

Final report

# State management of education systems and educational performance

Evidence from a  
management survey  
at district education  
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Torsten Figueiredo Walter

June 2018

When citing this paper, please  
use the title and the following  
reference number:  
S-89454-ZMB-2

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# State Management of Education Systems and Educational Performance<sup>1</sup>

Evidence from a Management Survey at District Education Offices in Zambia

Torsten Figueiredo Walter<sup>2</sup>

## Introduction

Management matters for the performance of organizations, not only in the private sector, but also in the public sector. Recent work by Di Liberto (2013), Bloom et al. (2015), Crawford (2017) and Bryson et al. (2018) reveals a positive correlation between student performance and management quality in schools. This project focuses on the correlation between student performance and management quality in the local public administration of schools. More specifically, it examines the relationship between management practices at District Education Offices and test scores of students across districts in Zambia. As such, it is closely related to Boiko and Lavy (2017) who study the importance of public administrators of school clusters for student outcomes in Israel. Additionally, it contributes to a growing literature on management in public sector institutions (Rasul and Rogger 2018, Rasul et al. 2018).

In Zambia, District Education Offices manage education at the district level. That is, they are responsible for implementing of education policies, monitoring school performance and managing human resources, infrastructure and learning materials. To understand the importance of management quality at DEOs for student outcomes, we make use of the recent adaptation of the World Management Survey (WMS) to the public sector context in developing countries – the Development WMS (Lemos and Scur 2016) – and adjust it to fit the Zambian education sector.<sup>3</sup> In connection with earlier work on staffing inequalities across schools,<sup>4</sup> we also extend the Development WMS to include questions on teacher workforce management. We conduct the adapted survey with the District Education Board Secretaries of all Zambian districts via telephone. Finally, we correlate the revealed management scores with measures of student performance and examine the relationship between workforce management and staffing inequalities.

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<sup>1</sup> I would like to thank the Zambian Ministry of General Education (MoGE), in particular the District Education Board Secretaries in all Zambian districts, for their support of this project. I am also thankful to the Examination Council of Zambia (ECZ) for providing detailed information on student performance. Finally, I would like to thank Innovations for Poverty Action (IPA) Zambia for their support in the implementation of the management survey, especially Dylan Knaggs who managed the implementation process. Financial support from the International Growth Center (IGC) is gratefully acknowledged.

<sup>2</sup> Department of Economics, London School of Economics. Email: [t.f.walter@nyu.edu](mailto:t.f.walter@nyu.edu).

<sup>3</sup> I am thankful to Daniela Scur for her advice on the survey design and implementation. For details on the Development WMS, see <http://developingmanagement.org/>.

<sup>4</sup> See Figueiredo Walter (2018).

## Institutional Background

### Educational Performance in Zambia

In Zambia, performance of students at national examinations varies significantly across districts. National examinations take place in grades 7, 9 and 12, and cover several subjects. This report focuses on student achievement in two core subjects, Mathematics and English, in grade 9. More specifically, it looks at the exam pass rate, i.e. the share of students who pass the exam out of those who entered the exam, for each of the two subjects. As Figure 1 shows, student performance in English and Mathematics is positively correlated across districts.<sup>5</sup> Moreover, there is substantial variation in pass rates across districts. Pass rates in English vary between 15% and 81%, pass rates in Mathematics between 22% and 75%.

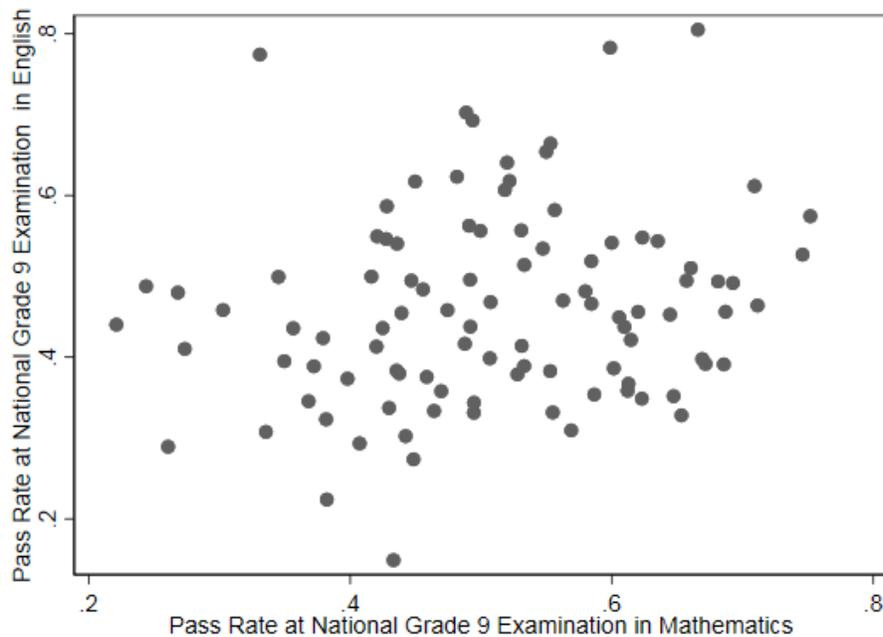


FIGURE 1: Pass rates at national grade 9 examinations across districts (2017)

### The Role of District Education Offices

District Education Offices (DEOs) manage education within districts. They are officially tasked with the following:

- Manage the implementation of education policies and programs, and intervene as necessary
- Monitor school performance
- Coordinate with various stakeholders to enhance the quality of education
- Provide relevant teaching and learning materials in schools
- Maintain and manage school infrastructure development

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<sup>5</sup> Student performance in grade 9 exams is also strongly positively correlated with student performance in grade 7 exams in each of the two subjects. See appendix A.1 for details.

- Facilitate the recruitment and deployment of teachers

District Education Offices (DEOs) are headed by District Education Boards Secretaries (DEBS). Additionally, DEOs are staffed by the following personnel:

- **Human Resource Officer** – Responsible for all HR management and development functions within the district. This includes managing the payroll system, staff performance/training, and staff records and other HR information.
- **Planning Officer** – Responsible for coordinating the implementation of programs and projects within the district. Additionally, they are in charge of developing the district strategic plan and budget, and maintaining the district’s information management system.
- **District Education Standards Officer (DESO)** – The DESO oversees up to three education standards officers: for general, special, and distance education; many districts only have an officer for general education. These officers visit schools to ensure that all school features (teachers, school management, teaching and learning materials, infrastructure, etc.) meet Ministry standards.
- **Others** – DEOs also include officers that aren’t directly responsible for education management but provide financial and administrative support. This includes clerks, building officers, statistical officers, and accountants. In practice, these officers can be very important within the DEO. For example, accountants in some districts manage the payroll system, which effectively puts them in charge of many HR functions such as staff acquisition and transfers.

On average, a DEO oversees 123 primary and 10 secondary schools, corresponding to responsibility for 1,076 teachers and 39,388 pupils. However, there are large differences in the quantity of schools across districts. In urban districts like Lusaka or Ndola, DEOs manage several hundred primary schools and many more secondary schools than the average DEO. In rural districts, there is typically less than a hundred primary schools and a handful of secondary schools.<sup>6</sup>

## Survey Methodology

The survey was based on the Developing World Management Survey (DWMS), an internationally and academically recognized management survey tool for the study of public sector management in developing countries by Scur and Lemos (2016). The DWMS uses a series of open-ended questions on various management practices. To obtain quantitative results, each question is associated with a scoring grid from one to five (in half-point intervals), where five indicates best practices, and one indicates worst practices. The original intention of the DWMS is to be a double-blind study, where the interviewer doesn’t know who they are speaking to or where they work, and the interviewee doesn’t know that their responses are being scored. Due to logistical considerations, it wasn’t feasible to ensure the former measure, so the study was only single-blind. Hence, interviewers knew which DEBS they were talking to when conducting interviews, but DEBS did not know their answers were being scored. Moreover, interviews were confidential, and DEBS were assured that their answers would not be linked back to them, but only used in cross-district analyses.

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<sup>6</sup> Figures in this paragraph are based on the 2017 Annual School Census.

Following the DWMS model, the survey contained questions on 5 dimensions of management: operations, monitoring, people, targets, and leadership. Each dimension consisted of between one and three categories of questions with three broad questions per category, and a set of scoring criteria for each question. Both questions and scoring grids are based on the DWMS but adapted to the context of district-level administration of schools in Zambia. In addition, two sets of questions on human resource management were added – about teacher deployment and transfers. In total, each interview consisted of 30 questions.<sup>7</sup> Table 1 summarizes the questions. All the questions and the complete scoring grid can be found in the appendix.

