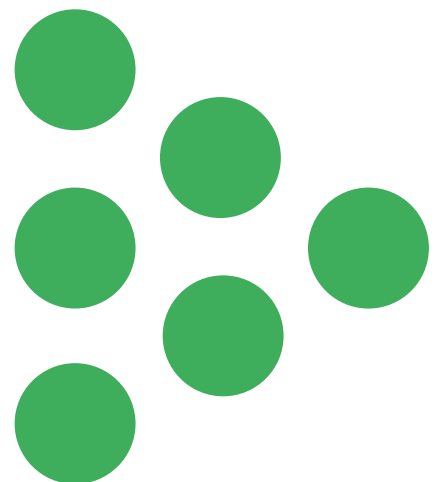

Final Evaluation Report

Evaluation of the PEAS-DES Inspect and Improve Project

June 2021

National Foundation for Educational Research (NFER)



Evaluation of the PEAS-DES Inspect and Improve project Endline report

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Abbreviations and Acronyms

BoG	Board of Governors
DES	Directorate for Education Standards
ESSP	Education Sector Strategy Plan
I&I	Inspect and Improve project
LMIC	Low- and middle-income countries
MoES	Ministry of Education and Sports, Uganda
NFER	National Foundation for Educational Research
PEAS	Promoting Equality in African Schools
PPP	Public-Private Partnership
PTA	Parent Teacher Association
RISE	Research on Improving Systems of Education
SIP	School Improvement Plan
SMC	School Management Committee
ToC	Theory of Change
UCE	Uganda Certificate of Education
USE	Universal Secondary Education

Executive Summary

1. Purpose of the evaluation

In February 2019, Promoting Equality in African Schools (PEAS) launched the Inspect and Improve Pilot Project (I&I) in partnership with Uganda’s Directorate of Education Standards (DES) under the Ministry of Education and Sports (MoES).

The project aimed to:

- a) Improve the quality of leadership and management in 10 government schools in Eastern Uganda, who have been identified as requiring support
- b) Better understand what approaches can improve school quality, how much these cost to deliver, and how, if effective, these could be rolled out by MoES at a larger or national scale
- c) Learn about how PEAS can work effectively with non-PEAS schools to promote school- and system-level improvements in education quality.

The pilot ran from Term 1 of the 2019 school year but was interrupted by the global outbreak of COVID-19. The project concluded upon the partial re-opening of schools in Uganda towards the end of 2020.

Alongside the implementation of the I&I pilot, an independent evaluation was conducted by National Foundation for Educational Research (NFER). The evaluation focused on the second objective above, to generate evidence about the impact of I&I and to understand if and how the PEAS model of schools inspection and improvement could be successfully implemented in government-run schools. This report summarises the findings from the pilot evaluation.

2. Evaluation design

The evaluation is based on a mixed-methods comparative case study approach. We used an adapted version of the World Management Survey (WMS) to measure project outcomes; the WMS has been previously adapted for use in both the education sector and Ugandan context.

We collected the baseline measure of the WMS in February – March 2019 and endline in February – March 2021 with all ten participating intervention schools. We asked respondents to reflect on the changes in their practices between the start of pilot and prior to the COVID-19 related school closures in March 2020.

We examined these changes in management practices in greater detail through the use of comparative case studies, which explored the perspectives of school leaders, school staff, and members of Board of Governors (BoGs) in four of the ten participating schools. We purposively selected schools to include those who experienced a greater than average improvement in school management practices, and those with less than average improvement as measured by the WMS.

Due to the design of our evaluation as well as the adaptations required to respond to changes in programming as a result of COVID-19, it should be stressed that the evaluation is unable to directly attribute any impacts explored in the findings solely to the I&I pilot. However, where possible, we have been systematic in our triangulation of our findings in order to draw conclusions on changes to management practices and to elucidate the links between I&I and the observed changes in WMS scores.

3. Findings

At endline, the strongest management practices demonstrated in pilot schools were related to the areas of monitoring and people management

Our evaluation examined school leadership and management practices prior to the start of the I&I pilot and after one year of participation in the I&I pilot project (and prior to COVID-19 related school closures), using the WMS. We found that at endline, schools demonstrated strong practices in monitoring (including continuous improvement and performance tracking) and people management (related to the management of teaching staff). On both, schools scored an average score of 3.9, indicating that at endline, school leaders were able to explain or demonstrate formal management processes in these areas.

Compared with WMS baseline measures, pilot schools had the greatest improvements in target setting and people management practices and the lowest improvement in leadership

Our evaluation found all ten participating schools had improved their practices from baseline to endline in all five WMS areas (operations, target setting, leadership, as well as monitoring and people management). Schools demonstrated particular strengths in the area of monitoring, in which school leaders had the highest scores at baseline (2.9) and at endline (3.9) relative to other areas. Schools demonstrated the greatest improvements in the areas of target setting (average score +1.5) and people management (average score +1.9). In both these cases, these improvements in WMS scores indicate that schools went from only having some informal management practices in these areas to formalised practices. However, leadership practices remained the least affected management area, owing to the relative strength of leadership practices such as school vision prior to the start of the pilot, or to the relative lack of autonomy to change elements such as wider governance structures.

I&I helped school leaders understand the scope of their role and develop skills to successfully monitor teaching and learning

The evaluation found that with the introduction of I&I, there have been observable changes in administrators' approach and frequency of school and class supervision. School leaders now assume an active role in tracking the progress made on the improvement objectives, which implies closer supervision of teachers and students and stronger internal monitoring tools and processes. Respondents largely agreed that I&I activities helped not only to develop the supervision skills of head teachers but also shed light on the role of teachers in the school's improvement process. The

direct impact of the pilot on monitoring processes at two levels (administration and teaching) appears to be one of the main catalysts of further changes in case study schools.

School leaders were able to improve target setting, which resulted in better resource prioritisation, accountability and transparency

Reflected in both the WMS scores and in case studies, improvements to target setting were largely driven by improvements in budgeting practices. Case study respondents reported that school leaders had improved their financial management skills, which also allowed them to be more transparent in, and accountable for, resource allocation decisions.

