, p.18). The parental questionnaire results supported these findings (see Appendix 9). One parent commented that ‘educational progress and targets should be irrelevant

5.4.8 Specialist knowledge and the CIF (2015d)

The CIF (2015d) states that Ofsted test the school’s response to meeting the SEND by ‘observing’ the extent to which it enables pupils to ‘fulfil their potential’ (p.6).

Participants suggested that as all schools are inspected under the same framework, it is important that inspectors can make judgements regarding pupils' progression and the quality of the provision for each of them as a learner. They indicated that there was a need for inspectors to have specialist knowledge and experience of the specific SEND designation of the inspected school. They require understanding of the holistic needs of pupils and the different and additional provision to support them in order to assess their experience of learning. Although the CIF (2015d) claims that ‘inspectors will use all the available evidence to evaluate what it is like to be a child, learner, or other user in the provision’ (p11) participants' experiences suggested that, in line with Spielman’s (2017) observations, there was considerable variation in the interpretation of that statement often dependent upon the inspector’s experience, specialist knowledge of the specific SEND and/or of the NMSS sector as seen in Clarke (2011). It is the special nature of SEND provision that does:

Arguably, distinguish it from what is sometimes described as normal or mainstream provision (Rayner and Ribbins, 1999, p. 313).

Therefore the special nature must be evaluated. One parent commented that ‘*a good Ofsted report is not the only indicator of a good school*’.

5.5 What is quality?

Responses to the interview questions frequently referenced the importance of quality, as defined in chapter 1. The concept of quality is dependent upon the context in which it is applied and the perception of the individual. Dahlberg, Moss and Pence (2013) refer to quality as 'a challenge, something to be achieved' because it is so important (p.3). Pascal and Bertram (1994) suggest the meaning of quality is dependent on different concerns and priorities of individuals (for example, senior leaders, deputies, teachers, therapists, parents as exemplified in this research); and 'quality is value laden, subjective and dynamic' (p.3), with the possibility of a multiple understanding dependent on culture and circumstance. This view is shared by Pence and Moss (1994), Moss, Dahlberg and Pence (2000), Sallis (2002), Brundrett and Rhodes (2011), Dahlberg, Moss and Pence (2013), Ball (1985), Sheridan (2007) and Greenway (2011). Quality as described by Hedegaard-Soerenson and Tetler (2016) is a matter of opinion, which cannot be avoided because the understanding of it is central to the understanding of SEND. The participants in this research confirmed these ideas.

5.5.1 Quality and the CIF (2015d)

Matthews and Smith (1995) considered the Ofsted inspection framework to be the quality standard for Ofsted. 47% of participants, 14, agreed that the CIF (2015d) does promote and build quality provision. The reasons cited indicated that the CIF (2015d) holds schools to account using the same parameters for maintained and mainstream schools under the same broad headings. It aims to be consistent, comparable and reliable to instil public confidence in the sector. However, 16 participants, 53%, felt that the CIF (2015d) in itself does not transform lives or make

the school outstanding. The quality factors referenced in relation to the CIF (2015d) could be considered as procedural (Sallis, 2002), compliant and fit for purpose, meeting and exceeding standards (Brundrett and Rhodes, 2011). The procedural concept is based upon proving that things have happened using hard indicators which in the NMSS sector would include meeting criteria against the judgements within the CIF (2015d).

Being inspected under the CIF (2015d) and judged by the same standards (Marshall, 2008) and under the four Ofsted headings was considered as compliant and comparable with maintained and mainstream schools which participants indicated was important for NMSS for stakeholder assurance. Moss, Dahlberg and Pence (2000) and Richards (2012) consider quality to be value driven and influenced by the priorities of those who decide on the outcomes and structures, in this case Ofsted.

Hines (2008) equates the modernist view of quality of provision to Ofsted inspections which identify how well a setting meets identified and uniform standards and outcomes set by the government's social and economic agenda. This is the view of some participants with regards to the CIF (2015d). There was recognition that it could be inflexible and subjective, and therefore insufficient and restrictive in the inspection of NMSS. This 'narrow restrictive' view of quality reflects Rapple's (1994, p.1) description of early inspection as previously referenced. This means that dominant policies and practices would be based on specific, standardised, procedural criteria (Sallis, 2002) which originate in a narrow context with no true recognition of difference, need, or context (see Minow, 1990; Artiles, 1998; Dyson, 2001; Marshall, 2008; Warnock, 2010 and Norwich, 2014).

The view that the CIF (2015d) does not promote quality in NMSS is intrinsically linked to comparability as suggested by a group of participants. They indicated that the NMSS sector is not comparable to maintained and mainstream schools due to the diversity of individual schools and the complex SEND of the pupils. Therefore, it was considered that the CIF (2015d) could not be implemented successfully in specialist NMSS for pupils with complex difficulties as it is inflexible and utilises over-simplistic measurements of procedural quality (Sallis, 2002). However, participants felt that the inflexibility and over simplistic measures make NMSS comparable to the maintained and mainstream sector and demonstrate adherence, compliance and procedural quality to stakeholders. Baxter (2014) states Ofsted is the:

producer and effector of discourse that influence the way in which standards in education are understood and conceptualised (Baxter, 2014, p.22).

Therefore, the stakeholders are presented with the inspection judgements written in the way that Ofsted has chosen to interpret and report. Participants concur with Moss, Dahlberg and Pence (2000) and Richards (2012) who consider quality to be driven and influenced by the values of those who determine the outcomes and structure, which in this case is Ofsted.

5.5.2 Ofsted's regulation of quality as a policing function

Ofsted's assessment and regulation of the quality of NMSS provision could be considered a method of control which leads professionals into acceptance of compliance and subordination to public standards as seen in Lee and Fitz (1997), Kogan (1988), Scott (1999), Fielding (2001) and Boustead (2014). This acceptance of Ofsted as an instrument of power was evident in the participants' responses in which power, fear, pressure and game playing emerged as themes of accountability. This

culture of coercive controlled compliance has led to the 'colonisation of schools' (Perryman, 2009, p.615) and the policing by inspectors. Jeffrey and Woods (1998) suggest that Ofsted has chronic control over the inspected as:

although the Ofsted team are seen once and rarely again, the discourse of inspection and accountability remains with the school (p.106).

The issue of control is also seen Perryman (2007, 2009) and referred to by Ofsted (2017) as a component of accountability and quality, similarly reflected in the research responses.

5.5.3 Quality requirements for NMSS provision

Quality factors as referenced in the Acts²⁶, the CoP (2015) and the CIF (2015d) are insufficient in themselves to define total quality for the requirements for NMSS. The quality features of NMSS are of significance in understanding the quality of the sector in relation to Ofsted inspection. From the seven schools and 30 participants, in this research, accountability, collaboration and specialist knowledge comprising of understanding individuals' holistic SEND, holistic provision and depth of school specialism were shown to be the most important features followed by funding, relationships, the environment and targeted staff training.

5.5.4 Holistic provision and depth of SEND specialism resulting in quality

Holistic provision including depth of SEND specialism was referenced by 20, participants, 67%. Understanding a child's holistic needs requires deep specialist knowledge. The pupils in NMSS all have an Education Health and Care Plan

²⁶ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

(EHCP). EHCPs were phased in to replace statements of SEND to encourage a joined-up approach from education, health and social care professionals to support pupils' additional and different needs. It is important that all professionals working with pupils with SEND understand the story of the child, their needs, objectives and provision as outlined in the EHCP in order to provide a quality education as outlined in the Acts²⁷ and the CoP (2015).

Data from the participants' interviews indicates that NMSS are concerned with creating the perfect conditions beyond the constraints of the standardised framework (CIF, 2015d) in order to be consistently outstanding. This would enable individual pupils to thrive, to fulfil their holistic potential, and make a successful transition to adulthood, becoming well rounded civic minded citizens who can contribute to society as seen Educational Excellence Everywhere (DfE, 2016) and the CoP (2015). It is for this reason that Warnock (2010) argues that the focus of the school must be on 'what is needed but also why' (p.19). In order to achieve this it is necessary to focus on differentiated and personalised teaching and learning and construction of whole school quality provision (WSQP) to meet the SEND of each pupil (CoP, 2015, p.92). The importance of meeting individual SEND was referenced by a parent who commented:

the therapeutic and relationship side of it [school] outweighs the education side for me as the former two mean life skills and being able to cope in the world – education can come anytime.

The features of quality identified by participants illustrated that they were working

²⁷ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

within and beyond Ofsted's procedural approach to inspection, across a broader canvas of transformational quality (Sallis, 2002). This matches the spectrum of NMSS, pupils' complex SEND and individual EHCPs. In this case quality is totally encompassed and not solely concerned with the specific procedural standardised criteria which may restrict growth and progress (Sallis, 2002).

5.5.5 Transformational quality

Participants stated that the factors of quality, accountability, collaboration and specialist knowledge, create and inform provision 'to support the child's progress' (CoP, 2015, p.103) which is transformational, indicative of quality improvement and is reflective of 'connective pedagogy' (Corbett, 2001, p.268). The experience, knowledge and understanding required by professionals to accurately assess the impact of a pupil's SEND on that individual are considered to be transformational. It requires a wider lens. It is the breadth of this conceptualisation, through collaboration, that encapsulates the holistic understanding, the specialist knowledge and includes the intangible and softer aspects of quality. These include education, care, relationships and social and moral responsibility and can be seen in the holistic outcomes of pupils against EHCP objectives. This breadth (real world) and depth (beyond the syllabus) support NMSS in developing school-specific Quality First Teaching (DCSF, 2009). Hedegaard-Soerensen and Tetler (2016) see learning as a mixture of holistic personal social academic dimensions connected with teachers' ability to teach according to a 'multidimensional definition of learning' (p.267) and to their specific knowledge about individual difference. This is a broader view of quality which puts the pupil first and seeks to expand horizons, commented upon by participants. This includes understanding individual SEND, collaboration, specialist

knowledge, holistic provision and addressing difference, which is leadership driven.

5.5.6 Leadership and quality

As discussed in the section relating to Leadership and management, 2.3.10, the effectiveness of senior leaders remains unequivocal and pivotal to the quality of provision and outcomes as seen in Harris (2003), Ofsted (2011e) DfE (2011) and Morgan (2016). Wilshaw (2012d) argues that quality within schools is:

intrinsically linked to the quality of the leadership and the culture and ethos determined by the leadership team (Ofsted, 2012d, p.1).

This was the case in the findings of Rayner and Ribbins (1999). Leadership is multi-faceted and leaders require multiple personalities to work effectively with a wide range of stakeholders. They are accountable, utilise collaboration to synergistically develop and enhance specialist knowledge to drive the common purpose of the school to secure individualised, targeted quality provision and outcomes. Ofsted focus on the effectiveness of leaders which is the first judgement in the CIF (2015d) which places emphasis on the leader as an individual who will be judged for their ability to create 'an enabling culture which promote excellence' and ensures high quality outcomes and provision (Ofsted, 2018a, p.39). Therefore, the factors of quality comprise of multiple layers of accountability and collaboration to develop specialist knowledge. Quality is linked to the effectiveness of leaders and emphasis is placed on their accountability; and quality is linked to accountability, collaboration and specialist knowledge, as so frequently stated by the participants interviewed in this research. It is interesting that the findings in this case study closely mirror the findings in other research on quality and inspection, for example in nursery education (Greenway, 2011), in special education (Rayner and Ribbins, 1999), in secondary

education, (Clarke, 2011) and higher education (Morley, 2003).