<b>Dimension</b>	<b>Category</b>	<b>Example questions</b>
Operations	Standardization of instructional processes	How do you ensure that students of a given grade in different schools are learning the same topics in the same way within a similar timeframe?
	Adopting best practices	How do you learn about successful school management practices?
	Continuous improvement	When you have a problem in a given school, how do you come to know about them?
Monitoring	Performance tracking	What kind of main indicators do you use to track the performance of schools and the district as a whole?
	Performance review	How often do you have meetings to review the indicators?
People	Promoting high performers	How do you know who your best teachers are?
Teacher allocation	Teacher transfers	Does the DEO initiate teacher transfers? If so, for which reasons?
	Teacher deployment	Among the teachers that are newly deployed to your district, how do you decide which teacher to assign to which school?
Targets	Balance of targets	What goals do you have set for your district?
	Target stretch	How are your goals benchmarked?
Leadership	Leadership vision	What's the district's vision for the next 5 years?

TABLE 1: Interview questions

<sup>7</sup> There were originally 12 additional questions, but due to concerns about length and data quality, these were removed after the first interviews. They are not used in any analysis.

## Survey Implementation

The management survey was conducted via telephone in January and February 2018.<sup>8</sup> The sample for the interview included all DEBS in Zambia. As of January 2018, there were 109 DEBS.<sup>9</sup> In total, 102 interviews were conducted. The remaining seven DEBS could not be reached.<sup>10</sup> Additionally, a small number of DEBS refused to answer certain questions. Most interviews took between 60-90 minutes. In some cases, DEBS were eager to share additional information and interviews extended to 2 hours.

Interviewers proceeded in two steps. First, they contacted DEBS to schedule an appointment for the interview. Second, they conducted the interview at the scheduled time. Interviews were conducted by telephone, with two surveyors on each call. One was responsible for conducting the interview, while the other took notes and occasionally providing silent guidance on content that the interviewer missed. After each interview, the note taker would type up their notes in a standardized template. Finally, the survey supervisor would use the grid to score the interview answers.

## Results

### Management scores

To compute aggregate DEO management scores, scores are aggregated stepwise by first taking means across questions within categories, second taking means across categories within dimensions, and finally taking means across dimensions. Hence, the aggregate score is the average score across the five management dimensions included in the DWMS – operations, monitoring, people, targets and leadership. Teacher allocation management is considered separately below. Figure 2 shows the distribution of aggregate management scores across districts. Aggregate scores vary between 2.2 and 3.6, with the majority of DEOs scoring close to 3.

Across the five dimensions of management scores are positively correlated. That is, districts that obtain better scores in one management dimension also tend to perform better along the other dimensions. Figure 3 illustrates this at the example of operations and targets management scores. The coefficient of correlation between the scores in the two dimensions is 0.35. Table 3 provides the correlations between the other management dimensions.

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<sup>8</sup> For organizational reasons, two interviews were conducted in person instead of via telephone.

<sup>9</sup> This is less than the total number of districts, as throughout 2018 several new districts were created, and not all of them had DEBS at the time of the survey.

<sup>10</sup> Reasons for not reaching DEBS include refusals, health issues and switched off phones.

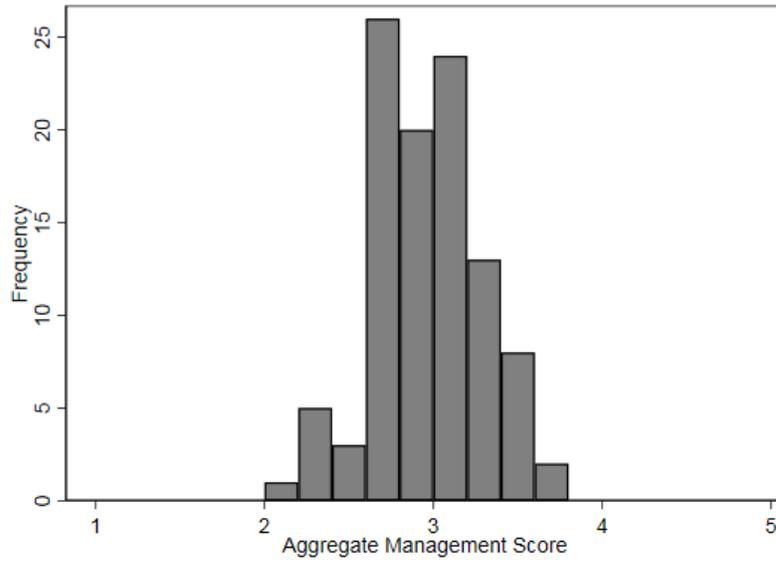


FIGURE 2: Distribution of aggregate management scores across districts

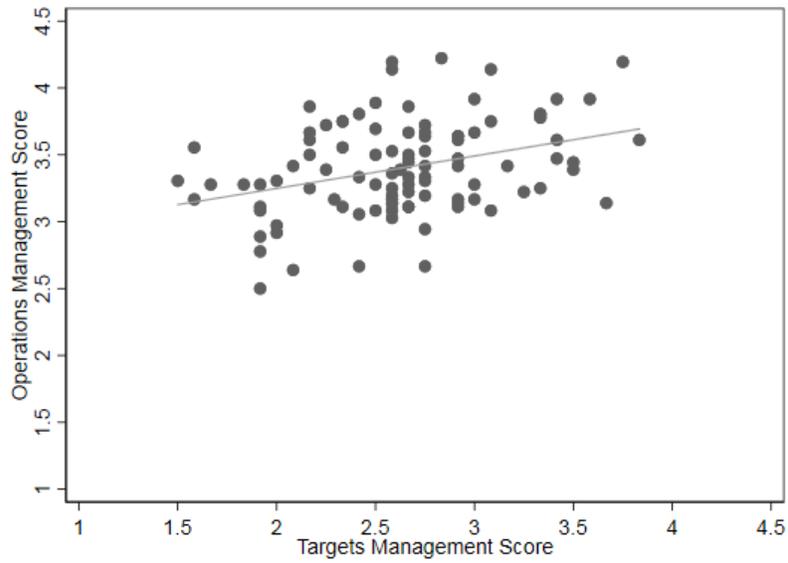


FIGURE 3: Operations and targets management scores across district education offices

	Operations	Monitoring	People	Targets	Leadership
Operations	1				
Monitoring	0.31	1			
People	0.26	0.21	1		
Targets	0.35	0.25	0.38	1	
Leadership	0.22	0.13	0.03	0.35	1

TABLE 2: Correlation coefficients between management scores in different dimensions

### Management scores and pupil performance

	Grade 9 National Exam Pass Rate			
	(1) Math	(2) Math	(3) English	(4) English
Aggregate Management Score	0.0447 (0.0424)	0.0471 (0.0425)	0.0690* (0.0406)	0.0627* (0.0344)
Pupil-Classroom Ratio		0.00171 (0.00136)		0.000429 (0.00110)
Average Class Size		-0.00493 (0.00306)		-0.00321 (0.00247)
Share of Rural Schools		-0.0646 (0.0698)		-0.327*** (0.0565)
R2	0.0479	0.0792	0.161	0.420
N	90	90	90	90
Mean Dep. Var.	0.510	0.510	0.461	0.461

All specifications control for district population and mean nighttime luminosity.

Standard errors in parentheses

\*  $p < 0.10$ , \*\*  $p < 0.05$ , \*\*\*  $p < 0.01$

TABLE 3: Pupil performance and aggregate DEO management scores<sup>11</sup>

Aggregate management scores are positively correlated with the pass rate at national grade 9 exams, as shown in Table 3. An increase in the aggregate management score by 1 point is associated with an increase in the pass rate by 5 percentage points in Mathematics (column 2) and 6 percentage points in English

<sup>11</sup> Data source for nighttime luminosity: VIIRS nighttime lights 2015 data from the Earth Observation Group, NOAA National Geophysical Data Center. Also note that the number of observations is lower than the total number of DEOS because control variables were not available for some of the recently established districts.

(column 4). While these magnitudes are substantial, corresponding to 9% and 14% percent increases over the mean respectively, the positive correlation is only statistically significant in the case of English.