I&I helped school leaders enhance people management skills, improving communication and working relationships between administrators and staff

Examining changes to people management, case study respondents reported positive improvements in the ways in which school leaders were able to manage school staff by playing a more active role in supervising teachers and students and improving internal monitoring tools and processes. School leaders played a greater role in driving school improvement processes in terms of setting and tracking progress against improvement objectives. School leaders also improved communication and working relationships with school staff. This supported their ability to provide guidance and direction for improved practices – for example in the use of classroom observations as a tool to support improvements in teaching practices. Improvements in communications also supported stronger relationships between school leaders and BoGs, as well as with DES inspectors.

The School Improvement Plan (SIP) emerged as the most effective form of support and became a management tool for school leaders

School leaders were able to use SIPs as a management tool to track progress against objectives set as a result of initial school inspections and were able to effectively operationalise suggested strategies. SIPs were regarded as dynamic rather than stationary, which in turn increased school leaders' ownership of supervision and monitoring processes at the school. The SIP also contributed to changing the perception that school leaders and teachers had of the inspection process. School leaders therefore have come to see the inspection not an end in itself, but as the starting point of self-directed monitoring activities in the school.

School leaders perceived support and monitoring visits as key to school improvement and believed that schools can benefit from more frequent visits

There was also consensus across case study respondents on the importance of regular support visits to follow up on SIP progress and to build a comprehensive picture of the school's environment, including character traits, leadership/management styles and ways of communication. This took the form of school visits from PEAS inspection team as well as PEAS peer head teachers. Although stakeholders viewed this mechanism as particularly resource-intensive, it was recognised as an important driver for change.

In exploring what facilitates changes in school leadership and management practice, we identified two key enablers:

- **Strong working relationships and individual motivation underpin the capacity to adopt change in leadership and management practice.** This included strong collaboration between school leaders and teachers as well as with external school stakeholders such as governing bodies, parents and the wider communities. This was related to leadership styles adopted by school leaders, whereby schools with the greatest changes in WMS scores were also those whose school leaders were associated with more transparent and open leadership styles.
- **Government schools in the pilot trust the image of PEAS and DES as capacity builders and school management experts.** The positive perceptions towards both DES as the duty bearer for school improvement and PEAS as experts in school management supported school leaders' willingness to participate in the pilot activities and in turn drove changes in individual practice.

While a diverse range of challenges were reported by respondents, two key barriers were revealed as factors that inhibit improvements in school leadership and management practice:

- **Regular head teacher transfers and change in staff hinders the continuity in leadership and management reform processes.** Amongst the pilot schools, there was a change in school leader in four of the ten schools. High turnover rates amongst both school leaders and staff meant that it was difficult to maintain the continuity of relationships, as well as leadership style and attitude. This was not an insurmountable barrier in all pilot schools; however, given the importance of school leaders' interpersonal relationships and attitudes to school improvement, this has the potential to act as a significant barrier.
- **Lack of autonomy over people management and limited engagement with governing bodies emerged as key barriers to improvement.** Some factors were beyond the control of individual school leaders to affect, specifically in managing the performance of teachers on government payroll. In Uganda, a centralised statutory body, the Education Service Commission, is responsible for recruitment, termination, promotion, performance management of teaching and non-teaching staff in secondary schools. Where staffing gaps exist, school leaders collaborate with Parent Teacher Associations (PTAs) to recruit and manage additional teachers. Individual school leaders' autonomy over people management is limited to this category of school personnel.

The emergence of the COVID-19 pandemic during the pilot created a further set of challenges to improvements to school leadership and management for pilot schools in two ways:

- **COVID-19 disruptions presented challenges to keep school leaders engaged with I&I activities.** Much of the progress made by schools prior to the outbreak of COVID-19 was effectively halted during school closures. Schools deferred the implementation of their SIPs and PEAS was unable to continue with support visits. However, 40 percent of school leaders reported that despite this, the skills they developed with the support of I&I proved helpful in managing schools during the pandemic. This included situations in which school

leaders had strong relationships with governing bodies, parents and communities, as well as having a clear idea of existing school challenges through the SIP.

- Key challenges to teaching and learning changed from baseline to endline, mainly due to the effect of COVID-19 induced disruptions.** School leaders reported that budget and funding concerns were exacerbated by COVID-19 and related school closures. This had a further effect on teacher motivation as school leaders reported difficulties in paying salaries of teachers not employed by the government. Student well-being was an additional increasing concern. School leaders also reported greater concerns over absenteeism, in particular of girls, following the re-opening of schools.

School leaders perceived that improvements in leadership and management -as a result of I&I- have positively affected other areas of schools’ operations

School leaders reported the changes observed in the seven areas of school operations assessed in the DES inspection tool. Unsurprisingly, school leaders reported positive changes in all areas; however, improvements in teaching quality and teaching attendance emerged as the most frequently mentioned observed change. Schools who had a higher average WMS score at baseline were the schools who reported greater changes in school operations at endline. Accounting for potential response biases, this suggests that schools who started with a higher level of school management practices were able to advance other areas of school operations to a greater extent.

Additionally, we found that school leaders and staff valued different types of operational changes depending on how established their existing management practices were. Schools with lower WMS scores focused their responses on the drivers of I&I value on back-end aspects such as ways of working and lines of accountability in the school, relationships with administrators, decision making and problem solving processes. On the other hand, responses from schools with higher WMS were more focused around front-end impact, for example teacher motivation, lesson planning, teaching practices, non-corporal disciplinary methods, and better communication between teachers and students.

Pilot schools reported improvements in teaching quality, teacher and student attendance, and in learner safety and well-being

Respondents reported noticeable improvements in the quality of pedagogical practice, lesson preparation, development of schemes of work and syllabus coverage. Respondents attributed these changes to increased supervision support by school leaders. Teachers also reported changes in their peers’ attitude towards classroom observation. With the shift to a more participatory and practical pedagogical style, respondents from multiple schools also observed a subsequent improvement in the relationship between teachers and students.