Accountability is fuelled, actioned and implemented through collaboration.

Collaboration through multi-professional teams generates specialist knowledge; it is an iterative process reliant on synergy. This dynamic process interprets the EHCPs, clarifies pupils' SEND and plans the curriculum to meet the pupils' needs.

Potentially, it drives and supports procedural and transformational quality as outlined in the Acts²⁸, the CoP (2015) and the CIF (2015d).

²⁸ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

Chapter 6

Discussion

6.1 Introduction

This chapter reflects upon and discusses the findings from the research and the researcher's experience of the process, and references the previously discussed literature. Initially, a section pertaining to the research questions will discuss the three predominant factors of quality and draw relative conclusions from the findings and analysis. The following section includes the delimitations of the research and the unique nature of NMSS. It shares remarks relating to the methodology and methods and wider frameworks which influenced the execution of this research. Finally the contribution to knowledge and opportunities for future research will be presented.

6.2 Considerations from the analysis and discussion of the findings

The two research questions formulated to examine 'The Quality of Non-Maintained special School Provision: An Exploration of the Relationship between Inspection Quality and Non-Maintained Special School Provision were:

- (1) Does 'The common inspection framework: education, skills and early years' (CIF, Ofsted, 2015d) support the development of holistic, quality care and education within the Non-Maintained Special School sector?
- (2) Do inspectors, principals/headteachers, teachers, therapists and parents share the same perceptions of quality factors within the Non-Maintained Special School sector?

Having presented the findings in Chapter 4 with the emphasis on the themes of quality, NMSS and the inspectorate, the analysis and discussion in Chapter 5 focused on the three predominant factors of quality emerging from those findings, namely accountability, collaboration and specialist knowledge. This chapter summarises and draws conclusions from these factors of quality.

6.2.1 Accountability

In this research the responses from senior leaders, deputies and assistant head teachers, therapists and teachers indicated the need for an external, national inspection system. However, the lack of NMSS sector expertise and understanding demonstrated by the inspectorate, as referred to by participants, does indicate that the inspectorate and inspectors need to work collaboratively with NMSS.

The necessity for, and the reassurance of external accountability was also evident from the parental responses to the questionnaire. Parents value the Ofsted body and process of inspection in holding NMSS to account. Nevertheless they acknowledged that the Ofsted inspection and the subsequent report is only part of the whole picture necessary to accurately assess the quality of provision for pupils. Similarly, the necessity for accountability was regarded as a “two-way street” that schools should be held to account, but that the inspectorate is also accountable for its judgements.

6.2.2 Collaboration

Accountability needs to be driven and supported by collaboration. Collaboration driven by leadership and including multi-professional teams generates specialist

knowledge through an iterative process. This 'multi-disciplinary synergy' enhances the ability of professionals to interpret and understand individual SEND, EHCP outcomes and the changing and emerging needs of pupils beyond these as seen in Ofsted (2009). This synergistic approach drives and enhances individualised curriculum planning to meet SEND and leads to outcomes that are above and beyond expectations and trajectory.

Collaboration was found to be a key factor in determining quality NMSS provision. Collaboration between multi-disciplinary school based professionals, external professionals and parents was considered to be important (Ofsted, 2009). A collaborative summary of participants' views as defined by Katz' (1993) quality framework was analysed holistically and determined that the specialist knowledge held by professionals to be a factor of quality.

6.2.3 Specialist knowledge

The emerging themes from the findings from this research indicate that whilst the CIF (2015d) drives improvement, holds schools to account in terms of standardisation and affirms quality through the status of the Ofsted inspectorate, it does not fully embrace the complex NMSS context. Participants stated that inspectors rarely have the necessary specific professional competency or the specialist knowledge and holistic understanding of the pupils' complex SEND to comment on a specialist setting. Moreover this was seen to be limiting to the development of quality care and education. Understanding and acknowledging the necessity for highly differentiated provision to address individuals' complex needs and reduce barriers to learning was considered to be essential for inspectors to

make an accurate and fair judgement on quality within the NMSS sector. As a result, participants' desire for a distinctive and flexible inspection framework and system undertaken by experienced inspectors with specialist knowledge of the specific SEND designation was evident.

By contrast, Ofsted specialist knowledge and judgements often relate directly to their specialist knowledge of the inspection process, standards and priorities for the inspectorate. It is different to the specialist knowledge of SEND and individual pupils held by professionals within NMSS. The wider Ofsted inspection agenda has to take into account the Acts²⁹, CoP (2015), specific SEND in the inspected school and the NMSS designation.

The inspectors' role is to interpret and utilise the breadth of the framework and ideally to apply it in terms of real world understanding and depth going beyond the standards of the CIF (2015d). This process needs to be undertaken in relation to each different setting and the individuals within it in order to evaluate the impact of provision in meeting pupils' SEND. However, the data from participants shows that all groups of professionals and parents consider inspection to be necessary for the NMSS sector without challenge.

6.3 Delimitations of the research

Delimitations were set by the researcher. The interview questions were broad enough to answer the two research questions and focussed enough to gain specific

²⁹ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

answers from the four groups of professionals working within the NMSS sector in the South East of England. The population of participants was identified as representative of the professionals working within the NMSS sector and comprises four identified groups of Senior Leaders, Deputies and Assistant Headteachers, Therapists and Teachers. The researcher was reliant on the lead professional in each school identifying and gaining consent from individuals within their school to participate. Some participants, two in particular, were allocated to the therapists' group as their role and background was closely aligned to therapeutic knowledge and interventions within their school setting. Parents' opinions were gathered via a questionnaire. These delimitations were accepted. This course of research was especially chosen due to the researcher's interest and significant experience within the NMSS sector.

6.3.1 The unique characteristics of NMSS

The case study methodology was chosen as it is particularly suited to a research strategy in the NMSS sector focussing on quality. The boundaries of this methodology are reflected in the unique characteristics considered by the researcher to be demonstrated in the specialist setting of NMSS.

As already stated the NMSS sector is well known to the researcher who ensured that the questions which resulted from the literature review retained objectivity. Original empirical data from relevant professionals did not exist in NMSS. The researcher has spent a considerable proportion of her working life and invested much time in accumulating and developing specialist knowledge of the sector. Based on this experience the research framework and analysis were developed in order to capture

a range of professional experience, thereby generating a multi-dimensional response. It was anticipated that this could lead to a more relevant, useful and robust inspection framework.

There are tensions within the education sector pertaining to the moral arguments around social justice and the cost of NMSS provision. It could be argued that the holistic and targeted provision delivered within the NMSS sector is a 'Rolls Royce service' delivered predominantly to the children of parents who have the ability and money to win a tribunal case. However, schools within the NMSS sector employ a range of professionals including therapists, psychologists and counsellors who work as part of the in house multi-disciplinary team know the children actively contribute to the targeted, holistic provision to meet complex SEND. It is interesting to note that the findings of the Baker Tilly study (2012), commissioned by NASS, concluded that Non-Maintained and Independent Special School provision was, in most cases, less costly than the equivalent level of Local Authority supported provision.

Specialist school provision can be aligned to the Child and Adolescent Mental Health Services (CAMHS) 4 Tier system as seen in Table 8 (p.195). NMSS provision and indeed, Independent Special school provision, predominantly in Tier 3, is only commissioned by the Local Authority under exceptional circumstances. In the Surrey Local Offer (2021) it states under the Maintained Special Schools section that:

'Exceptionally, if a child's needs cannot be met by any of these schools, it may be agreed that a non-maintained special school or independent provision is the best option'.

Table 8**Child and Adolescent Mental Health Services and education provision**

CAMHS	Tier	Education
Universal services including GPs, health visitors, school nurses, teachers, social workers, youth justice workers and voluntary agencies.	1	Mainstream with specialist centres for SEND.
CAMHS specialists in the community and primary care settings, primary mental health workers, psychologists and counsellors, paediatric clinics, schools and youth services.	2	Maintained Special Schools.
Multi-disciplinary team or service working in a community mental health clinic or child psychiatry service outpatient service, providing a specialist service for children and young people with more severe, complex and persistent disorders. Team members are likely to include child and adolescent psychiatrists, social workers, clinical psychologists, community psychiatric nurses, child psychotherapists, occupational therapists, art, music and drama therapists.	3	Non-Maintained Special Schools (NMSS) with in-house multi-disciplinary teams including speech and language therapists, occupational therapists, art, music and drama therapists, support workers, psychologists and counsellors. Independent Special Schools.
Tertiary level services for children and young people with the most serious problems, including day units, highly specialised outpatient and in-patient units. These can include secure forensic units, eating disorder units, specialist neuro-psychiatric teams, and other specialist teams	4	Highly specialised provision S131a of the Mental Health Act Mental Health Act Code of Practice 19.90/1 (Care Quality Commission, 2018).

(After Sutton CAMHS information, 2021)

Pupils are placed in NMSS when they have complex needs that cannot be met within tier 1 or 2 provision (see Table 8 above). The NMSS sector is within the apex of the pyramid of SEND provision. It focusses upon identifying and delivering specific provision for pupils with the greatest and complex needs. These pupils may have progressed through or been excluded from mainstream/specialist units or maintained special schools. They may require a Tier 3 equivalent provision and approach.

Pupils within these settings need multi-disciplinary holistic provision which enhances the quality and the individual relevance of their educational experience.

Social justice advocates that everyone deserves equal economic, political and social rights and opportunities. However, the doors of accessibility and opportunity must be open to those with the greatest need, in this case, children identified under exceptional circumstances identified as needing Tier 3 equivalent education within NMSS.

The Inspection framework does not consider social justice but Ofsted has access to all school information including the designation. The inspection process and subsequent reports include no consideration of these issues.

6.4 Reflecting on the research

The undertaking of this qualitative case study focussing on an area of personal and professional interest within the NMSS sector has been illuminating. The school visits and transcription of interviews undertaken within each of the seven schools offered many opportunities to reflect upon aspects which had been heard about, observed and experienced. The interviews with each of the four groups of participants gave insight into their own personal and professional experience of the challenges of their roles within the NMSS sector and their experiences of Ofsted inspections within this and previous settings. A number were able to reflect on the changes and scenarios they had experienced of being under inspection in a variety of roles. These participants gave considerable information about the inspection process and experience as the inspected. A number of participants spoke about the process as a

parent; as such, there was a shift in their perception of the process and the report according to the school in question. It would have been illuminating to have had the opportunity to interview parents to gain deep insight into their understanding and perception of Ofsted and quality. However, given the difficulties associated with the distribution of questionnaires to parents as described earlier, and the very small return, 20 questionnaires, representing 4.1% of the potential return, the opportunity to have 1:1 face to face interviews was unlikely.

6.4.1 Wider frameworks

The ontological stance in this research is constructionist (Bryman, 2012) and the project is grounded in both the interpretivist (Thomas, 2009) and constructivist paradigm (Mackenzie and Knipe, 2006). The stakeholders' perceptions and understandings are accepted as reality and truth. This research advocates that experience develops the human mind and therefore, the research is set in the position of empiricism as the knowledge gained in this research was achieved through considering quality in relation to the NMSS sector and inspection from the perspectives of the participants (Cohen, Manion and Morrison, 2011).

This research is located within Habermas' (1971), practical, cognitive interest. The purpose of the research was to understand the concept of quality in relation to the NMSS sector and inspection (Wallace and Poulson, 2003).

The humanistic knowledge domain described by Ribbins and Gunter (2002) and interpretative stance of this research has enabled the quality of NMSS provision to be explored through examination of the relationship between inspection and quality.