	Grade 9 National Exam Pass Rate			
	(1) Math	(2) Math	(3) English	(4) English
Operations Score	0.00614 (0.0429)	0.0152 (0.0432)	0.0753* (0.0398)	0.105*** (0.0339)
Monitoring Score	0.0325 (0.0314)	0.0363 (0.0315)	-0.0255 (0.0292)	-0.00571 (0.0248)
People Score	0.00979 (0.0240)	0.00301 (0.0246)	0.0144 (0.0223)	-0.0126 (0.0193)
Targets Score	-0.0101 (0.0328)	-0.0122 (0.0328)	-0.00261 (0.0305)	0.00554 (0.0258)
Leadership Score	0.0177 (0.0224)	0.0213 (0.0229)	0.0207 (0.0208)	0.00657 (0.0180)
Pupil-Classroom Ratio		0.00196 (0.00141)		0.000412 (0.00111)
Average Class Size		-0.00579* (0.00320)		-0.00421* (0.00252)
Share of Rural Schools		-0.0905 (0.0787)		-0.340*** (0.0618)
R2	0.0620	0.107	0.204	0.458
N	85	85	85	85
Mean Dep. Var.	0.510	0.510	0.461	0.461

All specifications control for district population and mean nighttime luminosity.  
Standard errors in parentheses

\*  $p < 0.10$ , \*\*  $p < 0.05$ , \*\*\*  $p < 0.01$

TABLE 4: Pupil performance and DEO management scores by dimension<sup>12</sup>

Table 4 explores the differential importance of the five management dimensions assessed by the survey. The table reveals that the statistically significant correlation between the aggregate management score and the pass rate in the English exam is driven by the operations management score. None of the other scores is individually statistically significantly correlated with pass rates.

<sup>12</sup> Note that the number of observations is lower than the Table 3 because some DEBS refused to answer specific questions and therefore some dimension scores are not available for some districts.

## Teacher allocation management and inequalities in class size

There are large differences in average class size between public schools in Zambia, even when schools are in the same district.<sup>13</sup> However, how large these differences are varies between districts. In some, they are large, in others they are small. Figure 4 provides an example. It shows the distribution of average class size across public schools in Milenge District and Chingola District. Evidently, average class size varies significantly more between schools in the latter.

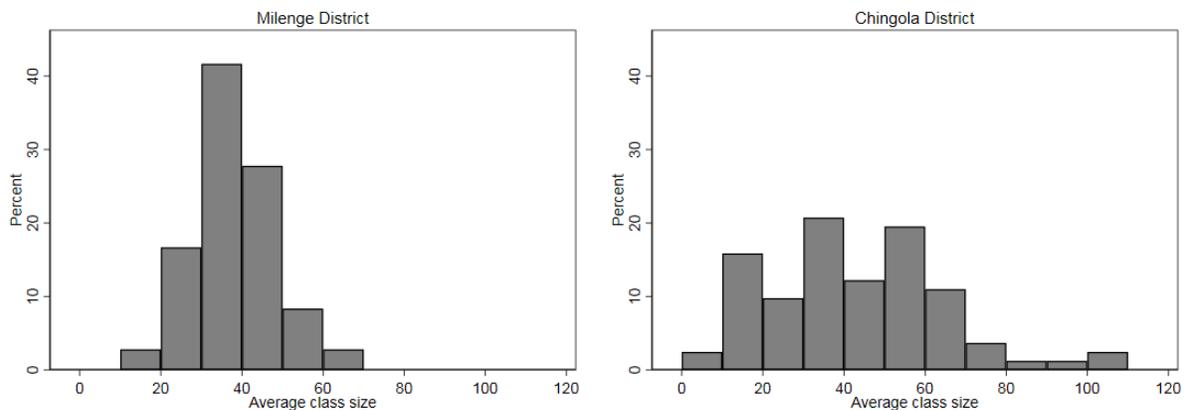


FIGURE 4: Distribution of average class size across public schools

A secondary objective of this study was to explore the extent to which differences in teacher allocation management at DEOs can explain differences in class size between schools. We find that inequality in average class size between schools within districts is negatively correlated with quality of teacher allocation management.<sup>14</sup> This suggests that better allocation management at the district level may help address staffing inequalities across schools. However, this positive association does not imply a causal link, and further research is necessary to assess whether improvements in teacher allocation management can indeed reduce staffing inequalities. Moreover, it is unclear how a more equal distribution of class sizes across schools would affect aggregate learning. If schools with large classes do not only lack teachers but also other learning inputs, and class size and these other inputs are complements, implementing a more equal distribution of class size through teacher reallocation could actually lead to a decrease in exam pass rates.

<sup>13</sup> The within-district standard deviation in average class size is 17.8 while the between-district standard deviation is only 5.2

<sup>14</sup> An increase in the teacher allocation management score by 1 is associated with a decrease in the coefficient of variation in average class size by 0.05 (significant at the 10% level), corresponding to an 11% decrease over a mean coefficient of variation of 0.43.

## Conclusion

Quality of management at District Education Offices in Zambia, as measured by a context-specific adaptation of the Development World Management Survey, is positively correlated with pupil performance across districts. This suggests that not only management quality at the school level, but also management quality at the superseding administrative level is an important input into education systems. However, this positive association does not provide evidence of a causal relationship – both differences in management quality and pupil performance between districts may be driven other factors. For example, districts with poor infrastructure may be staffed with both less qualified administrators and less qualified teachers where the former are responsible for lower management quality and the latter are responsible for lower pupil performance, without any causal link between management at the DEO and pupil performance. Hence, this study calls for further research on the effect of management in the public administration of education on pupil learning.

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## Appendix

### A.1 Student performance measures

Across districts, student performance in national exams in Mathematics and English is strongly positively correlated between grades 7 and 9. Figure A.1.1 shows the relationship between the share of students obtaining grades One, Two or Three in each grade for each of the subjects.<sup>15</sup> In both cases, the correlation coefficient is 0.5.

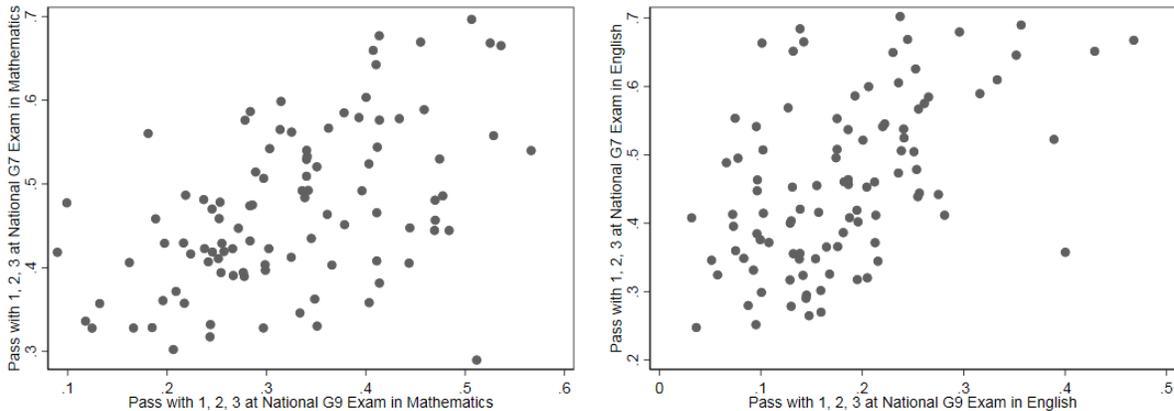


FIGURE A.1.1: Student performance in national grade 9 and national grade 7 exams (2017)

### A.2 Management Scores

As scoring interview answers according to the grid is a subjective assessment, a subset of the questions – all questions from five of the categories – were scored a second time (this time by one of the surveyors) and consistency between assigned scores was checked. Table 2 summarizes the correlations and differences between the scores assigned in the first and second round by category. Overall, scores are fairly close. There is a substantial positive correlation between the assigned scores in all categories, and on average, scores assigned the surveyors only differ from those assigned by the supervisor by 0.33 to 0.43 points, depending on the category.

Category	Correlation coefficient	Mean difference
Standardization of instructional processes	0.45	0.36
Adopting best practices	0.51	0.41
Continuous improvement	0.54	0.33
Promoting high performers	0.50	0.43
Balance of targets	0.73	0.33
Leadership vision	0.72	0.34

TABLE A.2.1: Correlations and differences between scores assigned by different surveyors

<sup>15</sup> Figure A.1.1 compares these shares instead of pass rates because there is no failing grade in the national grade 7 exam.