Increased teacher attendance and student attendance emerged as the second most observed change by respondents. Case study interviewees attributed these changes to increased monitoring support processes introduced by school leaders in the I&I pilot and the adoption of ‘learning walks’ with practical observations.

Finally, I&I pilot schools also reported increased investment and attention to core areas of learner safety within their SIPs. Schools prioritised different issues in the spectrum of learner safety

according to their context; for example, some schools focused on reducing the use of physical punishment, while others focused on the enhancement of school facilities such as construction of school dormitories and fences. School leaders were also able to mobilise parents to co-finance school meals in order to support student attendance. Both school-based and stakeholder respondents attributed increased learner attendance in these schools to successful roll out of the school meals initiative.

School leaders and stakeholders both felt that improvements brought about by I&I justified the costs of PEAS-DES joint inspections approach

In general, there was consensus amongst stakeholders that the pilot demonstrated value for money and that the comparative advantage of the PEAS-DES joint inspection approach is the focus on school improvement and follow-up. The I&I approach helped to close the existing gap in DES inspection cycle that currently ends with sharing inspection recommendations to schools.

4. Conclusions

To understand whether the I&I pilot contains merit for further scaling, we first consider whether the pilot has generated sufficient evidence of its effectiveness and impact and an understanding of the mechanisms (the project activities and means to trigger change) by which the intervention produces change. We then consider three further criteria for scale (relevance, implementation quality, and implementation feasibility) to generate lessons from the I&I pilot that may be important to consider in the scale-up phase of the I&I project.

Was I&I successful in improving the quality of leadership and management and why?

The evaluation found that there is convincing evidence that I&I was successful in improving the quality of leadership and management in all ten participating schools across all areas of management as defined by the WMS. There is also emerging evidence that improvements to school management have led to improvements in student and teacher attendance, teaching practices, and student safety and well-being. Evaluation respondents identified SIPs and school visits as the two most effective mechanisms from I&I to support improved school management.

What can we learn from the I&I pilot on the potential for scale?

- **Engaging school leaders from the start -and with the collaboration of other school stakeholders- ensures that SIPs and I&I support are relevant to school needs.** The I&I approach was also most successful when it involved cooperation amongst school leaders and governing bodies and school staff in order to further tailor the improvement process.
- **Culture and mind set are important factors that require shifting before increased school management capacities can result in school improvements.** Where school leaders held amenable mind sets or where I&I was successful in shifting their mind set towards one of 'improvement', schools were able to enact wider management improvements.

- **I&I is a timely intervention that falls within articulated government priorities for education reform.** The PEAS approach to inspections and school improvement is relevant to the strategic direction of government of Uganda, as it puts emphasis on school improvement and the subsequent monitoring that goes beyond the inspection visit. Multi-stakeholder engagement at national level is required to ensure that school management continues to be a policy priority to support improved learning outcomes.
- **The partnership between PEAS and DES in co-creating and implementing the I&I model was crucial to the pilot’s successful adaptation and implementation of approaches to inspections and improvements in government schools.** The I&I pilot appears to have successfully merged PEAS’ model of improvement plan with DES’s newly developed inspection tool. The partnership nature of the project that highlights the roles of PEAS and DES as *co-creators* and *co-implementers* is crucial to reinforce the school support network and generate ownership and commitment to the process.
- **One year was sufficient to observe changes to school leaders’ management skills and for school leaders and staff to perceive wider changes within their schools.** The results of both the WMS and case studies confirm that within the pilot timeframes, the pilot was successfully able to generate observable changes to both attitudes and mind set, as well as practice, in intervention schools. This was particularly evident in school monitoring practices, such as standardised supervision processes and practices.
- **High turnover of school leadership and low foundational management capacities are related; these factors challenge the extent to which I&I can support school improvements.** Although the lack of experience or lack of confidence did not impede school leaders, and thus schools, from benefitting from the I&I pilot, it may have limited the extent to which they were able to benefit as compared to their peers who had more established roles and experience.
- **I&I has the potential to impact a wider number of schools through indirect impact to neighbouring schools.** Participating school leaders reported interest and a willingness to build on their experience of and participation in I&I to help support other neighbouring schools; their participation in the I&I pilot appears to have provided them with the confidence to share learnings with schools that face similar challenges.
- **Although the costs of the I&I inspection and monitoring process are presumed to be higher than the costs of a regular inspection visit, the additional cost is justified by the improvements they offer at both the school and systems-level.** This includes the advantages offered by the joint inspection process for cross-learning and in the effectiveness offered to the observations and school inspection visits.

5. Recommendations

Finally, our evaluation offers the following recommendations.

1. **The expectations of school leaders for the types of support offered by I&I requires management.** In the next phase, the I&I project should ensure that it articulates the types of support that school leaders will receive and the importance and value-add of professional development. The first-hand accounts and experience of school leaders who participated in the pilot may be useful for this, given their enthusiasm for further I&I scale out.
2. **Some school leaders would benefit from additional time and training on foundational management skills in order to maximise on their opportunity to learn from their participation in I&I.** This training or support could be provided by the programme or by bringing in an additional project partner to fill this gap.
3. **I&I can further its impact by building and nurturing communities of practice as part of professional development for school leaders.** Where possible, this should be built upon existing structures and professional development networks to ensure greater sustainability of these relationships. I&I may want to also explore other approaches to facilitate the sharing of experiences and knowledge within and amongst participating schools, such as arranging school visits or organising seminars for participants to share their successes and challenges.
4. **I&I should continue to supporting school leaders to focus on learner safety and well-being.** Given the additional recent experience of school closures and its ancillary effects to student safety and well-being, I&I should continue to promote positive discipline management and other training focused on learner well-being for future support training to school leaders and their staff.
5. **Although not an explicit focus on of the evaluation, respondents mentioned that the development of ICT competencies would be a beneficial addition to the professional development of school leaders.** I&I may choose to develop and nurture partnerships to help support the development of ICT competencies as part of school leader professional development. This will also support I&I with the introduction of digitised school inspections processes.
6. **While the pilot has demonstrated that the I&I offers a valuable model for school improvement and lessons for I&I scale out, there may need to be a further translation of lessons to DES' own inspections process.** There may need to be further efforts for DES to institutionalise school improvements within the enhanced school inspection approach and a fundamental shift is to advance from focusing on publication of inspection reports, to the provision of targeted support for defining and monitoring individual school's-level plans for improvement.
7. **Given the strong partnership and reputation of PEAS and DES, I&I has an enormous potential to leverage this partnership and become an advocacy platform to advance system-wide support for school improvement.** PEAS and DES should continue to find ways to increase exposure to the programme, leveraging policy impact and impacts to schools outside the I&I project. In the immediate term, the findings and impact of the project should be shared more widely to increase the