This approach, and deep immersion into school context and participants' 1:1 interview, data has generated a 'rich "thick" description' (Merriam, 1998, p.29). The 1:1 interviews provided the opportunity to understand the operational and strategic realities of participants' experience of the inspection process. A qualitative approach has assisted in the construction of individual participants' knowledge to generate themes which can explain how Ofsted inspection contributes to quality education and care within the NMSS sector.

6.4.2 Meaning making: NMSS are different to maintained schools

'Meaning making' (Dahlberg, Moss and Pence, 2013, p.109) conforms to a postmodernist perspective that focusses on the relative truths of individuals. It is subjective, diverse, and complex, and it enables professionals to produce meaning contextually. This production of meaning is closely aligned to what Fullan (2001) describes as 'coherence making' (p.6) and is referred to as and 'knowledge creation activities' by Brundrett and Rhodes (2011, p.35). This was demonstrated by the analyses of the four professional groups as participants. 'Meaning making' is a fundamental component of the interpretivist framework and central to the analytical framework in this research (Dahlberg, Moss and Pence, 2013, p.109).

NMSS are different to maintained schools and cannot be judged solely in relation to a standardised externally imposed inspection framework which is applied across the education sector. Inspectors who lack specific, experience, specialist knowledge and understanding of this broad SEND sector are unable to make secure judgements about the truth and reality of the provision and the exceptional outcomes achieved within it.

Professionals within the NMSS sector work above and beyond the compliance and standardisation of procedural quality within the inspection framework in a transformational realm. This is conceived from deciding the components of a good education for each individual utilising systematic and cyclical re-evaluation through multi-disciplinary collaboration and planning; a 'democratic process involving dialogue, contestation, deliberation and collective choice' (Moss, 2016, p.12). The collaboration and understanding of holistic needs and the generation of specialist knowledge of individual pupils makes meaning and is considered to be an aspect of transformational quality, improving the life chances of the most vulnerable pupils with SEND in the NMSS sector.

6.4.3 Perceptions of quality

Interestingly, there is range of debate evident in the literature review regarding the meaning and understanding of the term quality. Participants alluded to each of these including interpretations for example:

- Zero defects (Crosby, 1979)
- Objective, meeting standards (Hines, 2008)
- Complex (Ball, 1985)
- Challenging (Dahlberg, 2013)
- Contextual (Hedegaard-Soerensen and Tetler 2016)
- Customer focussed (West-Burnham, 1995)
- Value laden, subjective and dynamic (Pascal and Bertram, 1994)
- Multi-dimensional (Pence and Moss, 1994)
- Compliant, procedural (Sallis, 2002)
- Transformational, exercised through leadership (Sallis, 2002).

The procedural and transformational conceptualisations emphasise customer service but there is a significant difference: procedural quality is based upon 'chronological adherence and consistency originating in a narrow context proving standards are met or exceeded' (Sallis, 2002, p.13). Transformational quality results in progress above and beyond standardisation thus making a considerable difference. The procedural manifestation of quality may be linked to and recognised as a means of control to prove improvement (Perryman, 2007). For example, Hines (2008), Dahlberg, Moss and Pence (2013) and Moss (2016) suggest this is utilised by all government policy documents and the inspection process. Moss (2016) argues that the concept of quality:

assumes the possibility and desirability of experts discovering and measuring universal and stable norms. As such, quality is a language of evaluation inscribed with the values not only of universality, objectivity and stability, but also certainty and closure; and which presumes an anonymous observer adopting a God's eye view to make a decontextualized and true statement of fact (p.9).

This is the case in many Ofsted inspections of NMSS in which the inspector has little or no experience, specialist knowledge or understanding of the specific SEND within the inspected setting but has the disciplinary power to execute judgement as a representative of the body of the inspectorate.

The word quality was used appropriately by all participants in this research; they did not problematise or ponder its construction as suggested by the academic sources (Moss and Dahlberg, 2008; Bertram and Pascal, 2000). They were able to describe and discuss their understanding of quality, according to their role and experience,

supported by explanation and evidence of the quality factors within their school setting without prompting. Participants referred to the factors of quality which focus on the holistic experience of the pupil (Katz, 1993; Sheridan, 2007) and placed collaborative multi-professional relationships and interactions, and the production and development of specialist knowledge at the heart of their explanations.

The variations in responses to the interview questions were less connected with context and more related to role and position. The most significant difference was between the senior leaders and teachers who faced observation questioning and scrutiny from the inspectors, and the deputies/assistant head teachers and therapists who were operationally and strategically distanced from the inspectors, often protected by the senior leaders and teachers in the inspection process.

The schools' understanding of quality in relation to the Ofsted inspection process under the CIF (2015d) was interesting as participants primarily spoke about Ofsted and inspection in terms of compliance. The significance of accountability, power, collaboration and specialist knowledge referenced, demonstrated participants' conceptualisation of the factors of quality and understanding of the inspection process in terms of standards, parity and stakeholders' perception. This indicated that, whilst the two incarnations of quality, (procedural and transformational) as defined by Sallis (2002), were not specially referenced in participants' responses, their components were identified and referenced as factors of quality. The components of transformational quality were considered to be school driven. They were acknowledged by participants to be beyond national standards (procedural) and relevant to meeting holistic individual needs through the multi-disciplinary team.

This enabled barriers to learning to be removed and professionals to focus on ‘what is needed but also why’ (Warnock, 2010) to improve life chances of the pupils within their care.

The research findings indicate that this dimension of quality in inspection is aligned to Sallis’ (2002) procedural conception. However, the findings and literature suggest that the practises within the NMSS sector are also aligned to the transformational dimension of quality (Sallis, 2002). This is above and beyond the standards outlined in the CIF (2015d) and guidance for inspectors in the School inspection handbook (2018) and referenced in the Acts³⁰. It is evident in these research findings that the concerns identified by participants and outlined in the literature regarding lack of specialist knowledge and honest collaboration, experience of NMSS and the power structures inspectors operate within remain a concern for professionals who know the pupils and understand the pedagogy and provision necessary for a good education.

6.5 The Education inspection framework (Ofsted, 2019a)

It is inevitable that new frameworks and recommendations will be published frequently; nevertheless it is considered that the findings of this research will continue to have relevance to any inspection framework in that the participants are the experts in the field of NMSS and their comments herein can contribute knowledgeably and usefully to any professional dialogue.

³⁰ Human Rights Act (1998), Children Act, (2004), Equality Act, (2010), Equality Act Guidance, (2010), Children and Families Act, (2014)

The Education inspection framework (EIF, Ofsted, 2019a) replaced the CIF (2015d) from September 2019. Within the EIF (2019a) it states:

Ofsted exists to be a force for improvement through intelligent, responsible and focused inspection and regulation. This is our guiding principle. The primary purpose of inspection under this framework is to bring about improvement in education provision. Through the use of evidence, research and inspector training, we ensure that our judgements are as valid and reliable as they can be (p.4).

To date, there is no evidence that this new framework will address the issues and concerns raised in the findings of this research. Some professionals who experienced early inspection under the EIF (2019a) reported how 'badly wrong' (Gillen, 2020, p.8) the new style inspection regime has proved to be. Professionals spoke about the brutal nature of the inspectors' interrogation and intense questioning in interview situations and no opportunity was given for a two way exchange (Gillen, 2020). A former head teacher and executive member of the NEU commented that:

The fear of Ofsted has just been ratcheted up (Gillen, 2020, p.8).

Boustead (2019c) argues there needs to be 'a radical change in the accountability framework enforced in schools because of fear of Ofsted' (p.11). She stresses that a new framework is not going to solve Ofsted's 'inability to control the quality of inspectors, nor improve Ofsted judgements' (2019a, p.11). Whilst the Ofsted consultation on the EIF (2019a) received 15,000 responses, the highest to any consultation, Boustead (2019d) believes that schools will not be 'evaluated accurately or given worthwhile feedback' (p.5). Boustead (2019b) argues there is:

no evidence that Ofsted inspection teams will have the necessary, expertise

or experience, nor enough time in school, to come to a valid and reliable judgements on the quality of education provided within it (p.22).

It is the fear associated with the power of the inspectorate that has led to professionals determining that they must 'Ofsted-proof' their school by creating systems which provide evidence of progress for the 'quality of education' judgement. Professionals cannot rely on the quality of Ofsted inspectors or their judgements. This may, in turn, impact upon the new workload and well-being of staff judgement. This is not a new phenomenon within NMSS as professionals continually seek to find ways of presenting an additional evidence base, beyond compliance and standards, to show inspectors the outcomes of the transformational work they have undertaken to improve pupils' life chances.

There is, however, hope for the NMSS sector in the intent section of the EIF (2019a) which states that:

Inspectors will make a judgement on the quality of education by evaluating the extent to which:

- leaders take on or construct a curriculum that is ambitious and designed to give all learners, particularly the most disadvantaged and those with special educational needs and/or disabilities (SEND) or high needs, the knowledge and cultural capital they need to succeed in life;
- the provider's curriculum is coherently planned and sequenced towards cumulatively sufficient knowledge and skills for future learning and employment the provider has the same academic, technical or vocational ambitions for almost all learners. Where this is not practical – for example, for some learners with high levels of SEND – its curriculum is designed to be

ambitious and to meet their needs (Ofsted, 2019a, p.9).

Professionals in NMSS have had this intention, implemented it and secured impact on the individuals in their care for a number of years. It is hoped that Ofsted inspectors will now undergo the necessary training to ensure that they have the specific SEND focussed specialist knowledge, experience and understanding of holistic needs and provision. Only then will they be able to recognise the multi-dimensional factors of quality within the transformational provision of the NMSS sector.

6.6 Changes that could be beneficial to the Ofsted inspection framework

The following changes could beneficially be made to the framework.

- Inspectors should inspect/review the holistic provision (including interventions from multi-disciplinary teams) for all learners to ensure their needs are understood and fully met.
- Inspectors should be specifically matched to the schools' cohorts and designation based upon their own specialist knowledge, experience and training.
- Inspectors should affirm and validate the intent, implementation and impact of the holistic curriculum through observation, review of documentation and meetings with professionals from multi-disciplinary teams.
- Inspectors should engage fully in genuine collaboration and bespoke discussions with school professionals that reflect the designation, environments and nature of the provision.
- Inspection should be a transformational process for the inspected and inspectors.

Potentially there is the likelihood that these findings can be generalised across the range of special school provision. They could be utilised in addition to the school improvement and effectiveness agenda.

In 2021 the percentage of pupils with an EHCP is 3.7% in England (Explore Education Statistics –Gov.uk). The percentage of state funded special schools has decreased to 40.6%. There is good practice within the range of specialist school provision for Tier 1 and Tier 2, (see Table 8, p.194) including in mainstream, specialist centres within mainstream, and maintained special schools. These providers face many challenges in meeting pupils' SEND without the benefit of in-house multi-disciplinary school based professionals to be found in Tier 3, NMSS.

6.7 Contribution to knowledge

One of the components of humanistic research is to make a contribution to the field of knowledge which is 'enabling and improving' (Ribbins and Gunter, 2002, p.378). The research makes a significant contribution to the knowledge and understanding of the NMSS sector.

- Highlighting the positive impact of collaboration between all professionals and the resulting cohesion of quality provision.
- Giving insight into the factors of quality how quality and inspection can be improved.
- Providing insight into how the Ofsted inspection process can be improved for the inspectors and the inspected.
- Dissemination of the findings at the National Association of Special Schools (NASS) conference.