OPERATIONS			Standardization of Instructional Processes								
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
1.1	Well defined and standardized instructional processes	a) How do you ensure that students of a given grade in different schools are learning the same topics in the same way within a similar timeframe?	Schools do not follow a curriculum, and do not prepare teaching plans.	Schools follow a standardized curriculum based on state and national mandates (without flexibility or initiative to take into account local contexts and adapt the curriculum to their needs), and use only textbooks provided by the government. Schools do not prepare teaching plans for the different grades.	Schools follow a standardized curriculum based on state and national mandates (without flexibility or initiative to take into account local contexts and adapt the curriculum to their needs), and use textbooks provided by the government. Teaching plans for the different grades are developed at some schools, but not at others. Plans are not compared and synchronized across schools.	Schools follow a standardized curriculum based on state and national mandates (without flexibility or initiative to take into account local contexts and adapt the curriculum to their needs), and use textbooks provided by the government and may use other materials. Teaching plans for the different grades are developed at some schools, but not at others. Head teachers and DEO officers sometimes have informal conversations about these plans.	Schools follow a standardized curriculum based on state and national mandates (without flexibility or initiative to take into account local contexts and adapt the curriculum to their needs), and use textbooks provided by the government and other useful resources. Head teachers and DEO officers coordinate and develop teaching plans together based on a range of resources available at the schools (not only textbooks) to ensure that there is consistency/standardization across schools and years.	Schools follow a standardized curriculum based on state and national mandates (with some flexibility or initiative to take into account local contexts but not to adapt the curriculum to their needs), and use textbooks provided by the government and other useful resources. Head teachers and DEO officers coordinate and develop teaching plans together based on a range of resources available at the schools (not only textbooks) to ensure that there is consistency/standardization across schools and years.	Schools follow a standardized curriculum based on state and national mandates (with some flexibility or initiative to take into account local contexts and adapt the curriculum to their needs), and use textbooks provided by the government and other useful resources. Head teachers and DEO officers coordinate and develop teaching plans together based on a range of resources available at the schools (not only textbooks) to ensure that there is consistency/standardization across schools and years.	Higher than 4, not quite 5.	Schools follow a standardized curriculum, which may be based on state and national mandates but take into account local contexts and adapt the curriculum to their needs. The schools use textbooks provided by the government and other useful resources. The DEO engages with NGOs to obtain additional resources. Head teachers and DEO officers coordinate and develop teaching plans together based on a range of resources available at the schools (not only textbooks) to ensure that there is consistency/standardization across schools and years. Schools make teaching plans publicly available, so other stakeholders (e.g. parents) can actively participate in the discussion of teaching plans.
1.2	Material provision	b) How do you ensure that the required learning and teaching materials are available at all schools?	Schools have to make sure they have the materials they need.	Materials obtained from the Ministry (PEO or HQ) are distributed to schools, but there is no systematic way of doing so. Schools are responsible for making sure they have everything they need.	Materials obtained from the Ministry (PEO or HQ) are systematically distributed to schools. Schools are responsible for making sure they have everything else they need.	Materials obtained from the Ministry (PEO or HQ) are systematically distributed to schools and DEBS keeps track of these. Schools are responsible for making sure they have everything else they need, but DEBS attempts to support schools with serious lack of materials.	Materials obtained from the Ministry (PEO or HQ) are systematically distributed to schools and DEBS keeps track of these. Schools are responsible for making sure they have everything else they need, but DEBS attempts to support schools with serious lack of materials. DEBS checks supply of materials at schools during inspections.	Materials obtained from the Ministry (PEO or HQ) are systematically distributed to schools and DEBS keeps track of these. DEBS attempts to support schools with lack of materials and checks supply of materials at schools during inspections. Moreover, the DEO encourages creative use of available materials for learning purpose (teachers make some materials themselves).	Materials obtained from the Ministry (PEO or HQ) are systematically distributed to schools and DEBS keeps track of these. DEBS attempts to support schools with lack of materials and checks supply of materials at schools during REGULAR inspections. Moreover, the DEO encourages creative use of available materials for learning purpose (teachers make some materials themselves). DEO organizes meetings in which creative ideas and approaches are shared.	Higher than 4, not quite 5.	DEO keeps track of the materials disbursed to schools and checks condition of materials in regular school inspections. Materials obtained from the Ministry (PEO or HQ) are handed to the schools in most need. Schools with a bad record of material use (not using provided materials or not taking good care of them) may be given less new materials. Where Ministry provided materials are insufficient the DEO lobbies for additional resources with higher levels of government and also collaborates with NGOs. Moreover, the DEO encourages creative use of available materials for learning purpose (teachers make some materials themselves). DEO organizes meetings in which creative ideas and approaches are shared.
1.3	Implementation and monitoring	c) How do you keep track of what head teachers and teachers are doing in different schools?	There is no implementation/monitoring of standard processes because the schools in the district do not follow a curriculum and do not use textbooks or other materials in the classroom.	District officers sporadically conduct school visits and verify lesson plans when the DEO believes the school is performing badly. DEBS does not keep track of visits.	District officers randomly conduct school visits and verify lesson plans when they feel like it (it may be due to a problem or not). DEBS says it can be done regularly but only does it every other year per school and does not keep track.	District officers randomly conduct school visits and verify lesson plans when they feel appropriate. DEBS says it can be done regularly for all schools but it is only done regularly for some schools and not others. DEBS keeps track of visits.	District officers conduct scheduled school visits for classroom observations and take time of their day to verify lesson plans to ensure quality across classrooms at least once a year for every school and keep track of their observations. In certain occasions, heads of departments and other school leaders are involved in checking the implementation and monitoring of instructional planning processes.	District officers conduct scheduled school visits (though without telling teachers about it so it is unexpected) for classroom observations and take time of their day to verify lesson plans to ensure quality across classrooms at least once a year for every school and keep track of their observations. In certain occasions, heads of departments and other school leaders are involved in checking the implementation and monitoring of instructional planning processes.	District officers conduct scheduled school visits (though without telling teachers about it so it is unexpected) for classroom observations and take time of their day to verify lesson plans to ensure quality across classrooms at least twice a year for every school and keep track of their observations. In certain occasions, heads of departments and other school leaders are involved in checking the implementation and monitoring of instructional planning processes.	Higher than 4, not quite 5.	District officers actively conduct scheduled visits (though without telling teachers about it so it is unexpected) for classroom observations and take time of their day to verify lesson plans to ensure quality across classrooms at least twice a year per school and keep track of their observations. Heads of departments and other school leaders are involved in checking the implementation and monitoring of instructional planning processes in a consistent and comprehensive manner.

OPERATIONS		Adopting Best Practices in School Management									
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
2.1	Learning about best practices in school management	a) How do you learn about ways to manage a school/successful school management practices? b) How do your head teachers learn about successful school management practices?	The DEO does not encourage head teachers to learn new management techniques. Same practices have been used for a long time. The DEBS believes the practices they use are good enough and no change is needed.	The DEBS somewhat acknowledges they could use some new management practices but does not encourage head teachers to learn new techniques.	The DEBS acknowledges that new management practices are necessary and somewhat encourages head teachers to learn new techniques but in an unstructured way (i.e., DEBS/DEO officer has informal conversations with head teachers once in a while and asks them to come up with new ways to manage their school, in practice this rarely happens).	The DEBS fully understands that new management practices are necessary and encourages head teachers to learn new techniques. Meetings are organized in order to inform head teachers about new promising practices.	The DEBS fully understands that new management practices are necessary and actively encourages head teachers to learn new techniques through some formal training. In practice, however, not all head teachers take part.	The DEBS fully understands that new management practices are necessary and actively encourages head teachers to learn new techniques through some formal training. The DEBS ensures every head teacher gets this experience at least once per year.	The DEBS fully understands that new management practices are necessary and actively encourages head teachers to learn new techniques through some formal training. Head teachers are sent to conferences/external training, but this doesn't happen very often.	Higher than 4, not quite 5.	DEO systematically provides staff with opportunities to collaborate and share best practice techniques and learnings. Head teachers are often sent to conferences and have additional professional development opportunities to learn about best practices used in other schools.
2.2	Sharing of best practices across schools	c) How do you encourage head teachers to incorporate such school management practices into their school? d) How often are practices shared between schools and the DEO?	No sharing of learnings happens.	Head teachers sometimes collaborate to share learnings or "best practice" techniques at random encounters, but this is ad-hoc and inconsistent.	Once a year in an annual meeting head teachers are asked to talk about the methods they use, but this is not in the spirit of spreading practices (ie. head teachers all think their method is good enough and nobody pushes them to learn/adopt new techniques)	Head teachers often collaborate to share learnings or "best practice" techniques in their regular meetings, but the DEBS does not initiate these discussions	The DEBS reviews the new best practices being adopted in the schools during bi-annual meetings with head teachers, but does this in an unstructured way (ie. It is "formal" in that it is part of the meeting, but the DEBS does little more than just talk about the practices)	The DEBS reviews the new best practices being adopted in the schools during bi-annual meetings with head teachers in a structured way, but does not have a clear follow up plan of adoption.	The DEBS reviews the new best practices being adopted in the schools during bi-annual meetings with head teachers in a structured way and specifically arranges for sharing best practices across schools.	Higher than 4, not quite 5.	The DEBS reviews the new best practices being adopted in the schools in a structured way during regular meetings specifically arranged for sharing best practices across schools.
2.3	Monitoring of adoption of techniques	e) How do you make sure head teachers are using the new techniques you are trying to introduce?	Since there are no learning of new techniques, there is also no monitoring of these non-existent new techniques	The DEBS has some informal chats with head teachers about how the practices are going during random encounters, but does not ask specifically or record this progress in written form.	The DEBS checks once per academic year during an annual meeting on any new techniques that were used, but does not do much with this information.	The DEBS has no systematic way of monitoring the adoption of these practices within the schools, though he/she does this at least bi-annually in an ad-hoc manner. The DEBS does not record in any way the progress on the adoption of these techniques.	The DEBS has no systematic way of monitoring the adoption of these practices within the schools, though he/she does this at least bi-annually in an ad-hoc manner. The DEBS takes some notes regarding the new practices to maybe bring up in an annual meeting.	The DEBS has a systematic way of monitoring the adoption of these practices within the schools. He/she does this at least bi-annually. The DEBS sometimes takes some notes regarding the new practices but does not always bring them up in annual meetings.	The DEBS has a systematic way of monitoring the adoption of these practices within the schools. He/she does this at least bi-annually. The DEBS takes notes regarding the new practices to bring up in an annual meeting.	Higher than 4, not quite 5.	The DEBS has a systematic way of monitoring the adoption of these practices within the schools. The DEBS ensures that these techniques have been incorporated by regular visits to schools with systematic checks.