programme's visibility and to facilitate embedding the programme into the government inspection process.

8. **Through the experience of I&I, DES can play a key role as the champion of the programme, channelling evidence of impact to the MoES.** DES may be able to leverage the evidence from the I&I pilot and beyond to advocate for resources for enhanced school inspection process and school improvement, as well as amplifying the voice of school leadership to the government. DES can also ensure that issues related to school improvement maintain visibility throughout MoES' policy cycle including the next national education sector analysis.

1 Introduction

1.1 Purpose of the Evaluation

In February 2019, Promoting Equality in African Schools (PEAS) launched the Inspect and Improve Pilot Project (I&I) in partnership with Uganda’s Directorate of Education Standards (DES) under the Ministry of Education and Sports (MoES).

The project aimed to:

- Improve the quality of leadership and management in ten government schools in Eastern Uganda, who have been identified as requiring support
- Better understand what approaches can improve school quality, how much these cost to deliver, and how, if effective, these could be rolled out by MoES at a larger or national scale
- Learn about how PEAS can work effectively with non-PEAS schools to promote school- and system-level improvements in education quality.

The project was intended to run from the start of Term 1 of the 2019 school year (February 2019) to the close of Term 1 of the 2020 school year (May 2020); however, the global outbreak of the COVID-19 pandemic and resulting school closures in March 2020 created a disruption to the project. As a result, I&I was extended until schools partially re-opened in Uganda in October 2020.

To support this project, PEAS worked closely with the National Foundation for Educational Research (NFER), a UK-based educational research charity. NFER was asked to conduct an independent evaluation of the I&I pilot to run alongside implementation. Our evaluation focuses on the second objective above to generate evidence about the impact of I&I and understanding if and how the PEAS model of school inspection and improvement can be successfully implemented in government-run schools. This final report summarises the findings from the pilot evaluation.

1.2 Structure of the Report

The structure of the report is as below:

- **Section 2** provides the background to the project, including an exploration of the project’s context and design.
- **Section 3** summarises the approach to this evaluation, including details on the evaluation design and data collected.
- **Section 4** sets out the findings of the evaluation, roughly organised around the evaluation questions.
- **Section 5** provides the key conclusion from the evaluation findings.
- **Section 6** sets out our recommendations for project stakeholders.

2 Project Background

In the baseline report of this evaluation, we explored the project context in order to interrogate the I&I Theory of Change (ToC) (see Section 2.2 and Appendix A). This section summarises our observations on the project context, including an overview of the Ugandan education system, in order to better understand the relevance of I&I to the Ugandan policy context and some of the current literature that links schools inspections to improvements in school management and accountability. Following this, we provide an overview of the I&I project design and a summary of the ToC.

2.1 Context

The following section presents an overview of the relevant and recent changes in Uganda's education landscape that help contextualise the motivation for cooperation between PEAS and DES for the design of the I&I pilot.

Recent government efforts to improve the availability of education in Uganda have been successful

In Uganda, the education system is governed by MoES, who set the standards, provide technical guidance and coordinate and monitor the sector. Education is provided for children aged 3-5 years old through early childhood programming, which is followed by seven years of compulsory primary education. Upon completion of primary education, school leavers are required to complete the Primary Leaving Examinations (PLE). Students may then proceed to six years of secondary education, with four years of lower secondary and two years of upper secondary. Lower secondary school leavers are required to take the Uganda Certificate of Education (UCE) exams and upper secondary leavers complete the Uganda Advanced Certificate of Education (UACE) in order to proceed to post-secondary education.

Uganda has experienced an increase in access to education over recent decades, following the introduction of Universal Primary Education (UPE) in 1997 and Universal Secondary Education (USE) in 2007. In order to increase access to education for Uganda's rapidly growing population, education services are provided either by the government or through private providers, which includes community-founded schools, faith-based schools, privately owned schools, and schools run under public-private partnerships (PPPs). At the primary level, there are more government schools (64 percent) than private (36 percent), but the reverse is true at the secondary level with 38 percent government and 62 percent private (MoES, 2017). A key part of the Universal Secondary education policy was the expansion of public-private partnerships that accelerated progress on education access, with secondary school enrolment experiencing an increase of 47 per cent between 2002 and 2014 (UBOS, 2017). In 2018, the government of Uganda phased out USE Public-private partnership scheme.

While enrolment in Uganda has increased, challenges related to quality of education persist

In 2019, primary gross enrolment rates stood above 100 percent¹ and net enrolment rates were close to 90 percent. However, despite gains in enrolment levels, the primary school completion rates and primary to secondary transition rates were declining: while lower secondary school completion rates had been relatively constant from 2013 to 2017 (ranging from 35 to 38 percent), in the same period, transition rates to upper secondary declined from 32 percent to 24.8 percent (UBOS, 2019). In the Education sector strategic plan 2017/18-2019/20, the First Lady and Minister of Education and Sports reaffirmed this writing in the foreword, *‘The one part that we now must strive to address is the quality aspect’*.