- Dissemination and application to the maintained sector to improve provision.
- Presentation of the findings to trainee teachers and NQTs to inform them of a lived reality of Ofsted inspection, reducing fear thereby enabling them to embrace inspection with confidence and positivity for the benefit of their pupils.
- The intended publication of this research in a national educational journal such as the British Journal of Special Education, or the British Journal of Educational Studies.
- There is potential for this research to impact on professional practice within and beyond provision for pupils with SEND.

Participation in this research gave school based professionals:

- the opportunity to discuss, explore and verbalise their individual understanding and conceptualisation of quality which some stated they had not previously consciously considered;
- an opportunity to develop and improve SEND provision beyond their school to a wider educational sector;
- time and space through the interview process to reflect on individual, discipline specific aspects in relation to the whole school basis.

It is anticipated that the participants' reflection on inspection and quality within this research may contribute to wider professional development through school based multi-disciplinary team collaboration and discussion to create school specific tacit knowledge. A summary of the findings will be distributed to each participating school to facilitate such CPD. This could have the potential to improve the quality of

education and care with in each specific NMSS setting and the NMSS sector as a whole.

A second purpose of humanistic research is to theorise from the studies. There is little empirical work exploring the relationship between inspection, quality and NMSS provision. Participants might now consider the responses to reflect on:

- the individual school's representative view in relation to the 6 other NMSS settings;
- the view of discipline specific participants in relation to colleagues in the 6 other NMSS settings;
- the perception of parents in relation to inspection, quality and specific individual school provision from the parents' questionnaire responses.

Reflection on these points may enhance understanding of the relationship between quality and inspection in NMSS.

6.8 Suggestions for further research

This case study used a mixed-methods approach at seven distinct NMSS across a diverse geographical area within the South East of England. It is possible that the nature of belonging to the NMSS sector and the particular region may impact upon the participants' subjective experiences of inspection and conception of quality.

Whilst this is an understood and accepted outcome of this type of research it has the potential to limit the extent to which the knowledge gained is transferable. However, dissemination to the national NMSS sector would be feasible and schools may benefit from the high degree of generalisation within these findings.

The possibilities for more comprehensive research into this area are considerable:

there are options for research across:

- additional geographic regions;
- the national NMSS sector;
- the maintained sector;
- Multi- Academy Trusts;
- the independent sector.

Another possible area for research would be to conduct a range of interviews (as none are known to exist to date) with:

- pupils about their personal school experience and their understanding of quality in relation to their holistic learning;
- professionals' views of quality and inspection as parents;
- 1:1 (face to face) with parents as a means of triangulation;
- a range of inspectors in order to ascertain their training and extent of specialist knowledge and experience within the NMSS sector.

Additionally, researching the connection between moral leadership and transformational leadership and relationships with quality would be an area for exploration. However, from the point of view as researcher, perhaps the most interesting next step would be to return to the seven participating schools in this research and follow their inspection experiences under the new Education inspection framework (EIF, 2019a).

6.9 Summary

The sections in this chapter have referred back to the two research questions, the predominant factors of quality, the delimitations of the research and the unique characteristics of NMSS. The chapter reflected on the methodology, methods and wider frameworks which influenced the execution of this research. The significance of 'Meaning making' (Dahlberg, Moss and Pence, 2013) was reiterated and perceptions of quality considered. Finally the changes that could be beneficial to the Ofsted inspection framework are stated and the contribution to knowledge and opportunities for future research were presented.

Chapter 7

Conclusion

7.1 Overview

It has been seen that, for some, the Ofsted inspection process is considered to be an accepted, empowering experience giving the Non-Maintained Special Schools (NMSS) equality within the education sector. However, the power and control exerted by inspectors and the Ofsted body is an experienced reality indicated by stakeholders to be unnecessary and unnerving. Anecdotal evidence suggests that this has continued in inspections under the EIF (2019a) (Gillen, 2020). It is possible that this element of power has continued in order to officially endorse an agenda of inspection which inspectors themselves recognise as not matching the stated purpose of inspection.

The participants' vision for the NMSS sector is to be held accountable for their school by external experts: experienced inspectors who have specialist knowledge of the specific SEND designation within each specific NMSS. Building relationships and truly collaborating with the inspection team was not generally the participants' experience. They felt inspection was 'done to them' rather than 'done with'. Therefore, participants considered inspection under the CIF (2015d) to only partially tell the story of the school due to the inspectors' limited knowledge and understanding. In addition they suggested that it is necessary for inspectors to recognise the complexity, differences, values and the multiple perspectives of stakeholders within the NMSS, or any other inspected sector, as seen in Ribbins and Rayner (1999), Moss, Dahlberg and Pence (2000), Greenway (2011) and Bousted (2019b; 2019d). The system requires inspectors who are prepared to engage in

genuine collaboration and meaningful reflection, to appropriately judge the provision and outcomes for pupils holistically and affirm and validate the multi-disciplinary practice as one, linking the internal and external evaluation, which Sheridan (2007) considers to be 'a catalyst for change' (p.201). Schools would then have the opportunities to demonstrate their transformational practice based upon recognition, understanding and acknowledgement of difference through collaboration with inspectors to develop specialist knowledge. This transformational practice, underpinned by adherence to procedures and standardisation (Sallis, 2002) has the potential to transform the inspection process and experience for all stakeholders, particularly the vulnerable pupils served by the NMSS sector. It would also offer opportunities to understand and celebrate the possibilities and potential of difference.

7.2 Recommendations

Inspectors need to work regularly with individual NMSS to understand the complexity of the specific SEND and the challenges faced by pupils and staff. They must engage with the professionals, listen to them as the experts and consider the additional and different approaches implemented by the multi-professional teams to meet SEND as the pupils are different and, therefore, require a different approach. Ultimately, Inspectors require targeted SEND training to ensure that they have the specialist knowledge and experience of the specific SEND within each NMSS setting they inspect in order to make an expert judgement on the impact of the provision on the necessary outcomes to improve life chances. NMSS are successful when their multi-disciplinary collaborative working practices enable the child to fulfil their potential. Only when inspectors are fully cognisant with the specific circumstances of the particular setting will an inspection report be considered truly valid. Until then,

professionals working in schools will continue to be angered, damaged and frustrated by inferior quality, partial reporting. They will be justified in their feelings summed up in by one participant who exclaimed “they've no business rooting around and judging things they don't understand”.

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9 Appendices

Appendix 1



Participant Information Sheet for Professionals

Thank you for agreeing to consider being part of this research project:

The Quality of Non-Maintained Special School Provision: an Exploration of the relationship between inspection, quality and special school provision

Background

You are invited to take part in this research project, which is for my doctoral programme of study – Leaders and Leadership in Education Doctorate EdD – at the University of Birmingham. Participation is voluntary and will have no effect on your school or the children within your care. Before you make your decision, please take a moment to read the following information and do not hesitate to contact me if you require any clarification.

What is the purpose of the study?

The aim of my study is to explore the concept of quality in non-maintained special schools. The researcher is interested in the views and understanding of quality from the point of view of professionals. While every experience will be unique, the researcher expects there to be common features that will become central to the findings of this project.

Who has reviewed the study?

This has been submitted to the University of Birmingham Humanities and Social Sciences Ethics Review Committee for their approval.

Why have I been chosen?

The researcher invites your participation as she seeks information from key professionals who are in a position to describe, discuss and state their views and understanding of quality in relation to the non-maintained special school sector.

What does participation involve?

If you agree to be part of this project, professionals including the headteacher/Principal, teachers, therapists and teaching assistants will be invited to take part in an interview, at a time and location convenient to you, lasting no more than 1 hour, reflecting on the relationship between inspection, quality and special school provision. You will be given an information sheet with full details ahead of the interview via email with an opportunity to contact the researcher in advance to clarify any queries.

What will I get from this study?

This may be an interesting opportunity for you to take some time out and reflect on your own experience of inspection, quality and special school provision. This research has the potential to inform and enhance support for children and young

people with SEND in the future. It is anticipated that this is valuable for professionals working within, or interested in special education. If you would like, I can provide a summary of my findings for you.

Can I withdraw for the study?

You are under no obligation to take part in this research, and can request to withdraw up to 4 weeks from the date of your agreement to take part. Any request to withdraw should be put in writing to the researcher whose details are provided below. Following your withdrawal from the study, any information you already provided will not be used in the analysis or final report, and any record of the data you provided will subsequently be destroyed.

What if there is something I am not happy about?

If you have any concerns about this research project, please contact the researcher whose details follow. Should you wish to make a formal complaint, please contact the researcher's supervisory team who will take the matter forward for you:-

Neil Hall, [REDACTED] and

Dr Tom Bisschoff [REDACTED]

Good Practice and Research Quality

All data remains confidential. To retain anonymity, individual names or identifying features will not be made available in any publication or to any other organisation or individual; any reference made to participants will be via a numeric reference or to the interview number.

With your permission, the interview will be recorded and transcribed within eight weeks of your interview. If you would like to review a copy of the transcript for accuracy, please indicate this on the consent form.

Feedback

You may also request a copy of the summary findings of this report on the consent form. This will be sent to you at the conclusion of the study.

Contact:

Researcher, Angela Drayton, Doctoral Student, [REDACTED]

Supervisor, Dr Neil Hall, [REDACTED]

Supervisor, Dr Tom Bisschoff [REDACTED]

Appendix 2

A Summary on the UN Convention on the Rights of the Child

Article 1 (definition of the child) Everyone under the age of 18 has all the rights in the Convention.
Article 2 (non-discrimination) The Convention applies to every child without discrimination, whatever their ethnicity, sex, religion, language, abilities or any other status, whatever they think or say, whatever their family background.
Article 3 (best interests of the child) The best interests of the child must be a top priority in all decisions and actions that affect children.
Article 4 (implementation of the Convention) Governments must do all they can to make sure every child can enjoy their rights by creating systems and passing laws that promote and protect children's rights.
Article 5 (parental guidance and a child's evolving capacities) Governments must respect the rights and responsibilities of parents and carers to provide guidance and direction to their child as they grow up, so that they fully enjoy their rights. This must be done in a way that recognises the child's increasing capacity to make their own choices.
Article 6 (life, survival and development) Every child has the right to life. Governments must do all they can to ensure that children survive and develop to their full potential.
Article 7 (birth registration, name, nationality, care) Every child has the right to be registered at birth, to have a name and nationality, and, as far as possible, to know and be cared for by their parents.
Article 8 (protection and preservation of identity) Every child has the right to an identity. Governments must respect and protect that right, and prevent the child's name, nationality or family relationships from being changed unlawfully.
Article 9 (separation from parents) Children must not be separated from their parents against their will unless it is in their best interests (for example, if a parent is hurting or neglecting a child). Children whose parents have separated have the right to stay in contact with both parents, unless this could cause them harm.
Article 10 (family reunification) Governments must respond quickly and sympathetically if a child or their parents apply to live together in the same country. If a child's parents live apart in different countries, the child has the right to visit and keep in contact with both of them.
Article 11 (abduction and non-return of children) Governments must do everything they can to stop children being taken out of their own country illegally by their parents or other relatives, or being prevented from returning home.
Article 12 (respect for the views of the child) Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously. This right applies at all times, for example during immigration proceedings, housing decisions or the child's day-to-day home life.
Article 13 (freedom of expression) Every child must be free to express their thoughts and opinions and to access all kinds of information, as long as it is within the law.
Article 14 (freedom of thought, belief and religion) Every child has the right to think and believe what they choose and also to practise their religion, as long as they are not stopping other people from enjoying their rights. Governments must respect the rights and responsibilities of parents to guide their child as they grow up.