OPERATIONS			Continuous Improvement								
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
3.1	Finding and documenting problems	<p>a) When you have a problem in a given school, how do you come to know about them?</p> <p>b) What are the steps you go through to fix them?</p> <p>c) Can you give me an example of a recent problem you have faced?</p>	Problems are never exposed. The DEBS is not aware of any problems (or they say they haven't had problems for years - means they just didn't know!).	The DEBS rarely finds out about issues in the schools. He/She thinks all is well most of the time, when in reality it is not.	The DEBS is often informed about problems when they are happening, but never documents the issues after the fact.	The DEBS is often (but not always) informed about problems when they are happening, and sometimes documents the issues after the fact. The DEBS does not look back at these notes to try and prevent further issues.	The DEBS is always informed about problems when they are happening, and always documents the issues after the fact. The DEBS does not look back at these notes to try and prevent further issues.	The DEBS is always informed about problems when they are happening, and always documents the issues after the fact. The DEBS will sometimes look back at these notes to try and prevent further issues.	The DEBS is always informed about problems when they are happening, and always documents the issues after the fact. The DEBS will often look back at these notes to try and prevent further issues.	Higher than 4, not quite 5.	Exposing and solving problems (for individual schools, students, teachers, and staff) in a structured way is integral to individual's responsibilities. There is a reporting system which all head teachers and staff have access to and follow up on a daily basis.
3.2	Who resolves problems	d) Who is involved in resolving these issues, that is, in deciding what course of action will be taken to resolve the issue?	Nobody gets involved as there are no issues to be solved.	There is no set person/staff group who follows up with problems. This is done by whoever wants to see the issue resolved, very ad-hoc.	There is only one staff group involved in solving the issue, usually just the DEBS or the TSC. They might ask a third party to perform a task so the problem can be fixed, but ultimately, they decides how the problem will be solved.	Only one staff group (e.g. TSC) gets involved in solving the issue, but he/she does ask for informal feedback from other staff groups (such as head teachers)	Most of the appropriate staff groups are involved in solving the issues (ie. The DEBS, the concerned DEO officers, the TSC, the concerned head teachers, the concerned teachers), but only the DEBS has formal responsibility.	Most of the appropriate staff groups are <i>formally</i> involved in solving the issues (ie. The DEBS, the concerned DEO officers, the TSC, the concerned head teachers, the concerned teachers).	Most of the appropriate staff groups are formally involved in solving the issues. In certain occasions, parents and students are also involved.	Higher than 4, not quite 5.	All of the appropriate staff groups are involved in solving the issues. There is also an advisory committee composed of different representatives (head teachers/teachers/staff/students) to address problems within the district.

MONITORING		Performance Tracking									
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
4.1	Types of indicators	a) What kind of main indicators do you use to track the performance of schools and the district as a whole? b) What documents are you using to inform this tracking?	Only student marks are tracked.	One main indicator in addition to student marks is tracked, but it does not show how well the district is doing overall.	Two main indicators in addition to student marks are tracked, but it does not show how well the district is doing overall.	Three main indicators in addition to student marks are tracked, but it does not show how well the district is doing overall.	A set of at least four indicators are tracked, and they should be a range of types of indicators to show how the district is doing overall (ie. grades, behaviour, teachers, enrolment/dropout rates and budgets).	A set of at least four indicators are tracked, and there is at least one indicator tracking how students are doing and at least one indicator tracking how teachers are doing.	A set of at least 5 or more indicators are tracked, and they should be a range of types of indicators to show how the district is doing overall (ie. grades, behaviour, teachers, enrolment/dropout rates and budgets). The parameters cover students and staff.	Higher than 4, not quite 5.	Performance is continuously tracked and communicated, both formally and informally, to all staff using a range of visual management tools. A handful of key indicators can be recited from the top of the head of the DEO.
4.2	Tracking frequency	c) How often are these measured?	Only student marks are tracked once per year	Most indicators are tracked once per year	Most indicators are tracked twice a year	Most indicators are tracked three times per year	Most indicators are tracked more than three times per year.	Most indicators are tracked every two months.	Most indicators are tracked monthly.	Higher than 4, not quite 5.	All indicators are tracked continuously throughout the year.
4.3	Communicated to whom and how	d) How and with whom is this data shared?	Officially, only the DEBS sees the grades from all schools in the district, and does not communicate to the head teachers if their schools are doing well or not. (ie. head teachers may see grades from their school, but don't get to see a holistic view of the school is doing relative to other schools)	Officially, only the DEBS sees the grades from all schools in the district, and only communicates to the head teachers if their schools are doing well or not. (ie. head teachers may see grades from their school, but don't get to see a holistic view of the school is doing relative to other schools)	The DEBS knows how well schools are doing compared to one another and informally communicates this to head teachers in an ad-hoc manner. Parents know of their own children and their school, but not about other schools.	The DEBS knows how well schools are doing compared to one another and informally communicates this to head teachers during regular meetings. Parents know of their own children and their school, but not about other schools.	The DEBS knows how well schools are doing and communicates this formally and informally to head teachers during meetings and regular reports. Parents know of their own children and their school, but not about other schools as results are not published.	The DEBS knows how well schools are doing and communicates this formally and informally to head teachers during meetings and regular reports. Parents know of their own children and their school through regular reports and are aware of the results at other schools through informal conversations with the head teacher.	The DEBS knows how well schools are doing and communicates this formally and informally to head teachers during meetings and regular reports. Teachers are informed by their head teachers or given access to the report. Parents know of their own children and their school through regular reports and are aware of the results at other schools through informal conversations with the head teacher and teachers.	Higher than 4, not quite 5.	A range of visual methods is used to communicate with those involved in the school matters. Information about how well the schools are doing is displayed publicly for head teachers, teachers, students, and parents. The DEBS also communicates this to head teachers informally as well as formally during meetings and regular reports.