Low transition rates are accompanied by low levels of learning throughout the education system, which begins at the primary level. According to data from the National Assessment of Progress in Education’s testing of secondary students over time (NAPE, 2014), between 2007 and 2014 a drop was recorded in the percentage of Senior 2 students rated as proficient in English Language from 81.9% to 49.3%. Over the same period, proficiency in mathematics fell from 69.4% to 41.5% and proficiency in biology fell from 36.7% to 20.5%. Additionally, in both reading and mathematics, Uganda has lagged behind other countries in East Africa region. According to UWEZO (2016), four out of ten children in Primary 3 cannot read a word in their local language, while almost one out of five children in Primary 3 cannot recognize numbers between 10 and 99. SACMEQ results showed that almost 20 percent of Ugandan Primary 6 pupils were performing below the established reading benchmarks, while 40 percent of Primary 6 pupils were performing below the mathematics benchmark (SACMEQ 2007).

Interventions focused on improving school management processes have been evidenced as a means to address stagnant progress on quality of learning

Several systematic reviews on what works in education in low- and middle-income (LMIC) countries confirm that, while interventions that focus on getting children *into* school can succeed in doing so, there is less evidence to demonstrate that such interventions also prompt improvements in learning outcomes (Krishnaratne et al., 2013; Snilstveit et al., 2016). On the other hand, there is evidence that interventions targeting various forms of school governance can be effective in improving learning outcomes (Evans and Popova, 2015; Glewwe and Muralidharan, 2015; GEC 2018).

Here, governance is taken to encompass a wide set of characteristics of education systems and how they are managed, including decisions around organisation of instruction, planning and structures across the school, decisions on resources and resource allocation, and people management (GEC, 2018; Glewwe and Muralidharan, 2015). In both the LMIC and the Ugandan context, there is also strong evidence of the positive relationship between strengthening school governance through management practices and improved school outcomes (Bloom et al. 2014; Crawford, 2017).

¹ The primary gross enrolment rate is the number of students in primary education divided by the official primary school age population, hence when there are repeaters or early/late enrolment, the gross rate can be greater than 100 percent

School inspections help produce both vertical accountability (compliance with laws and regulations and creating an additional means of assessment for system-wide school performance) as well as horizontal accountability (internal school accountability through shared expectations amongst head teachers, teachers, students, and other stakeholders) (Eddy-Spicer *et al.*, 2016). School inspections can support the process by which school management is able to support improvements to teaching and learning by providing crucial data, feedback, and support in diagnosing problems and implementing changes to improve learning outcomes.

In Ugandan education policy, there is growing recognition of the importance of the role of school management and school inspections to improve education quality

In an effort to address some of these persisting challenges, the 2017-2020 Education Sector Strategic Plan (ESSP) set out the Ugandan government’s efforts to shift emphasis from increasing the provision of education to implementing more focused and strategic interventions to improve the quality and relevance of education (MoES, 2017). In aiming to ensure the delivery of relevant and quality education, one of the strategic focuses of the ESSP is to strengthen the current inspection system and to establish DES as a semi-autonomous body in charge of inspection, to help improve the quality of leadership and management.

DES was established in 2008 to oversee school inspections and document and share best practices in the education system. The ESSP identified low levels of enforcement of recommendations from inspection reports as a key weakness in the area of quality assurance. Efforts to address this within the ESSP include the mandate to increase the percentage of secondary schools with two inspection visits per term from 80 percent of all schools to 100 percent by 2020 and the roll out of the new inspections tool which took place in 2019.

School improvement planning is further recognised by MoES as a means to contribute to achievement of national and provincial level targets while achieving their individual targets (MOEST Guide 2012). School improvement planning involves a joint school decision making process for determining the objectives and activities of a school and the costs involved to ensure improvements in teaching and learning. Basic and simple forms of self-evaluation at school-level have been emphasised as a feasible and practical way to bring about process of self-reflection and school improvement (Scheerens *et al.*, 2000).

Efforts to support improved school management in Uganda, in particular through school inspections, requires additional support

In sum, this review suggests that interventions that support improved school management and inspections have the potential to improve learning outcomes, and are of relevance in the Ugandan context. However, there are a number of challenges and barriers faced by inspection systems that may curtail impact.

Scholars have identified the limited capacity of community bodies to ensure and enforce strong school management (Najjumba *et al.*, 2013) and existing weaknesses in school management practices around monitoring teachers and providing them with feedback on teaching practices and learning (Sabarwal *et al.*, 2018; Najjumba *et al.*, 2013). A related challenge has been in the nature and quality of feedback provided from an inspection due to the lack of resources afforded to inspections, which results in low buy-in and trust from teachers (Hossain, 2017). The relevance of

feedback and the demeanour of feedback delivery have been identified as barriers to effectiveness of inspections in Uganda (Macharia and Kiruma, 2014).

Furthermore, inspections have been presented more as a ‘one-off process’, rather than a cycle with pre- and post- measures to assess improvement over time. This has resulted in a lack of buy-in from key school management stakeholders. Finally, the responsibility to act on inspection feedback often lies with the school leader, who often lacks the capacity to do so (Macharia and Kiruma, 2014). Both of these challenges highlight the central role played by school leaders in enabling the effectiveness of school inspections to promote school improvement.

2.2 The Design of the I&I Pilot

In this section, we introduce the I&I partnership and pilot, the theory of change (ToC) that underpins its design, and provide an overview of the adaptations made in an evolving operational context.

The conception of the I&I pilot is grounded in previous evidence which suggests that the PEAS model of school inspections has contributed to higher learning outcomes for PEAS schools

PEAS is a UK-based non-profit that aims to expand equitable and high quality secondary school education in Africa. Since 2009, PEAS has built and run a network of 28 schools in Uganda with the aim of providing affordable, high quality and sustainable secondary schools. As a leading provider of secondary education in Uganda, PEAS also aims to work with other education providers, in particular government partners, to share best practices and pioneer new approaches to deliver education that unlocks the full potential of all children.