Article 15 (freedom of association) Every child has the right to meet with other children and to join groups and organisations, as long as this does not stop other people from enjoying their rights.
Article 16 (right to privacy) Every child has the right to privacy. The law should protect the child's private, family and home life, including protecting children from unlawful attacks that harm their reputation.
Article 17 (access to information from the media) Every child has the right to reliable information from a variety of sources, and governments should encourage the media to provide information that children can understand. Governments must help protect children from materials that could harm them.
Article 18 (parental responsibilities and state assistance) Both parents share responsibility for bringing up their child and should always consider what is best for the child. Governments must support parents by creating support services for children and giving parents the help they need to raise their children.
Article 19 (protection from violence, abuse and neglect) Governments must do all they can to ensure that children are protected from all forms of violence, abuse, neglect and bad treatment by their parents or anyone else who looks after them.
Article 20 (children unable to live with their family) If a child cannot be looked after by their immediate family, the government must give them special protection and assistance. This includes making sure the child is provided with alternative care that is continuous and respects the child's culture, language and religion.
Article 21 (adoption) Governments must oversee the process of adoption to make sure it is safe, lawful and that it prioritises children's best interests. Children should only be adopted outside of their country if they cannot be placed with a family in their own country.
Article 22 (refugee children) If a child is seeking refuge or has refugee status, governments must provide them with appropriate protection and assistance to help them enjoy all the rights in the Convention. Governments must help refugee children who are separated from their parents to be reunited with them.
Article 23 (children with a disability) A child with a disability has the right to live a full and decent life with dignity and, as far as possible, independence and to play an active part in the community. Governments must do all they can to support disabled children and their families
Article 24 (health and health services) Every child has the right to the best possible health. Governments must provide good quality health care, clean water, nutritious food, and a clean environment and education on health and well-being so that children can stay healthy. Richer countries must help poorer countries achieve this.
Article 25 (review of treatment in care) If a child has been placed away from home for the purpose of care or protection (for example, with a foster family or in hospital), they have the right to a regular review of their treatment, the way they are cared for and their wider circumstances.
Article 26 (social security) Every child has the right to benefit from social security. Governments must provide social security, including financial support and other benefits, to families in need of assistance.
Article 27 (adequate standard of living) Every child has the right to a standard of living that is good enough to meet their physical and social needs and support their development. Governments must help families who cannot afford to provide this.
Article 28 (right to education) Every child has the right to an education. Primary education must be free and different forms of secondary education must be available

to every child. Discipline in schools must respect children's dignity and their rights. Richer countries must help poorer countries achieve this.
Article 29 (goals of education) Education must develop every child's personality, talents and abilities to the full. It must encourage the child's respect for human rights, as well as respect for their parents, their own and other cultures, and the environment.
Article 30 (children from minority or indigenous groups) Every child has the right to learn and use the language, customs and religion of their family, whether or not these are shared by the majority of the people in the country where they live.
Article 31 (leisure, play and culture) Every child has the right to relax, play and take part in a wide range of cultural and artistic activities.
Article 32 (child labour) Governments must protect children from economic exploitation and work that is dangerous or might harm their health, development or education. Governments must set a minimum age for children to work and ensure that work conditions are safe and appropriate.
Article 33 (drug abuse) Governments must protect children from the illegal use of drugs and from being involved in the production or distribution of drugs.
Article 34 (sexual exploitation) Governments must protect children from all forms of sexual abuse and exploitation.
Article 35 (abduction, sale and trafficking) Governments must protect children from being abducted, sold or moved illegally to a different place in or outside their country for the purpose of exploitation.
Article 36 (other forms of exploitation) Governments must protect children from all other forms of exploitation, for example the exploitation of children for political activities, by the media or for medical research.
Article 38 (war and armed conflicts) Governments must not allow children under the age of 15 to take part in war or join the armed forces. Governments must do everything they can to protect and care for children affected by war and armed conflicts.
Article 39 (recovery from trauma and reintegration) Children who have experienced neglect, abuse, exploitation, torture or who are victims of war must receive special support to help them recover their health, dignity, self-respect and social life.
Article 40 (juvenile justice) A child accused or guilty of breaking the law must be treated with dignity and respect. They have the right to legal assistance and a fair trial that takes account of their age. Governments must set a minimum age for children to be tried in a criminal court and manage a justice system that enables children who have been in conflict with the law to reintegrate into society.
Article 41 (respect for higher national standards) If a country has laws and standards that go further than the present Convention, then the country must keep these laws.
Article 42 (knowledge of rights) Governments must actively work to make sure children and adults know about the Convention.
The Convention has 54 Articles in total. Articles 43–54 are about how adults and governments must work together to make sure all children can enjoy all their rights, including: Article 45 Unicef can provide expert advice and assistance on children's rights.

Appendix 3

Interview questions for headteachers/principal, deputy head teachers/vice principal, teacher, therapists, teaching assistant

- 1) Should all non – maintained special schools be inspected by OFSTED? Why?
- 2) Should all non – maintained special schools be inspected in the same manner as maintained mainstream schools? Why?
- 3) How frequently should non – maintained special schools be inspected? Why?
- 4) Please could you describe the features/indicators of high quality maintained special schools? *Prompts:*
- 5) Conversely, could you describe factors that indicate poor non – maintained special schools?
- 6) Do you think that a good OFSTED report is an indicator of good quality special school provision? Why?
- 7) Do you consider OFSTED reporting to influence parental choice? Or recruitment of staff? Why?
- 8) What has had the greatest influence on the quality of provision in the all non – maintained special school sector in the last 10 years? Why? *Prompt~ expand...Care, Education, and understanding*
- 9) What are the positive aspects of the Ofsted inspection process? Why? *Prompt: - Do you consider it a driver for good quality provision across the sector? Why?*
- 10) Does 'The common inspection framework: education, skills and early years' (OFSTED, 2015) promote high quality provision?
- 11) What changes have you made to your provision because of the OFSTED framework? Would you have made them otherwise?
- 12) Has the OFSTED framework affected your leadership role/style, relationship with your colleagues?
- 13) What changes would you make to the 2015 inspection framework (OFSTED, 2015)?
- 14) If you were to draw up the person specification for an inspector for non –maintained special schools what would be the criteria?
- 15) Any other thoughts connected to OFSTED, the inspection framework 2015 and/or process you would like to discuss?

Appendix 4

Questionnaire

1. All non – maintained special schools should be inspected by OFSTED.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

2. A good OFSTED inspection report is an indication of a good non – maintained special school.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

3. A poor OFSTED inspection report is an indication of a poor non – maintained special school.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

4. Non – maintained special schools should be inspected under the same framework as maintained mainstream schools.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

5. Non – maintained special schools should be inspected in the same manner as maintained mainstream schools.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

6. OFSTED provides useful information for school based professionals.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

- 7 The provision of care in a non – maintained special school is as important as the provision of education.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

- 8 Appropriately qualified staff are an indicator of good quality provision.

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

- 9 OFSTED provides useful information for parents/carers

Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree

Other.....

10. If you wish to add any additional comments please use the space below

.....

.....

.....

.....

.....

Thank you for taking the time to answer these questions, could you please return your completed questionnaire to the nursery supervisor/headteacher

Appendix 5

Dear Parents/Carers/Families,

University of Birmingham Research

(Name) School is participating in a research project through the University of Birmingham. The research focusses upon the quality of non-maintained special school provision, exploring the relationship between inspection, quality and special school provision and a number of staff have participated in 1:1 interviews as part of the research project. The research project has full ethical approval from the University of Birmingham.

(Name) School is one of seven non-maintained special schools that have participated and the results and findings of the research will give us valuable data and insight into how we compare to other special schools within the non-maintained sector and how we can improve the quality of our provision.

The researcher and the school are keen to hear your views, which are vital to this research project and will enable us to understand your experience and views of Ofsted inspection and quality at (Name) School.

You are invited to complete a short multi-choice online questionnaire about Ofsted inspection and quality via the link <https://www.surveymonkey.co.uk/r/9ZL835K> . There are nine statements in the questionnaire and for each one you will need to indicate your choice from a numeric scale: 1 strongly agree, 2 agree, 3 neither agree nor disagree, 4 disagree, 5 strongly disagree. Statement 10 offers you the option to add any additional information that you feel is relevant. The questionnaire is anonymous and the results are linked directly to the school, which will not be referred to by name. The results cannot be linked to any individual.

We hope you will help us by taking no more than 10 minutes to read the Participant Information Sheet for Families from Angela Drayton, the researcher, and completing the (Name) School questionnaire via the above link. The questionnaire link is open between Friday 6 and Friday 20 December (2019) inclusive.

Thank you for your ongoing commitment and support.

Yours sincerely,

Principal

Appendix 6

Interview transcribed by researcher

Interviewer

Okay, so we're recording now. Should all non-maintained schools be inspected by Ofsted?

Interviewee

Actually, if you pause it I'll put the sign up. Good question isn't it. Um Ofsted as it is constituted should be shut down, it's not really worth anything of any great value except for, you know, large data. Um, HMI did a far better job previously, uh, and I am old enough to remember the old HMI; it was an advisory and support service. So if your school was failing in one particular area it would probably give you an opportunity to improve it but then after that they would shut you down as a non-maintained school and they had the right to do that. But the best thing about HMIs in those days when they were regionalised was that they would be a great place for advice and for sharing good practice. Ofsted the quality of Ofsted is so unpredictable uh or their, their particular subject that they're looking to identify in this particular year shifts too often, and then thirdly they do not have enough information on non-maintained schools, and yet despite that they make all kinds of pre- uh pre-visit decisions I think about what the school is like and on most occasions we have to spend the first morning correcting everything that they've come with,

Interviewer

Yes

Interviewee

and that's become de rigueur really. Less so the annual review for for, uh, the welfare inspection, that's become a, that's become, that's become more predictable I guess, but again the quality of the inspector of the inspectors, it does vary too often and so we get outstanding one year and then good the next year but the good sounds even better than the outstanding, so...

Interviewer

Right

Interviewee

And then you shouldn't have outstanding anyway, it doesn't make any sense to anybody; everybody can be outstanding on one day, I guess, but then, you know, I don't I don't know what outstanding should be or could be, you know. So in that sense of your question, I suppose legally we have to be we should have an inspection system, I have no problem with that, but I I really don't feel that Ofsted have offered value for money for years.

Interviewer

Okay, thank you. Should all non-maintained special schools be inspected in the same manner as maintained mainstream schools?

Interviewee

No, they should be inspected as non-maintained special schools, and there are regulations 2015, they should read them first. You would be surprised how many members of inspection teams don't know what a non-maintained school is, or what non-maintained school regulations are. Uh, surprisingly, Also, um, because the data for non-maintained special schools is so poor; given that, uh, I think most of the information in our school for instance, um, usually runs in 00000 they don't really have any idea what they're doing. Um, except something that was on the previous last inspection or um it's on the website, and every year they turn up and we give them, well not every year but when we do the education one, their, their, their data is wrong, I mean and not just wrong by a small margin, it's just wrong so we have to give them all of our data, we show our data and invariably they say the same thing: one, we don't know how to measure you Richard and secondly your data is better than ours,

and again that goes outstanding, good outstanding good or good good, whatever and an there's no consistency in any of it really and they say the same things. Um, they have a fixation about single central records, um, and our single central records are outstanding, but on one particular day they can't find something or um they have some strange idea about a new process that's just turned up and and I might say well I'm not gonna do that because I don't think it's a good idea or I think it's immoral or I don't know why I would be spending my time doing that, it doesn't make any sense to me. Um, but that doesn't go so see so it's not it's not really a collaborative thing it's a there's the slide rule, that's it.