MONITORING			Performance Review								
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
5.1	Frequent discussions	a) How often do you have meetings to review the indicators?	DEO reviews only student marks once a year	DEO reviews their set of indicators once per year	DEO reviews their set of indicators twice a year	DEO reviews their set of indicators three times per year	DEO reviews their set of indicators more than three times per year.	DEO reviews their set of indicators every two months.	DEO reviews their set of indicators every month.	Higher than 4, not quite 5.	DEO reviews their set of indicators continuously/frequently.
5.2	Who is involved and how results are communicated	b) Who is involved in these meetings? c) Who gets to see the results of these meetings? Are details of the meeting shared with other staff?	There is no meeting, only the DEBS reviews the indicators on his own. The only communication is of the end of year results, nothing else.	Only the DEBS and some DEO officers are involved in reviewing the indicators, no results of the meeting are recorded.	Only the DEBS and some DEO officers are involved in review meetings. Nobody takes meaningful notes of the results to communicate to others, or notes are taken but not shared.	Apart from the DEBS and DEO, headteachers are also involved in review meetings. Nobody takes meaningful notes of the results to communicate to others, or notes are taken but not shared.	Apart from the DEBS and DEO, headteachers are also involved in review meetings. Reports noting the results of the reviews following the meetings are written and shared with teachers and school staff.	Apart from the DEBS and DEO, headteachers are also involved in review meetings. District progress reports are published noting the results of the reviews following the meetings and are widely available.	Apart from the DEBS and DEO, headteachers are also involved in review meetings. District progress reports are published noting the results of the reviews following the meetings and are widely available. Parents and other stakeholders are encouraged to provide feedback.	Higher than 4, not quite 5.	All those involved in the school matters such as DEBS, DEO officers, head teachers, teachers, parents and other community members are involved in formal review meetings regarding district performance. Results of formal meetings are communicated to all in a regular newsletter.
5.3	Action plan following the meeting	d) After reviewing these indicators, what is the plan of action you leave these meetings with? e) Who is responsible for carrying out the action plan? f) How are people aware of their responsibilities and actions that must be taken?	There is no follow up plan. DEBS does not think any action needs to be taken as any review meetings just serve the purpose of informing the staff about how the district performance compares to its main indicators	There is a general sense of what needs to be done, but nobody is clear on who should take charge of what.	The DEBS notes there are some follow up steps to be followed, but nobody is clear on who should take charge of what.	The DEBS notes there are some follow up steps to be followed, but only informally suggests who could take care of what.	The DEBS notes there are some follow up steps to be followed and formally assigns responsibility	The DEBS notes there are some follow up steps to be followed and formally assigns responsibility. The DEBS sometimes follows up before the next meeting, but it is ad-hoc.	There is a clear follow up plan with assigned tasks, timeframe and responsibilities. The DEBS follows up and keeps informed those involved in the follow up plan during review meetings.	Higher than 4, not quite 5.	There is a clear follow up plan with assigned tasks, timeframe and responsibilities. The results of follow up plans are reported in a systematic way before the next review meeting.

PEOPLE		Promoting High Performers									
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
7.1	Identification of good performers	<p>a) How do you know who your best (head) teachers are? How do you know who your best teachers are?</p> <p>b) What criteria do you use and how often do you identify these?</p>	There is no formal or informal identification of good performers (ie. The DEBS cannot tell you which (head) teachers are good and which ones are not: "everyone is a great performer!")	Good (head) teachers are identified only on the observed academic results of students (ie. The DEBS can tell who the best (head) teachers are by looking at the best class scores, but nothing else), or the DEBS sees it as common knowledge who is good and not, but there is no formal method for identification.	Good (head) teachers are identified on a range of observed student results, but nothing formal (ie. The DEBS can tell who the best (head) teachers are by looking at the best class scores, behaviour, and absenteeism rates, but it's all from memory or ad-hoc checking of records)	There is a formal set of criteria by which good (head) teachers are identified (such as student academic results, student behaviour, teacher absenteeism etc.) BUT it is NOT done regularly and it follows a small/narrow range of criteria (ie. If the good teacher is identified only on academic achievement and behaviour, or only on their absenteeism)	There is a formal set of criteria by which good (head) teachers are identified (such as student academic results, student behaviour, teacher absenteeism etc.) and it is done regularly but with a small/narrow range of criteria (ie. If the good teacher is identified only on academic achievement and behaviour, or only on their absenteeism)	There is a formal set of criteria by which good (head) teachers are identified (such as student academic results, student behaviour, teacher absenteeism etc.). It is done regularly and with at least 2 criteria.	There is a formal set of criteria by which good (head) teachers are identified (such as student academic results, student behaviour, teacher absenteeism etc.). It is done regularly and with at least 3 criteria.	Higher than 4, not quite 5.	There is a formal set of criteria by which good (head) teachers are identified (such as student academic results, student behaviour, teacher absenteeism etc.) and it is done regularly and with a broad range of criteria.
7.2	Reasons for promotion	<p>c) How do you make decisions about promotion/progression of (head) teachers and additional opportunities in the district?</p> <p>d) If you have two (head) teachers, one has been at a school for two years and the other one for five years, and the teacher who is there for two years is better, who would be promoted faster?</p> <p>e) If there were two (head) teachers, one with a B.Ed. degree and one without, and the one without the degree performed better, who would be promoted faster?</p>	There is no promotion of the (head) teachers, or promotion is based only on years of service (ie. experience)	(Head) Teachers are promoted primarily based on years of service (experience), but some consideration for performance or qualifications is used if teachers have similar years of service.	(Head) Teachers are promoted with some consideration for years of service (experience) and also performance or qualifications	(Head) Teachers are promoted with consideration for their qualifications and some performance, but no consideration is given to years of service (experience)	(Head) Teachers are promoted based on how good their performance is, with no importance given to years of service (experience), and less importance attached to qualifications beyond the minimum required.	(Head) Teachers are promoted based on how good their performance is, with no importance given to years of service (experience) or qualifications. If extra formal qualifications is needed for a stellar teacher, the district helps arranging opportunities to obtain the extra qualification.	(Head) Teachers are promoted based on how good their performance is, with no importance given to years of service (experience) or qualifications. Promotion decisions are also guided by the overall staffing situation in the district (lack of staff in certain positions).	Higher than 4, not quite 5.	(Head) Teachers are promoted purely based on how good their performance is. Long-run district workforce development is also a key consideration.

PEOPLE		Teacher Transfers									
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
9.1	Information on teacher distribution	a) How do you keep track of which teacher is working at which school? b) How often is this data updated?	DEO does not have their own system to keep track. DEO can look at payroll system (even though that is not correct) or call head teachers to know who is where.	DEO has teacher files (paper) in which it is indicated where each teacher is working.	DEO has digital database that records where each teacher is working. It is updated irregularly.	DEO has digital database that records where each teacher is working. It is updated annually.	DEO has a digital database that records where each teacher is working. The database is updated at least bi-annually. Sometimes the database is verified in school inspections.	DEO has a digital database that records where each teacher is working. The database is updated whenever a teacher moves across schools or enters or exits the district. Sometimes the database is verified in school inspections.	DEO has a digital database that records where each teacher is working. The database is updated whenever a teacher moves across schools or enters or exits the district. In regular school inspections, the database is verified.	Higher than 4, not quite 5.	DEO has a digital database that records where each teacher is working. The database is updated whenever a teacher moves across schools or enters or exits the district. In regular school inspections, the database is verified. In addition, school inspection results are systematically recorded.
9.2	Rationalization Measures	d) Does the DEO initiate teacher transfers? If so, for which reasons?	The DEO does not initiate teacher transfers.	The DEO sometimes initiates transfers in an ad-hoc manner for reasons such as promotions or for disciplinary reasons.	The DEO systematically initiates transfers due to promotions or for disciplinary reasons.	The DEO systematically initiates transfers due to promotions or for disciplinary reasons. The DEO also sometimes transfers teachers to schools if they hear that they have a staffing shortage.	The DEO systematically initiates transfers due to promotions or for disciplinary reasons. In addition, the DEO <i>sometimes</i> assesses the distribution of teachers across schools (relative to students) and initiates transfers to balance the number of teachers per pupil across schools.	The DEO systematically initiates transfers due to promotions or for disciplinary reasons. In addition, the DEO <i>annually</i> assesses the distribution of teachers across schools (relative to students) and initiates transfers to balance the number of teachers per pupil across schools.	The DEO systematically initiates transfers due to promotions or for disciplinary reasons. In addition, the DEO annually assesses the distribution of teachers across schools (relative to students) and initiates transfers to balance the number of teachers per pupil across schools. Where possible, the DEO attempts to limit the downsides and exploit the upsides of transfers e.g taking the demand for specific subject teachers in different schools into account, aiming to make sure that especially schools with poor performance have good teachers, and trying to limit the burden caused to teachers through transfers by limiting the frequency and distance of transfers for each teacher.	Higher than 4, not quite 5.	The DEO initiates transfers due to promotions or for disciplinary reasons. In addition, the DEO annually assesses the distribution of teachers across schools (relative to students) and initiates transfers to balance the number of teachers per pupil across schools. Transfers are designed to maximize returns and minimize costs to students and teachers, e.g. by taking the demand for specific subject teachers in different schools into account, aiming to make sure that especially schools with poor performance have good teachers, and trying to limit the burden caused to teachers through transfers by limiting the frequency and distance of transfers for each teacher.
9.3	Systematic transfer policies		There are no criteria. Decisions are ad-hoc.	Legal criteria (health, marriage) are vaguely applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school) are also considered, though in an ad hoc way and the DEBS doesn't have any system for verifying legal criteria and reasons for transfers.	Legal criteria (health, marriage) are applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school ) are also considered. DEBS shows some consideration for confirming that reasons are valid and criteria are actually met, but there is no systematic approach to this.	Legal criteria (health, marriage) are strictly applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school) are also considered. The DEBS sometimes utilizes a specific approach to confirm that these reasons are valid and criteria are actually met such as confirming with school/community leaders or demanding a doctor's note.	Legal criteria (health, marriage) are strictly applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school) are also considered. The DEBS <i>sometimes</i> utilizes a specific approach to confirm that these reasons are valid. Otherwise, transfers are granted if they are conducive to balancing the distribution of teachers across schools.	Legal criteria (health, marriage) are strictly applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school) are also considered. The DEBS <i>always</i> utilizes a specific approach to confirm that these reasons are valid. Otherwise, transfers are granted if they are conducive to balancing the distribution of teachers across schools.	Legal criteria (health, marriage) are strictly applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school) are also considered. The DEBS <i>always</i> utilizes a specific approach to confirm that these reasons are valid. Otherwise, transfers are granted if they are conducive to balancing the distribution of teachers across schools. The DEBS tries to take teacher preferences into account (subject to school needs constraints) by taking action such as recording teachers transfer wishes and identifying mutually beneficial switches when they arise.	Higher than 4, not quite 5.	Legal criteria (health, marriage) are strictly applied. Other good reasons for transfers provided by teachers (e.g. lack of housing at current school) are also considered. The DEBS always utilizes <i>multiple</i> specific approaches to confirm that these reasons are valid. Otherwise, transfers are granted if they are conducive to balancing the distribution of teachers across schools. The DEBS tries to take teacher preferences into account (subject to school needs constraints) by taking action such as recording teachers transfer wishes and identifying mutually beneficial switches when they arise. Attempts to affect transfer decisions from politically influential people are neglected whenever possible.