A study conducted by the Research on Improving Systems of Education (RISE) programme examined school management practices and public-private partnerships (PPP) in Uganda. The study found that PEAS schools had higher levels of management quality than comparable government, private or other PPP schools, as measured using the World Management Survey (WMS) (Crawford, 2017). Importantly, the same study showed that these higher levels of management quality were associated with higher learning outcomes, via student value-added scores.

A previous external evaluation of PEAS schools identified several aspects of school management that has set PEAS’ performance apart from comparable government and private schools. The evaluation found that a key factor contributing to the high quality of school management is PEAS’ approach to school inspections and accompanying package of support and follow-up. These include teacher support and training, accountability measures, child protection, support for learning and development of strong school leaders (EPRC, 2018).

The inputs and activities of I&I are a package of support mechanisms that are focused around the inspections process

The I&I approach builds on current efforts from DES to strengthen its school inspection approach and combines this with PEAS’ school improvement model. The model focuses on building the capacity of school leaders to identify improvements required at the school level, centred around the

inspections process. In addition to the school inspections, the I&I pilot has developed a package of support for school leaders, which includes the development of a School Improvement Plan (SIP) on the basis of the initial inspection (See Box 1), continuous support and mentorship throughout the school year (in the form of visits and phone calls), culminating in a final inspection to assess progress against the SIP and to allow school leaders to reflect on their school’s progress. The process is summarised in Table 1 below.

Box 1. The use of the School Improvement Plan (SIP) as part of the PEAS model

The SIP is a key leadership and management tool used in PEAS school network. This document converts inspection recommendations into specific objectives and strategies for improvement. For the I&I pilot, PEAS adapted the SIP to the areas covered by the DES inspection tool. After each school inspection, PEAS worked closely with the school leaders to identify the weaknesses and priorities of the school, and together set specific targets aligned to the DES inspection recommendations and outline strategies for improvement. These strategies and measures for success were set for implementation over three academic terms, and progress was monitored by the inspection team during their support visits.

Table 1. Phases and activities of the I&I pilot

Phase	Activities
Phase 1: School inspections	<p>One-day inspection visit by PEAS and DES staff using DES inspection tool to identify school strengths and areas for development.</p> <p>Inspection report produced and findings discussed with leadership team.</p>
Phase 2: Development of School Improvement Plan (SIP)	<p>SIP development workshop for school leaders.</p> <p>Development of the SIP, outlining improvement objectives and strategies, signed off by PEAS and DES.</p>
Phase 3: School improvement monitoring visits	<p>To support schools to implement their SIP and keep joint track of progress:</p> <ul style="list-style-type: none"> ● One or two visits per term by PEAS inspector ● Weekly calls with PEAS school leader mentor ● One or two observation visits to mentor’s schools
Phase 4: Final inspection and project closure visit	<p><i>Postponed due to COVID-19 school closures. PEAS did school visits in December 2020 and final school inspections have been planned for 2021, though this is likely to face further disruption following the re-closure of schools announced in June 2021.</i></p>

Schools were selected by DES for participation in the pilot, on the basis that they required improvement, primarily on school leadership and administrative skills. This is particularly true for at least half of the schools in the pilot, as these schools were formerly privately-run schools which are now managed by the government as seed schools. As such, in previous years these schools had not been assessed against the same accountability processes such as inspections or government-mandated leadership standards.

According to the ToC of I&I, as a result of the application of the I&I model in government schools, PEAS and DES will generate observable changes to management and leadership practice, which will ultimately result in improved learning quality

The ToC is explained in detail in the NFER baseline report. The ToC can be summarised as: by developing an enhanced model for schools inspection and improvement, the I&I pilot seeks to generate observable changes in school management and leadership practices. At the outcome level, if I&I improves aspects of leadership quality, this will translate into improved areas of school performance, as indicated by inspections results and scores (see Figure 1).

Figure 1. Expected outputs, outcomes and impact of the I&I Pilot



The pilot has a second outcome objective, which is to assess and generate evidence on the effectiveness of the developed I&I model to support further scale up and out to government schools.

Finally, if successful, the impact of I&I will be an improvement in teaching quality and learning outcomes for students at intervention schools, which can be scaled to reach a greater number of schools. This long-term improvement in student outcomes will be beyond the project and evaluation’s lifetime to observe and measure.

While efforts to improve school accountability and management were interrupted due to COVID-19, I&I now has the chance to continue to learn and expand

In March 2020, schools closed in Uganda in response to the global outbreak of COVID-19. The MoES responded with a Preparedness and Response Plan (2020), which outlined various measures for an extended lockdown scenario, including:

- guidance and resources for continued learning, for example, self-study materials and delivery of lessons via radio and television programming
- organisation of accessibility of distance learning resources
- improving cross-sector communication and coordination between key stakeholders, such as UN agencies, NGOs and Ministries.

Later measures included revised school calendars and the development of Standard Operating Procedures (SOPs), which provided guidelines on the reopening of schools.

As a result, the implementation of the I&I pilot was disrupted and experienced a seven month pause, starting up again with a partial reopening of schools' in October 2020. During school closures, PEAS staff made efforts to stay in touch with I&I school leaders to offer support and prepare for reopening, which was limited by connectivity challenges. Final inspections inspections have been planned for 2021, though is likely to face further disruption following the re-closure of schools announced in June 2021.

Despite school closures and subsequent disruption of I&I pilot implementation, the project was able to garner buy-in from key government stakeholders and secured funding to expand I&I to a further 40 government schools across all regions in Uganda and to continue to provide support to the ten pilot schools.

3 Evaluation Design

In this section, we provide an overview of our evaluation approach and our data collection methods and sampling strategy. We also provide information about how we adapted the evaluation due to COVID-19 disruptions.