Interviewer

Yeah, I understand

Interviewee

And that makes no sense to anybody, certainly non-maintained schools, I mean I don't know how many non-maintained schools there are in the south but even if they are all SEMH, but there's no two SEMH schools the same. I mean a bizarre concept in that sense.

Interviewer

Um, okay, thank you. How frequently should non-maintained special schools be inspected, do you think?

Interviewee

I think the annual inspections for welfare should continue, I have no problem with those, I think that's. I don't think it's necessary to have um all the paperwork that goes alongside it, certainly, um, we're we are now because of uh Surrey and West Sussex and a couple of other local authorities, um they've resurrected CRAG again, uh, so we get a lot of inspections from them but we also get an annual social, um, sorry an annual safeguarding inspection which we ask for from the local LADO and MASH teams to come in uh just for for our sense of, uh, safety. And certainly in our school we have about um 10, 15 visits from different organisations

Interviewer

Right

Interviewee

a year, and they publish those reports somewhere, I guess.

Interviewer

Yes

Interviewee

So there's plenty of people coming in to see us, but I would like an annual inspection to make sure and guarantee there was quality of provision for the young people and they were safe, I, I don't think that should change. I don't think it needs to be as heavy as it is,

Interviewer

Okay

Interviewee

If you sat down here with half a dozen kids and interviewed them that's probably all you'd need to do.

Interviewer

Okay. Yeah, great, thank you.

Interviewee

As for the education side, I don't know. Um, a, again if you went back to the HMI thing as I said you would have somebody pop in every now and then and just say how's things, how's that working out, that doesn't look too good, what happened here or wow that's a really good piece of work shall we share it, can I share that with other schools, you know. Um.

Interviewer

Okay, lovely. Please could you describe the features indicators of high quality no

maintained special schools?

Interviewee

Um, yeah, safe, caring, challenging and happy. Everything else is fashion.

Interviewer

Okay, thank you. So conversely, could you describe factors that indicate poor non-maintained special school provision?

Interviewee

Err, yeah. Um, unhappy, unsafe, that's the 2 issues. If it's unsafe uh and there's no progress being made then those are the things, you've gotta be able to see progress from good data um that the kids are doing well. But I can't see how they, they can do well if they don't feel safe and happy so.

Interviewer

Okay. Do you think a good Ofsted report is an indicator of good quality special school provision?

Interviewee

Well patently not. Um, that's not just my view, that's the view of local authorities as well. Some local authorities can't believe some schools have got good or even outstanding because their view of the school is the exact opposite. If that happens, if they're prepared to come out and say that publically, uh, you have to worry about Ofsted and the, and the quality of its work. As I said, in our school we've had outstanding and good, and the good sounds better than the outstanding. Eh, or we've had an outstanding, we've had a good, eh, welfare report where the reason we didn't get outstanding, if that was the indicator, was that somebody found a pill, an empty pill bottle or something like that, I can't remember...

Interviewer

Okay

Interviewee

So that's the worst thing about Ofsted, I can't remember, uh, in the back of a cupboard and that wasn't on a it wasn't on a medical register.

Interviewer

Right

Interviewee

So because of that, our medical practices weren't safe and you're looking at a person going seriously, is that, that's an indicator is it? yes, it is, right okay, and I have to say unfortunately Ofsted's view, us Ofsted's position, uh, I mean I guess it's important to parents and to local authorities even though, as I said, local authorities go that's not really indicative of our view of that school. Uh, head teachers like myself, principals like myself who have been doing this for a long time, are not that mindful any more of an Ofsted, or even worried about Ofsted or even interested really in Ofsted except as a process that has to be tolerated really and I think that's a shame, that's a shame you know but that's what the people want, I guess.

Interviewer

Okay. Do you consider Ofsted reporting to influence parental choice or recruitment of staff?

Interviewee

Yes absolutely.

Interviewer

Okay, thank you. What has had the greatest influence on the quality of provision in the non-maintained special school sector in the last ten years?

Interviewee

Quality of leadership. That's all.

Interviewer

Okay, thank you. What are the positive aspects of the Ofsted inspection process, do you think?

Interviewee

I think if you're a school where, um, you weren't very good at organising and, um, getting all your ducks in a row for instance, like having one of these Ofsted files like we've got her. Uh and we we put this together in a week, just by, uh, collating information I'd asked for from various members of staff, you know, have you, have you got the data on this, have you got the data on that, where's that? Um, but then again why would you run a school like that if you couldn't present an organised face to the rest of the world or you didn't have a back-up series of policies or that you could turn to in the case of any particular problem that arose. But that's the only reason that people have Ofsted files, I mean that's the sad thing about it. The reason there's an Ofsted file is because of Ofsted and that is a total waste of time. You should have a, you should have a file that Ofsted can look at, or anybody can look at, it shouldn't be Ofsted ready. Um, and again that's an embarrassment to the education world, you know, but then again head teachers allowed it so happen so you get what you don't protest against.

Interviewer

Okay, thank you. Does the common inspection framework education skills and early years promote high quality provision, do you think?

Interviewee

Don't know, don't care.

Interviewer

Okay. What changes have you made to your provision because of the Ofsted framework, do you think?

Interviewed

We have an Ofsted file.

Interviewer

Okay. Has the Ofsted framework affected your leadership role, style or relationship with your colleagues?

Interviewee

Not a lot.

Interviewer

What changes would you make to the inspection framework if you could make them?

Interviewee

Scrap it and have highly qualified, experienced HMIs that still worked in schools, um, that were based regionally within a national format of course but based regionally that uh inspected schools and and supported schools in making progress.

Interviewer

Okay, lovely. If you were to draw up the person specification for an inspector for non-maintained special schools, what would be the criteria?

Interviewee

Well, if we're looking for one for just non-maintained schools, someday that had successful experience in running non-maintained schools. I dunno how you would get to well respected, because again, you know, a lot of the networks have fallen down, um, uh, and it was, it was non-judgemental,

Interviewer

Yes

Interviewee

it was about solving problems, not about saying you're good or bad, except where there was unsafe practice, and again HMI have that absolute and I, I, I wouldn't, wouldn't like to see

that diminished, that absolute control of walking into a school and saying send all the kids home, the school's shut until further notice from now, as long as it's justified. But it should be more about collaborative approach, this competitive crap about outstanding and good, la la la, I mean it's just made up nonsense. We should have a system where we all try to help each other mutually and then develop sustain, sustainable good practice. I mean the rest of its nonsense and I don't know why we've allowed, well we have allowed ourselves, I'm as guilty as anybody else, but Ofsted should be scrapped and it should just be HMIs, uh, and that's it.

Interviewer

Okay, thank you. Do you consider Ofsted inspectors to be appropriately qualified to undertake inspection and judge the quality of provision in non-maintained special schools?

Interviewee

Well I don't, I don't know cos I don't look into it, um, but obviously because of the arrogance of our school we don't think anyone's qualified to make any comments. Except, I guess, my peers, so I get more nervous if peers visit than I would if Ofsted

Interviewer

Right

Interviewee

Visit so oh oh oh such and such is coming down, we need to be.... right, have you got that, no, rather than Ofsted turning up. No it's, it's a it's a source of tension and I understand that cos the staff are concerned um and we're never gonna get less than good here so I don't get that worried about it but um I don't know what their qualifications, I um I dunno, I dunno.

Interviewer

Ok thank you, and finally any other thoughts connected to Ofsted, the inspection framework, and/or the process that you'd like to discuss.

Interviewee

Um, I'd scrap the whole Ofsted thing, I'd like a peer-to-peer thing, um and there should be an independent ur, registering on that as well, you know. So that where there is bad work, what they get, go back to, um..... a system of alerts, or something like that and HMI will come and visit the school. Or you could visit the school, you could phone up HMI anywhere and say look...

Interviewer

Yeah

Interviewee

There's a few things going on here, can I have a chat with you please, could you come and have a look or, we're doing this and we're doing that what do you think about this what do you think about that. Now, I'll tell you why that works, when, when I arrived at this school in 99 it was requires improvement, or whatever it was in those days, social care also were breathing heavily and the down the neck. So, there was a fella called Andrew Littlewood HMI, regional HMI, came and visited the school and the two of us, looked at a series of projects er, based on the previous Ofsted which was dire, well was it an Ofsted, or whatever it was, an inspection of some kind, ah and we came up with a plan, the two of us, and then a term later he came back in to have a look to see how we were doing and we'd improved and within a year we had gone from serious, whatever it was, to outstanding.

Interviewer

Right

Interviewee

Now, you know, that wasn't just me, that was me being able to rely on somebody that knew what they were talking about knew what they were doing, who said that'll work, that won't work, don't try that and do that why don't you have a look at this, this is a good idea and I

like that, and he signed it off and he gave me the authority to go back to the local authorities to the governors, to the staff and anybody and say, this is the plan guys, this is what we are going to do, let's get on with it. Let's move forward. Now isn't that a better use of time and resources? And expertise.

Interviewer

Um

Interviewee

So, if there was a peer group round here, which we have got, but we have had to organise those ourselves, so we've got a comp, we've got a couple of comps, we've got a primary school, couple of primary schools, we've got aseveral either non-maintained, or maintained special schools.

Interviewer

Er huh

Interviewee

And we talk to all those people and..... And they talk to us and if they've got a problem just like, you know, we discussed there, what do you think of this, why don't you try that or

Interviewer

Yeah

Interviewee

Or have you got this or have you heard of this new um.....piece of data? No, I haven't, well we've got this piece of data, it's really good, so we're all supporting each other, we're all working well, and were all collaborating. If there was a concern, if I knew, if I went into a school that was a concern then that member, that leader, that head, would know, no I'm not going to leave it. And then I'd say I'm going back to their governors probably first off, and say look, there is something really dodgy going on at that school um, you need to suss it out. HMI, if they were coming round, now, you are going to have to employ a lot more HMI of course, and aren't all HMIs Ofsted now? Or is Ofsted all HMIs or they're all trained themselves.

Interviewer

Uh huh

Interviewee

Um, that would mean a lot more. It would be better for instance to have appoint, HMIs could be appointed. from particular groups. We would decide to appoint, we would like to appoint you, as a HMI Richard, for the thing, whatever, because of da da da der der.

Interviewer

Yeah

Interviewee

Would you like to do it, you know, sounds quite well, and you would do, that for I don't know, three years, five years, whatever it was, as part of your job as well and I'm sure that the governors would say yeah you can have a secondment, you can either do that there, you can have a ten minutes, you know or a, in exactly the same way ten minutes, you know, couple of days a year to do to do this work wouldn't that work a lot better and then the HMI wouldn't be the scary person coming through door, you know, would be, critical friendship. Far more, far more useful I would suggest that this er.... usually competitive, I said, like I said I still don't don't what Ofsted is for I really can't, I can't work out if somebody can point to me what they have done, er, that's improved education, er.... As service, I don't know, except that, people now have Ofsted files.

Interviewer

Yeah

Interviewee

Yeah,

Interviewer

Yeah,

Interviewee

But you're only valid for a week a year.