PEOPLE		Teacher Recruitment and Deployment									
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
10.1	Determination of need for teachers	<p>a) How is need for teachers at each school determined?</p> <p>b) How do you make sure the teachers needed for each school are obtained?</p>	DEBS doesn't use data or consult head teachers/DEO officers to determine staffing needs.	One piece of information on current school-level staffing (e.g. school establishments or requests from head teachers) is used to determine staffing needs. However, it is unclear to what extent this information reflects actual needs. Moreover, it is neither used in a systematic way nor verified in any way.	DEBS maintains a database of school-level staffing and enrollment OR has regular discussions with other officers (who carry out school inspections) to discuss staffing needs. This gives the DEBS some sense of the needs of each school in their district. However, there is little attempt to leverage this information to achieve reasonable staffing levels across schools.	DEBS maintains a database of school-level staffing and enrollment AND has regular discussions with other officers to discuss staffing needs. This gives the DEBS a general sense of the needs of each school in their district. However, there is little attempt to leverage this information to achieve reasonable staffing levels across schools.	DEBS maintains a database of school-level staffing and enrollment AND has regular discussions with other officers to discuss staffing needs. He/She uses this information to identify specific schools that don't have enough teachers. Given the identified needs, the DEBS tries maintain reasonable staffing levels across schools, but there is no systematic approach to this.	DEBS maintains a database of school-level staffing and enrollment AND has regular discussions with other officers to discuss staffing needs. He/She uses this information to identify specific schools that don't have enough teachers. Given the identified needs, the DEBS tries maintain reasonable staffing levels across schools through a specific channel such as transferring teachers to schools in need, petitioning for more teachers, or helping schools in local hiring efforts.	DEBS maintains a database of school-level staffing and enrollment AND has regular discussions with other officers to discuss staffing needs. He/She uses this information to identify school- and subject-specific teacher needs. Given the identified needs, the DEBS tries maintain reasonable staffing levels across schools through a specific channel such as transferring teachers to schools in need, petitioning for more teachers, or helping schools in local hiring efforts.	Higher than 4, not quite 5.	DEBS maintains a database of school-level staffing and enrollment AND has regular discussions with other officers to discuss staffing needs. He/She uses this information to identify school- and subject-specific teacher needs. Given the identified needs, the DEBS tries maintain reasonable staffing levels across schools through <i>multiple complementary</i> channels such as transferring teachers to schools in need, petitioning for more teachers, or helping schools in local hiring efforts. The efforts to achieve reasonable and balanced staffing across schools are not only concentrated at the time of annual government teacher recruitment, but persist throughout the year.
10.2	Systematic allocation	<p>c) Among the teachers that are newly deployed to your district, how do you decide which teacher to assign to which school?</p> <p>d) Say you have two primary school teacher vacancies, one at a school in the district capital, and one at a school with relatively poor access. Which types of teachers (e.g. gender, experience) would you rather deploy to the former, which types of teachers to the latter?</p>	Follow government directive (paypoint) irrespective of actual need	DEBS gives some consideration to school needs, but generally follows government directive (paypoint). Unclear how need is assessed.	Need for teachers is first determinant above government directive, but is unclear how need is assessed.	Need for teachers is first determinant, and DEBS uses data on staffing and enrolment to define these needs OR receives input from DEO officers or head teachers on school needs.	Need for teachers is first determinant, and DEBS uses data on staffing and enrolment to define these needs OR receives input from DEO officers or head teachers on school needs. DEBS shows some understanding for which teachers are likely to fit in best in which settings and takes that into account.	Need for teachers is first determinant, and DEBS uses data on staffing and enrolment to define these needs AND receives input from DEO officers or head teachers on school needs. DEBS shows some understanding for which teachers are likely to fit in best in which settings and takes that into account.	Need for teachers is first determinant, and DEBS uses data on staffing and enrolment to define these needs AND receives input from DEO officers or head teachers on school needs. DEBS shows an in-depth understanding for which teachers are likely to fit in best in which settings and takes that into account.	Higher than 4, not quite 5.	Need for teachers is first determinant, and DEBS uses data on staffing and enrolment to define these needs AND receives input from DEO officers or head teachers on school needs. DEBS shows an in-depth understanding for which teachers are likely to fit in best in which settings and takes that into account. Allocation decisions are made jointly with DEO officers/head teachers and other stakeholders are also involved.

TARGETS		Balance of Targets / Goal Metrics									
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
11.1	Clarity and balance of targets/goal metrics	a) What goals do you have set for your district?	There are no goal metrics, so no definition either. DEBS struggles to answer this question.	There is a general sense that they would like to improve one main student outcome measure (ie. "increase enrolment", "increase grades"), but no absolute numbers or percentages regarding how much.	There is a general sense that they would like to improve two or more main student outcome measures (ie. "increase enrolment", "increase grades"), but no absolute numbers or percentages regarding how much.	The student outcome goals are absolute and tangible, such as "increase enrolment to 90% of the district" or "decrease dropout rates by 5%".	The student outcome goals as well as other types of goals such as teacher outcomes are absolute and tangible. (ie. increase enrolment to 90% of the district or decrease dropout rates by 5%, increasing graduation rates by x%, offering two teacher development courses per year)	The student outcome goals as well as other types of goals such as teacher outcomes are absolute and tangible. One goal is also defined in value-added terms, but it is not clearly defined.	The student outcome goals as well as other types of goals such as teacher outcomes are absolute and tangible. At least one goal is also defined in value-added terms and it is clearly defined.	Higher than 4, not quite 5.	The student outcome goals as well as other types of goals such as teacher outcomes are both in terms of absolute/tangible and value-added measures.
11.2	Level at which targets are set	b) Can you tell me about any specific goals for schools, teachers, and staff?	The only district goal metric is year-end student marks.	There is a small range of goals for the district including year-end student marks, but they are not very clear.	There is a small range of goals that are defined for the district as a whole but not for levels within the districts (including schools, head teachers, teachers, DEO staff).	There is a small range of goals that are defined for the district as a whole and for individual schools and the DEO (including head teachers and teachers, and DEO officers).	There is a small range of goals that are defined for the district as a whole, for individual schools and for individuals within the schools and the DEO (including head teachers and teachers, and DEO officers).	A range of goals are defined for the district the schools, and for some head teachers and DEO officers.	A range of goals are defined for the districts, the schools, and for individuals within the schools and the DEO (including head and teachers, and DEO officers).	Higher than 4, not quite 5.	A range of goals (measured in terms of absolute and value-added measures) are defined for district, the schools, and for individuals within the schools and the DEO (including head and teachers, and DEO officers).
11.3	Linked to student outcomes as defined by internal and external factors?	c) How are your goals linked to student outcomes? d) How are your goals linked to the goals of the MoE? e) What are the goals of other districts in the area?	Goals relate directly to government targets. DEBS cannot explain why the goals were chosen, there is not a particularly clear reason for determining these goals.	Goals relate directly to government targets. BUT DEBS explains or understands that these goals are loosely tied to the overall system student outcomes.	Goals relate directly to government targets or targets which are tied to the overall system student outcomes, but with some regard for an internal district benchmark (decided partially based on realistic improvements on previous years' student marks).	Goals are set based on internal targets based on a range of student outcomes and also following government-imposed targets. The DEBS does not actively seek this outside information.	Goals are set based on internal targets based on students' previous years scores and also following government-imposed targets. The DEBS checks around districts <i>in the province</i> to ensure their goals are reasonable.	Goals are set based on internal targets based on students' previous years scores and also following government-imposed targets. The DEBS routinely tracks districts in the province to ensure their goals are reasonable.	Goals are set based on internal targets based on students' previous years scores and also following government-imposed targets. The DEBS checks around districts <i>in the province as well as neighboring provinces</i> to ensure their goals are reasonable.	Higher than 4, not quite 5.	Goals are set based on internal targets based on students' previous years scores and also following government-imposed targets. The DEBS checks around districts <i>in the province as well as country-wide rankings</i> to ensure their goals are reasonable.