3.1 Evaluation Approach

The overall approach of evaluation remains unchanged from baseline (NFER, 2019). We use a mixed-methods comparative case study approach. Using the comparative case study approach allows us to compare two or more cases to derive insight into the enablers and barriers of an intervention’s success (Goodrick, 2014). We use this approach in order to provide conclusions about causal attribution, in the absence of an appropriate use of a comparison group. The approach has also allowed us to examine an intervention that has adapted, whether by design or in response to a global pandemic.

Using this approach, our evaluation sought to answer the five evaluation questions in Table 2, mapped against three of the OECD-DAC criteria.

Table 2. Evaluation questions

OECD-DAC criteria	Evaluation question
Effectiveness	1. What impact, if any, did the intervention have on the quality of school leadership and management in treatment schools?
	2. Why did the intervention or elements of the intervention demonstrate the observed impact?
	3. What other areas of the school's operations, such as - for example - staff management or planning processes - if any, did the PEAS intervention affect?
Efficiency	4. How much did the interventions cost to deliver and did they represent value for money?
Sustainability	5. What lessons can be learned from the pilot about how the intervention can be scaled out?

Our evaluation questions are elaborated upon in our evaluation framework (Appendix B), which further breaks them into sub-questions, and maps them against the sources of data used for each question.

3.2 Outcome Measure

The primary outcome measure for this evaluation is an adapted WMS score. The WMS was developed in 2002 as a systematic way to measure the quality of management practices, including for education management, across the world (Bloom et al., 2014).

The WMS involves a structured survey in which trained enumerators generate scores for school leadership and management by delivering a set of probing questions to head teachers around management practices. We have used the WMS tool that was first developed for use in the education sector and adapted for use in Uganda as part of the 2015 RISE Management Survey (Crawford, 2017). We adapted the basic education WMS for the purposes of our evaluation, combining insights offered in the Crawford (2017) version with practical considerations around time, potential respondent fatigue and the nature of the intervention group. More information about our adaptation of the WMS can be found in the baseline report (NFER, 2019).

The WMS provided the basis for both measuring the pre-post changes in school management across all intervention schools as well as for the selection of our comparative case studies. On the basis of changes in WMS score from baseline and endline, case studies were selected to further explore the two schools who underwent above average improvement in school management, and the two schools who experienced below average change.

3.3 Adaptations to the Evaluation Design

At baseline, we focused on interrogating the I&I ToC, and examined the context in which the project is situated. We collected baseline WMS scores and analysed the pre-intervention statistics for the quality of leadership and management in intervention schools.

At endline, we intended to collect WMS scores upon the final conclusion of the intervention (the final school inspection), in order to track the progress of intervention schools, to draw conclusions about the effectiveness, impact and value for money of the I&I pilot, and to generate learning to support any future scaling of the pilot. However, in light of the outbreak of COVID-19 and related school closures in Uganda, we had to consider a number of adaptations to our evaluation design. These included:

- **Changes to the I&I project timelines:** The implementation of the pilot was disrupted due to school closures. As a result, endline data collection for the I&I pilot evaluation delayed. Furthermore, the final school inspection would not be implemented within the evaluation timelines and therefore the endline of the WMS does not necessarily reflect the conclusion of intervention activities, and therefore the intervention’s ‘dosage’. However, we focus instead on generating learnings that can be applied to further project scale up.
- **Changes to outcome measurement:** The original purpose of the WMS measures was to provide a means to understand if the project had impact and to identify comparative case studies for further qualitative investigation. The disruption in implementation limits the extent to which we can directly attribute changes between pre-post WMS scores to the I&I pilot. Instead, the evaluation explores whether I&I contributed to any observed changes in the quality of school management and leadership in intervention schools.

3.4 Data Collection and Sampling

We used a mixed-methods data collection design, sequencing quantitative data collection with qualitative data collection. Our quantitative methods, used at both baseline and endline, are outlined in Table 3 while our qualitative methods, used at endline only, are outlined in Table 4.

Table 3. Quantitative data collection methods, used at both baseline and endline

Tool	Description	Purpose
Basic school survey	15 minute telephone survey	To understand school context, school uptake of pilot activities, effectiveness of the pilot, and impact of COVID-19
Adapted World Management Survey (WMS)	Structured 60 minute telephone survey with 12 questions covering five management areas	To ascertain the quality of school leadership and changes over time

Table 4. Qualitative data collection methods, used only at endline

Tool	Description	Purpose
Case study interviews	60-90 minute structured interview with open-ended questions	To explore the pilot’s implementation, impact and perceived utility, enablers and barriers to success
Key stakeholder interviews	60 minute structured interview open-ended questions	To explore pilot’s implementation and impact, enablers and barriers to success, value for money and scalability considerations

The evaluation’s data collection tools (WMS and basic school survey, case study and stakeholders’ interview guides) can be found in Appendix D. Baseline data collection took place in February and March 2019. Endline data collection took place in February and March 2021. All ten government secondary schools selected by PEAS and DES to participate in the pilot responded to the basic school survey and the WMS at baseline and endline. Case studies were undertaken in four schools. The criteria for selection of these schools include:

- **Change of WMS scores from baseline to endline:** two schools whose changes in WMS scores were greater than average and two schools whose changes in WMS were less than the average.
- **Availability of the school:** as fieldwork was carried out during Term 3 and the exam period, four head teachers opted out of data collection.
- **Input from PEAS:** when two or more schools met all the same criteria, we consulted with PEAS in order to select schools which were believed to garner strong insights and learnings of the pilot’s implementation in those schools.

In each case study school, we conducted five interviews. In order to represent a range of perspectives on school management, we selected from amongst the following participants for interview:

- **School leader:** The Head Teacher or in their absence, the Deputy Head Teacher
- **School Staff:** Two teachers, including men and women and different levels of experience. If possible teachers with leadership and management responsibilities.
- **School Management Stakeholders:** Two representatives of the Board of Governors (BoG), including men and women, subject to availability at the day of the interviews.

The complete sample achieved can be found in Table 5 below and the full list of survey respondents and interviewees can be found in Appendix C.