Interviewer

Um

Interviewee

A week every three years if you're good, or whatever it is, I mean, it's a bit, it's just, bizarre that we have enab, enab, allowed ourselves to be conned really, you know. And I say this as a somebody who's a retiring but....

Interviewer

Can I just take you back to a point you made earlier about um, when I asked you what you thought had the greatest influence on quality in the last ten years.

Interviewee

Um er

Interviewer

And you said leadership

Interviewee

Yeah

Interviewer

Can you just unpack that a bit please?

Interviewee

Yeah, everyone innovation we've got here, has got nothing to do with Ofsted. Not a single thing, it's got nothing to do with the National Curriculum, it's got nothing to do with Government policy, it's to do with the combined intelligence of the staff here. Er, who have sifted through all kinds of different policies research? Similarly, in the meetings that I go to regionally and nationally, er..... good ideas that come to the top, come to the surface, and we will, will unreservedly steal anything like that, bring it back to this school and go I think this is a good idea and why don't we try this and why don't we try that. Quite often it doesn't even come from education so; it will come from somewhere else.

Interviewer

Yeah

Interviewee

Yeah

Interviewer

Yeah

Interviewee

That's fantastic, why don't we try that, why don't we try that, I'd put strong money on, if you got hold off on hundred per cent of all the non-maintained special school heads in the country and say to them did you read the last CHMI report, I bet you ten people would say yes. Or well, I skipped through it, but I I don't read it, I look at it, and I go there is nothing in there that's hit my intention at all. I've got, I've got tem stacked up, I've got three boxes under there that's got all all Ofsted crap written on it.

Interviewer

Right

Interviewee

And they send this, I mean how many times, if they, if they, this is how bad the system is. If they had a good system, why is it there is an update every twenty minutes? So they don't know what they're doing. And they're responding all the time to a different thing, instead of

the same. Let's have some general statements about inspection, off you go. But they don't they have that rulebook and that handbook and I mean, look at the size of that, its nonsense. I mean, this years, where is it? This year's Ofsted, I've had to change it, and this year's book, 17-18 where's it gone. I think I've thrown it out, you know, I do, as I'm leaving I've started to chuck my stuff out. Oh that's it, it's that one. The small one there, so, bearing in mind for the record there are, one, two three, four, big fat boxes full of stuff that's Ofsted, the handbooks, that's the under certain circumstances, that's the lot. Ok, now, I guarantee, that will all be out of date by the end of the school year. Ok, well that's at the front the non-maintained special school England Regulations, so if they come in here, I always open this file up and I go, have you read that?

Interviewer

Ok

Interviewee

What's that? Huh. Invariably, what's that but they'll have expected me to read through the whole of this nonsense mean, how do you get and their new thing at the moment, you know,

Interviewer

Yeah,

Interviewee

Which is children missing in education?

Interviewer

Yeah

Interviewee

So, they will come this year and they'll say, they'll probably want to look at our children missing in education policy, to which the question I always ask is well why didn't you ask for that before, well why it is now important. Oh well no, no, it's now important but because, somebody somewhere has decided it's important. It's not important of itself, it's because somebody's identified it as important. Which is why as I said cos, good strong leadership will sift out work democratic, well as democratic as you possibly can be, to get as much information into the school and apply all the good bits. Our school is not an Ofsted school, so when they say are you Ofsted ready I say no, we are not Ofsted ready, Ofsted are not ready for us. So then, I mean they are nowhere close to knowing what's going on in special schools, so yeah, we gotta do it, I believe that, categorically that there should be external inspection and identification of what going on in the school, but the way they do is just a waste of time and money and paper, paper in particular. I am glad that we have pen drives now so that things are on a pen drive. I know some colleagues who actually on their website have got the Ofsted, so for Ofsted coming in, they say just go onto the website it's all there. So they've got the whole thing there, all the paperwork all the data bish bosh. Which is clever in a sense, but, I mean, can you imagine how much time that would have taken; it's at least, three or four weeks' worth of work. Anyway,

Interviewer

Ok

Interviewee

We've got one, but leadership is the key to this, leadership, strong courageous, well informed leadership.

Ah in a peer background, is, it is, how you run a school; for Ofsted's a waste of time, a total waste of time.

Interviewer

Great thank you very much

Interviewee

Not a problem

Interviewer

I'm going to finish recording now, thanks

Appendix 7

Interview transcribed by company

VN870038

S1 Female, Interviewer

S2 Female, Interviewee

Timecode	Speaker	Transcript
00:00:02	S1	Just in case...anything goes wrong. Okay. So we're set up both devices. So, the questions I'm going to ask you, same questions head teachers, principals, deputies, vice principals, assistant heads, teachers, therapists, et cetera. Okay, so firstly, should all non-maintained special schools be inspected by OFSTED?
00:00:28	S2	Okay. So I...I feel quite strongly that everybody would need to be held accountable for what they're providing for their young people. So therefore, there has to be some sort of body that looks at all of us. And I suppose if it is OFSTED then you've got the fact that they are looking across a spectrum of provision and placing us within that. Not that we can't be looked at by OFSTED, I don't think that would necessarily work. I think you need to be held accountable. I think, you know, you are very much...as a non-maintained school...you have the potential to be quite isolated. And I...it takes staff within the school to be conscious of that and actively looking to make sure on top of new stuff, new things that come in. You know, it doesn't...it doesn't get handed to us because the LA are sending out a bulletin once a week. Does that make...we actually have to go and hunt for things and things like that. And therefore, I think that we...it's not that I just don't like it, the actual, you know, thing...I think we have to be held accountable if that's by OFSTED then that has to be...that has to happen.
00:01:44	S1	Okay. Thank you. Should all non-maintained special schools be inspected in the same manner as maintained mainstreamed schools?
00:01:56	S2	No. I think that's...I think all the pupils across all schools have different stories to tell, but I think it's unrealistic to have the same markers as to what you're looking for in an inspection. I think that's unrealistic. I think as much as OFSTED claim that they want to hear children's stories and their starting points, I still think there's room for a development of their understanding of our young people's backgrounds, their stories, their starting points. And actually, what progress looks like for our young people. And what sort of priorities look like for the young people and their families. You know, I have families here with very young children that are...they're not...they want their young people to be the best version of themselves, but

		the reason why I've sent them to us is because they want them to be the best version of their whole self. And they recognise that within a special provision we look at the whole child and the development of the whole child. And that our priorities for that person are going to be different than if they'd gone through the mainstream sector.
00:03:06	S1	Great. Thank you. How frequently should non-maintained special schools be inspected?
00:03:16	S2	Well, it's hard, isn't it? I would say no more than once every probably three years. I think three years is quite a nice cycle time to be able to reflect, put into place things, try all things, reflect again and then showcase. So effectively, what you're doing is a school for showcasing yourself. So probably, no more than once every three years, but no less than once every five, you know.
00:03:50	S1	Yeah. Great, thank you. Could you please describe the features or indicators of high quality, non-maintained special schools?
00:04:01	S2	Okay. So I would say...I would hope that the features of a non-maintained special school would include things like very much individualised focus on the student. Individualised pathways that we recognise there's a reason why young people are with us. In fact, for some of our young people, why they're with us and not even special schools in their own authorities, but you know, for some cases it's because special schools are full and that's why the authorities engage with us, but for others it's because they don't have a suitable special school in their own authority. So it's...it would be, when that young person arrives...it's stripping it right back. So individualised focus, individualised pathways, I would expect very robust baseline assessment at whatever stage a young person comes to us from the youngest all the way through if they arrive in sixth form. So that...then we are then able to unpick everything and look at what our priorities are for young people and how we're going to get them as young people to our ultimate vision of them. So...repeating myself...but that clear pathway is very individualised. Access to specialist input...what I mean by that is I would hope that non-maintained special schools do have their own therapy teams and things like that. Yeah.
00:05:37	S1	Great. Thank you. So conversely, can you describe the factors that indicate poor non-maintained special schools?
00:05:47	S2	Schools that are trying to replicate the mainstream provision, but with smaller classes. Schools that...there is a really fine line, isn't it between being a specialist school...so we're not an Autism specialist school here. We have a lot of people with Autism, there's good SEM practice within this school and I think when a...something could be said for a school that has a mixed bag of young people, but the bag could be too wide. And I think that in a not good school you would perhaps see an incorrect mix of young people in a class, perhaps vulnerable young people with highly challenging young people and

		there's sort of that safety risk and element. And also...but concerned about trying to do a little bit of everything and not doing something well.
00:06:48	S1	Thank you. Do you think that a good OFSTED report is an indicator of good, quality special school provision?
00:06:59	S2	I think that's a really interesting question. I think that it...I think you have to be mindful, that it's something that parents and families and other professionals look at. I think if you're in education you know, in reality, that it is a snapshot on a day with a specific team that have seen you on that day who only knows what their agenda is when they come in. I often say to parents...we're fortunate that our standing report at the moment is good...but when I say to parents about looking at the reports and we get asked that a lot is about to say that the OFSTED report needs to go hand in hand with visits to the school. Asking questions and I don't think it can stand-alone as a good indicator or not a good indicator of a school. I think it needs to be a part of a much bigger, wider picture.
00:07:56	S1	Okay. Do you consider OFSTED reporting to influence parental choice or recruitment of staff?
00:08:03	S2	Yes, sadly. Yes, I think it does. I think families look. I think it has the ability to put families off if it's not a good report. I think what families don't understand...which I think perhaps education does and perhaps teachers looking for recruitment do...is understand that if a school is not doing well...not doing very well at all...that that...you know, for some teachers, that floats the boat. You know, it certainly did for me when I entered my teaching career. I chose...I specifically chose a school that was having difficulties because that interests me. And, I also know now...especially now for me 20 years on...but, you know with sort of failure comes an injection of staff, an injection of money, an injection of enthusiasm for people that they could perhaps bring in. And it can be quite an exciting time in that a school is only as good as it's moment in time. You know, it only takes a certain member of staff to leave, a headship...you know, a headship is incredibly important in who's in place and I think that it's...parents are influenced by it. I think if that sort of thing doesn't float your boat, the idea of working in a school...it's not doing...or vice versa. You know, working in an outstanding school comes with a lot of pressure and that's not necessarily something that would interest me, but then maybe someone looking for a job seeks out somewhere that are looking for something like that. So I think it's your first port of call, really, the OFSTED report. And then you'd hope from that, it's then put into a wider picture.
00:09:46	S1	Yeah. Okay. Thank you. What has had the greatest influence on the quality of provision in the non-maintained special school sector in the last 10 years, do you think?
00:09:58	S2	Sorry, repeat the beginning of that question?