TARGETS			Target Stretch								
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
12.1	Goals are tough but achievable	a) How tough are your goals? Do you feel pushed by them? b) On average, how often would you say the district meets their goals?	A strategic plan that sets out goals formally exists (as per national requirements), but the DEBS doesn't have any sense of how difficult their goals are or how often they are met.	A strategic plan that sets out goals formally exists (as per national requirements), but the DEBS can only describe the difficulty of their goals in vague terms with no actual sense of how frequently they accomplish them.	The DEBS has some sense of the difficulty of their goals and how frequently they are met, but doesn't seem to have much investment over adjusting them if they are too easy/hard.	The DEBS has a clear understanding of how difficult their goals are and how frequently they are met, and the DEBS shows some appreciation for the impact that contextual factors have on the district's ability to achieve goals, though they don't adjust goals accordingly.	The DEBS has a clear understanding of how difficult their goals are and how frequently they are met, and demonstrates a sense of ownership over them. The DEBS shows some appreciation for the impact that contextual factors have on the district's ability to achieve goals, though they rarely adjust goals accordingly.	The DEBS has a clear understanding of how difficult their goals are and how frequently they are met, and demonstrates a sense of ownership over them. The DEBS shows some appreciation for the impact that contextual factors have on the district's ability to achieve goals. Past performance is reviewed regularly, but goals are rarely adjusted.	The DEBS has a clear understanding of how difficult their goals are and how frequently they are met, and demonstrates a sense of ownership over them. Past performance and contextual factors are reviewed regularly, and district and school goals are sometimes adjusted accordingly.	Higher than 4, not quite 5.	The DEBS regularly reviews district and school goals, past performance, and contextual factors to ensure that goals are clearly stated goals and aggressively but reasonably set.
12.2	Goals are equally difficult/demanding for all	c) What role do you have in setting school-level goals? d) Do you set different goals for different schools? Or are goals identical across schools? e) Are goals equally demanding across schools? f) Do you feel that all the schools have goals that are just as hard? Or would some schools get easier targets?	District strategic plans are handed to the schools (as per national requirement). The DEBS provides no other structure/support in the goal-setting process.	District strategic plans are handed to the schools (as per national requirement) so that they can base their goals on it. The DEBS provides minimal additional structure/support in the goal-setting process.	The DEBS has some involvement in setting or reviewing school goals but it is unclear how this looks and it rarely leads to any adjustment in school goals.	The DEBS has some involvement in setting or reviewing school goals, but these adjustments are ad hoc and don't have the aim of ensuring equally difficult goals across schools. Differences in how demanding goals are across schools are not recognized as a problem.	The DEBS has formal communication with head teachers to review school goals. The review process may lead to an adjustment in school goals, but these adjustments are ad hoc and don't have the aim of ensuring equally difficult goals across schools. Differences in how demanding goals are across schools are not recognized as a problem.	The DEBS has formal communication with head teachers to review school goals. The DEBS recognizes that differentially demanding school goals are a problem, but there is little effort to adjust goals accordingly.	The DEBS has formal communication with head teachers to review school goals. The DEBS uses this review to try to ensure that goals are equally difficult across all schools.	Higher than 4, not quite 5.	The DEBS is very involved in the process of school goal-setting and their actions ensure that each school's goals are in line with the district's goals, and adjusted to each school's context, ensuring goals are equally demanding.
12.3	Goals are set with reference to external benchmarks	g) How are your goals benchmarked?	Goals are set only internally and do not take into account external factors or head teachers' feedback. There are no benchmarks or comparisons with other districts.	The DEBS compares and benchmarks their district with some other districts he/she hears about, but doesn't look externally for meaningful comparisons.	The DEBS compares and benchmarks their district with the PEO and some districts he/she hears about.	The DEBS compares and benchmarks their goals with the PEO and neighboring districts.	The DEBS compares their goals with those of the other districts in the province and the PEO, but not beyond that.	The DEBS compares their goals with those of other DEOs and PEOs in the country.	The DEBS uses a wide range of internal (such as district and school statistics) and some external benchmarks to set their goals (such as provincial and national level benchmarks)	Higher than 4, not quite 5.	The DEBS uses a wide range of internal (such as district and school statistics) and external benchmarks to set their goals (such as provincial and national level benchmarks)

LEADERSHIP			Leadership Vision								
NO	ITEM	Possible questions	1	1,5	2	2,5	3	3,5	4	4,5	5
13.1	What is the district's vision? Why was this vision chosen?	a) What's the district's vision for the next 5 years? Could you summarize in a couple of sentences?	There is no vision. DEBS cannot articulate a vision.	Vision is not clear and not linked to student outcomes. DEBS cannot explain why this vision was chosen. For example, district follows the vision of the government but DEBS cannot articulate the vision clearly.	Vision is somewhat clear yet not well-defined and it is not linked to student outcomes. For example, DEBS broadly says the vision is "to educate all children".	Vision is clear and well-defined but it is not directly linked to a range of student outcomes. For example, DEBS says the vision is to "increase enrolment in the district" but is not concerned with other student outcomes.	Vision is clear, well-defined and linked to a range of student outcomes BUT largely focused on meeting state/national mandates.	The vision is clear, well-defined and linked to a range of student outcomes, largely focused on meeting state/national mandates but also with some consideration given to individual student needs.	The vision is clear, well-defined and linked to a range of student outcomes, largely focused on meeting state/national mandates but also with some consideration given to student and district needs.	Higher than 4, not quite 5.	Vision is clear and well-defined. DEBS broadly communicates a shared vision and purpose for the DEO that focuses on improving student learning and outcomes (beyond those required by law); vision and purpose is built upon a keen understanding of student and district needs.
13.2	Who sets the vision?	b) Who is involved in deciding on the vision?	There is no vision.	The DEBS. District education officers, head teachers or others involved in the school matters are not consulted.	The DEBS. District education officers and/or head teachers are consulted but the ultimate decision is made by the DEBS.	The DEBS and other district education officers jointly set the vision	The DEBS, other district education officers, and head teachers jointly set the vision.	The DEBS, other district education officers, and head teachers jointly set the vision. Sometimes they ask for suggestions from parents, but those are rarely taken into account.	The DEBS, other district education officers, and head teachers jointly set the vision. Sometimes they ask and incorporate suggestions from parents and other community members involved in school matters.	Higher than 4, not quite 5.	Vision is defined collaboratively with a wide range of stakeholders. The DEBS, other district education officers, and head teachers jointly set the vision in meetings with teachers, parents, students and other community members involved in the school matters.
13.3	Communicated to whom and how?	c) How do head teachers, teachers, staff and other involved in district education matters know and understand this vision?	There is no vision or vision is not communicated.	DEBS believes that the staff is aware of the vision as (s)he has mentioned it before in informal conversations. However, the vision is not actively or formally communicated to head teachers, teachers, DEO staff, as well others involved in the school matters such as students ,parents, and other community members.	DEBS believes that head teachers, teachers, and DEO staff are aware of the vision as it is displayed in the DEO and often mentioned in meetings. However, the vision is not actively communicated to others involved in the school matters such as students, parents, and other community members.	DEBS believes that head teachers, teachers, and DEO staff are aware of the vision as it is displayed in the DEO and always mentioned in meetings. DEBS also has informal conversations with parents and others involved in the school matters about the vision from time to time.	Head teachers, teachers, DEO staff, students, and parents are actively communicated about the district's vision in meetings or some other formal mean of communication.	Head teachers, teachers, DEO staff, students, and parents are actively communicated about the district's vision in meetings or some other formal mean of communication. There is also some informal irregular communication with other community members involved in the school matters.	Head teachers, teachers, DEO staff, students, and parents are actively communicated about the district's vision in meetings or some other formal mean of communication. There is also some informal yet regular communication with other community members involved in the school matters.	Higher than 4, not quite 5.	Vision is defined and often communicated during regular meetings to a wide range of stakeholders such as head teachers, teachers, DEO staff, parents, students and other community members involved in the school matters.

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London School of Economic and Political Science,  
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