00:10:00	S1	The greatest influence on the quality of provision in the non-maintained sector in the last 10 years?
00:10:10	S2	Gosh.....impact.....
00:10:20	S2	I would say that it's probably a couple of things. I would say the whole OFSTED framework and it's constantly changing. You know, schools think they're ready, they think they've got it, they think that they've got everything in place they need and suddenly the next framework is issued and the goal posts change. I think...and in education, I would agree if you stick around long enough things come back into favour and things like that. I think the losing of levels or common language...I mean, I do a lot of admissions at school...and it's had a massive impact on that part of my role that I do, because I no longer have a common language. And I certainly don't have a common language with schools that are not able to converse in stages lower than the key stage...does that make sense? So, you know, when they say they're not meeting...I don't know...year three standards, that's marvellous, where are they meeting? And actually, if they're below they've got the dropping off and there was no common...there hasn't been any common language. That's had a big impact on us and also a big impact on us because we feel even more pressured to make sure that we are being held accountable for our children's progress. How do we show progress for our young people if we don't have a common language to be able to share that in? That for me is one of the biggest things.
00:11:50	S1	Okay. Thank you. What are the positive aspects of the OFSTED inspection process?
00:11:59	S2	When you've... when it's finished. Well, as I say, I think it comes back down to accountability. I think that...
00:12:10	S2	It's much harder...although it happens...it's much harder for schools to go maverick on things without at least being able to explain themselves. I think it's a sense of achievement for people once the OFSTED process has come and gone for that stage. I think there's a sense of pride. You know, we've always said to our staff here it's your time to shine. It's your time to show people what we do. Not...we shouldn't be apologetic for what we do here...we should be celebrating what we do here. Let us take brave staff to do that. Yeah.
00:12:48	S1	Great. Thank you. So does the common inspection framework, education skills in early years 2015 promote high quality provision?
00:13:04	S2	Gosh. I think it.... without thinking of the whole document off the top of my head, I can't...I think that it probably promotes it on paper. I don't know whether that translates to actual inspections. I think that people lose sight of the facts that you, even with shortened...I started my teaching career when you had like six, seven, 10 weeks' notice...and I watched colleagues going off ill and stress and that

		<p>needed to change, but I think it's unrealistic to think that what...it's still a snapshot of a moment in a school's history. And I don't think it's necessarily...I think in theory what's written on paper is an OFSTED framework works. You can see that they're looking for good teaching, children making progress...well principles of good education...but I'm not sure that that actually translates the inspection process. And I think that's because it's subjective. It all comes down to how I feel. It all comes down to the team you have on that day, their expertise, their backgrounds, their preconceived ideas, what they are looking for, what they have already considered about the school from things like their previous OFSTED report and other paperwork. I think sometimes we...as non-maintained schools...we start a little bit alone, but we, at St John's never use the dashboard and things like that. Whilst that gave our mainstream colleagues in LA schools further ways of selling. This is before they came in, I felt like sometimes we were always a bit on the back foot trying to catch up with that sort of thing. So I think in principle the concept is not incorrect, I just don't...I'm not sur it translates to the actual inspection process.</p>
00:14:53	S1	<p>Okay. Great. Thank you. What changes have you, in this school, made to your provision because of the OFSTED framework, if any?</p>
00:15:06	S2	<p>Well I think we are mindful of it, I think we are mindful of the framework. I think like lots of schools, once you finish your OFSTED inspection for that particular stage it's a big sigh of relief. And that moment there's lots of plans that go into place. Well, we're never...we'll keep moving forward, we'll make sure our folders are up to date so they can walk in at any point. And then, you know, a term goes by or two terms go by and you realise actually you haven't touched the OFSTED folders for quite a while. So...gosh...I forgot where I was going with that. What was the question again? Sorry.</p>
00:15:39	S1	<p>What changes have you made to your provision?</p>
00:15:42	S2	<p>So I think we always take on board what the OFSTED framework is then looking for and making sure that we can sell ourselves, sell our story, sell our pupil's stories. At times on the last 15 years that I've been here it's shaped things at the school. You know, we've looked at our curriculum, we've changed things. We're recognising that our cohort of young people here have changed dramatically in 15 years and we need to be responsive to that. And I think as a non-maintained special school we also have to be very responsive to who the LA are offering us, okay. And then that ties in with the framework. Because we have to make the framework work with who we have in our classes. And that's changed dramatically over the last few years. Because if we don't...if we continue to say no or we don't work with that sort of young person, that puts out on a limb and eventually we have no young people come to us. We have to be responsive and that has meant, in the last for example three years</p>

		here at St John's we have totally overhauled our curriculum. Because our previous curriculum wasn't fit for purpose for a large percentage of our pupils. So we had to completely overhaul that and introduce a more formal curriculum into place. And again, it goes back to making sure that we're unapologetic about what we do. As long as we can show that it supports our young people in their development, we should be...and what we say to our teachers is...we would need to sell that; we would need to explain that to any inspector, for example, that came in and not be apologetic about it. This is what we do, this is why we do it and this is the impact it has. So I think the back of our head the framework is always there. You're always conscious well what would somebody outside thing of that?
00:17:28	S1	Yeah. Do you think you would have done those things anyway, regardless?
00:17:34	S2	I would hope as an SLT that you're constantly monitoring and moving forward. And I think that specifically...especially, sorry...with the change in cohort of young people, I think those things would have gone into place anyway. I think with the framework and just having OFSTED hovering there, means that you need to be able to explain yourselves; and not only you, but all the way down. So it's no good if the SLT creating or...and implementing new curriculum if at the very grass roots people are understand why they're doing what they're doing. Doesn't work. So we have to make sure that we...I think those things would have happened anyway. I just think that having a background is always that kind of off...especially as SLT is always that OFSTED...what would OFSTED think? What would anybody...a visitor think...of what we're doing?
00:18:26	S1	Yeah. Great. Thank you. Has the OFSTED framework affected your leadership role, style or relationship with your colleagues?
00:18:37	S2	Not at all. No. Not at all. Other than recognising that you know...as someone who has always taught and then moved up into SLT, you know what the pressures are of day to day running of a classroom. I'm always mindful of what I'm asking my staff to do. I'm always mindful that I'm checking that they understand why they're doing what they're doing. I've always, always my mantra has been if you're decision making is in the best interest of the young person then it's the right choice. I'd like to instil that in people. And that...my actual style of leadership has not changed because...that wouldn't change at all. That's how I am regardless of whether or not I'm being.
00:19:21	S1	Okay. Great. What changes would you make to the inspection framework?
00:19:28	S2	I would like...well, I'm not sure that it has to do with the actual framework. I'd like to see...I'd like to see more use of the inspectors that understand the provision. Because then I think it would be a fair inspection. If you've got someone who can look at your provision because they have a background in or they've worked with other

		provisions, but when you...when you get such a very mixed team and some of them have no...it's hard, isn't it? Because I think that sometimes people that have no experience of sort of specialist provision let alone non-maintained, they bring something else to the inspection team, don't they? They bring a fresh pair of eyes and I kind of understand how that happens. I suppose what we're looking for somebody on the team to have some idea of what we are doing and what we're trying to achieve.
00:20:21	S1	You've answered the next question, really, in terms of person specifications for an inspector in what you've said about experience of the field. They know what they're looking at. Is there anything in terms of the framework that you would like to see on there for inspectors?
00:20:46	S2	I suppose...yeah. I would love to see things that aren't captured by the curriculum. I'd love to see our...our independent living skills captured and monitored as a sort of...you know, how do we prepare young people for life as a sort of separate category. You know, how do we develop the young person as a whole, as a separate category rather than, you know, you might get features in a chat about PSHE, you know that we do that well or whatever. I'd love to see that being recognised as an equal to the academic side of things, that would be something I'd love to add on.
00:21:24	S1	Great. So back to the person specification then, you've said experience of the field. Anything else in terms of the criteria for that person spec?
00:21:43	S2	Um.....Well I'd hope for any inspector for any provision would be somebody that's coming in with an open mind. The ability to look at what is being presented to them without sort of pre-conceptions. I would hope that would happen across any inspecting team for any school. I do think, you know, it puts you at ease when the team are made up of people that have a range of experience and teaching experience and recognise that the school...you know, any special school...it's constantly moving. It's constant...literally from minute to minute across class to class just constantly moving. And that...that there is not an allowance...because I think allowance goes hand in hand with excuses...but I think there needs to be an element of understanding that when you inspect a special school, you're inspecting something that has a slightly more free flow, than a mainstream provision, that you'd need to be able to recognise that things occur. And an understanding of need, really, that there has to be an element of understanding that demands...you know, we have young people come in quite early in the day, realise that it's going to be a low demand day. That I'm not fitting in with an inspection to that particular day. You know, and those kinds of things.
00:23:15	S1	Okay. Thank you. Do you consider OFSTED inspectors to be appropriately qualified to undertake inspection and judge the quality

		of provision of non-maintained schools?
00:23:27	S2	If I was honest, Angela, I don't think I know enough about them to really pass comment on that question specifically. I was just talking from experience we've had quite a variety of experience of OFSTED here at St John's since I've been here. You know, we had a team that we felt had a separate agenda and didn't have any experience about provision here. And it felt very laborious. Because we felt that we didn't get to the stage where we could celebrate our school. We were so busy explaining the nuances...is that the right word? The little bits that we would take for granted that somebody had had some form of special needs background on the team would be able to say well, no, that's normal, or that's what we would expect to see. We spent so long, you know, dealing with that, we never really got onto the whole celebration of our school. And other times we've had teams...you know, our last inspection team, the lead inspector was, you know...it felt like she was rooting for us from the very beginning which, you know, is very powerful.
00:24:32	S1	That's great.
00:24:32	S2	You feel very...it's all...it empowers you, I suppose to really, you know lay out what we do and show us at our best side. Because you feel like you're not being challenged, but supported in showing the inspectors our school.
00:24:51	S1	That's great, thank you. And finally, do you have any other thoughts connected to OFSTED, the inspection framework, the process that you'd like to mention?
00:25:00	S2	No, I don't think so. I just think that...we can't, you know...people say, you know I wish that sort of thing didn't exist. You know, we have to be held accountable. And I think in non-maintained special schools more than any other place... because we don't have anybody else checking on us. We don't have LA's, particularly we don't have long standing relationships with them. They very much leave us alone and I think that we have to be held accountable by a body and, you know, if not OFSTED, who? You know, it would have to be somebody holding us accountable.
00:25:35	S1	Okay, great. I'll stop the recording now, thank you very much.

(00:25:39)

(End of Audio)

Duration 26 minutes

Appendix 8



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Consent Form for Professionals

Thank you for agreeing to participate in this research project.

I the undersigned voluntarily agree to take part in the research project exploring the relationship between inspection, quality and special school provision, which is being undertaken by a doctoral student of the University of Birmingham



- I have read and understood the **Participant Information Sheet** provided. I understand that participation is voluntary. I have been given an explanation by the researcher of the study, and of what I will be expected to do. I understand that I am not required to answer any question I feel uncomfortable with. I have been given the opportunity to ask questions on all aspects of the study and have understood the advice and information given as a result. ☐
- I understand that any information which is collected during interviews will be stored in line with the University's strict guidelines, which protects the secure storage of all data in its original form for a period of 10 years. ☐
- I understand that I can withdraw at the latest from the project within 4 weeks from the date of my agreement to participate and without needing to justify my decision. If I withdraw from the study, I understand that my data will not be used. ☐
- In the event of needing to complain, I understand that I should contact, in the first instance the researcher, Angela Drayton, or in the event of this not being satisfactory, the supervisory team of Neil Hall and Dr Tom Bisschoff. ☐
- I confirm that I have read and understood all of the above and freely consent to taking part in this jointly funded study. I have been given enough time to consider whether I want to take part and agree to comply with the instructions and restrictions of the study as explained by ☐

the researcher.

- I would like to be sent a copy of the interview transcript to review ☐
- I would like to be sent a summary of the research findings upon conclusion of the research project ☐

Contact:

Researcher, Angela Drayton, Doctoral Student, [REDACTED]

Supervisor, Neil Hall, [REDACTED]

Supervisor, Dr Tom Bisschoff [REDACTED]

Name of
volunteer
(BLOCK
CAPITALS)

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Signed

.....

Date

.....

Name of
researcher

Angela Drayton

Signed

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Date

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Appendix 9

Chart 12
Parents' questionnaire results