Table 5. Achieved sample

	Number of respondents	Respondents' profile
Basic school survey and WMS	10	Seven Head Teachers, two Deputy Head Teachers and one Director of Studies (DoS) 70 percent male and 30 percent female
Case study interviews Group 1	10	Six respondents with leadership and management responsibilities (Deputy HT, DoS, assistant DoS, school bursar), three members of the BoG and one Head of Department 70 percent male and 30 percent female
Case study interviews Group 2	10	Three respondents with leadership and management responsibilities (Head Teacher and Deputy HT), two members of the BoG, three Heads of Department and two teachers 60 percent male and 40 percent female
Key stakeholder interviews	7	Four interviews conducted with PEAS: three staff members and one peer school leader mentor. Two female and two male. Three interviews conducted with DES: Two national-level and one district-level official. Two female and one male.

3.5 Research Limitations

We note the following limitations to this evaluation:

- **Lack of control group:** due to practical considerations around sampling and costs, PEAS and NFER chose to forego the use of a comparison group. To address the challenge that this imposes around causal attribution we chose a comparative case study approach. This approach allows to compare the impact of the intervention across treatment schools with different contexts.

- **COVID-19 repercussions to WMS as an outcome measure:** To try to reflect the changes that would have resulted from the I&I pilot rather than the school closures resulting from COVID-19, we asked school leaders to reflect upon the status of school management practices *prior* to the outbreak of COVID-19. Therefore, changes to WMS scores may represent changes to management approaches or include an element of recall bias resulting from recalling events a year prior. Although WMS scores changed from baseline to endline, we found little correlation between the two measurements. For these reasons, the absolute WMS scores should be treated with caution as they reflect the aggregate state of management practices in schools at two points in time, rather than changes that can be directly attributed to the I&I pilot. Nevertheless, we triangulated WMS data with qualitative findings from case study and stakeholder interviews in order to draw conclusions on changes to management practices and to elucidate the links between I&I and the observed changes in WMS scores.
- **High rates of turnover in the head teacher position:** We encountered a high rate of turnover amongst our respondent population of head teachers. As a result, some respondents did not have sufficient information about the I&I pilot, as they had only been in post for less than two years at the time of endline data collection. This affected the data quality as head teachers could only share perspectives based on their limited participation in the pilot. In order to mitigate against this, the evaluation team, in collaboration with PEAS, instead identified deputy head teachers who had been in post through the duration of the pilot.
- **Change in data collection team:** Due to the extended time period between baseline and endline data collection, we employed a different group enumerators for data collection at endline. This has the potential to introduce a different bias in the way in which the WMS is scored at endline. However, in order to mitigate the risk of bias, we conducted rigorous training at endline and introduced a quality assurance process to further validate WMS scores. This included rescoring a random selection of WMS scores from both baseline and endline, using audio recordings and transcripts. We found only minor discrepancies in the WMS sub-areas selected for the spot check, and therefore felt that this limitation has been sufficiently mitigated.

4 Findings

This section presents a summary of the results and analysis from the endline evaluation. The analysis comprises of and triangulates information from the survey, case study and key stakeholder interviews. The section outlines results from the WMS (Section 4.1), the impact of the pilot in school leadership and management and the mechanisms through which change happened (Section 4.2), the enablers and barriers to improvement in school leadership and management (Section 4.3), the impact of the pilot on other areas of school operations (Section 4.4 and finally, the perceived value of I&I for its stakeholders (Section 4.5).

4.1 What impact did the I&I pilot have on school leadership and management practice?

4.1.1 What can the WMS tell us about leadership and management in pilot schools?

This section presents the findings from the WMS conducted in all ten pilot schools before and after they received the support from I&I. Data collection took place in February/March 2019 (baseline) and February 2021 (endline), the latter reflecting on management practices before COVID-19 related school closures. The adapted WMS allowed us to assess school management in five areas and 12 sub-areas (See Table 6).

Table 6. Description of adapted WMS areas

Area	Sub-area	Description
Operations	1. Standardisation of instructional processes	Tests how well materials and practices are standardised and aligned in order move students through learning pathways over time
	2. Personalisation of instruction and learning	Tests for flexibility in teaching methods and student involvement ensuring all individuals can master the learning objectives
	3. Data-driven planning	Tests if the school uses assessment data to verify learning outcomes at critical stages, making data easily available and adapting student strategies accordingly
	4. Adopting education best practices	Tests if the school incorporates teaching best practices and how these resources into the classroom
Monitoring	5. Continuous improvement	Tests if school has processes for continuous improvement and staff attitudes towards change
	6. Performance tracking, review and dialogue	Tests if school performance is measured, reviewed, discussed and followed up with teachers with the right frequency and quality

Target-setting	7. Balance of targets/metrics	Tests if the school has meaningful and well-planned targets -at the school, teacher and student level- linked to student outcomes
	8. Target Stretch	Tests if school sets targets with the appropriate level of difficulty to achieve
	9. Budgeting	Tests if the school has processes for planning, monitoring and adjusting their budgets
Leadership	10. Leadership vision	Tests if school leaders have an understanding of the broader set of challenges that the school, system and key actors face and the right mind-set to address them
	11. Clearly defined accountability for school leaders	Tests if school leaders are accountable for delivery of student outcomes
People management	12. People management	Tests if school identifies and targets teaching needs and capacity gaps, how they find, motivate and retain the right teachers, and how they handle bad performance

Enumerators provided scores from 1 to 5 based on the head teacher’s responses around practices in each sub-area. In general a score of 1 can be interpreted as ‘practically no structured management practices implemented’ and a score of 5 represents ‘well-defined strong practices in place which can be seen as best practice’. The specific scoring criteria for each sub-area can be found in the WMS rubric in Appendix E.

At endline, the strongest management practices demonstrated in pilot schools were related to the areas of monitoring and people management

At endline, monitoring and people management were the two areas where pilot schools had more established management practices before COVID-19 induced school closures, both with an average WMS score of 3.9 out of 5.

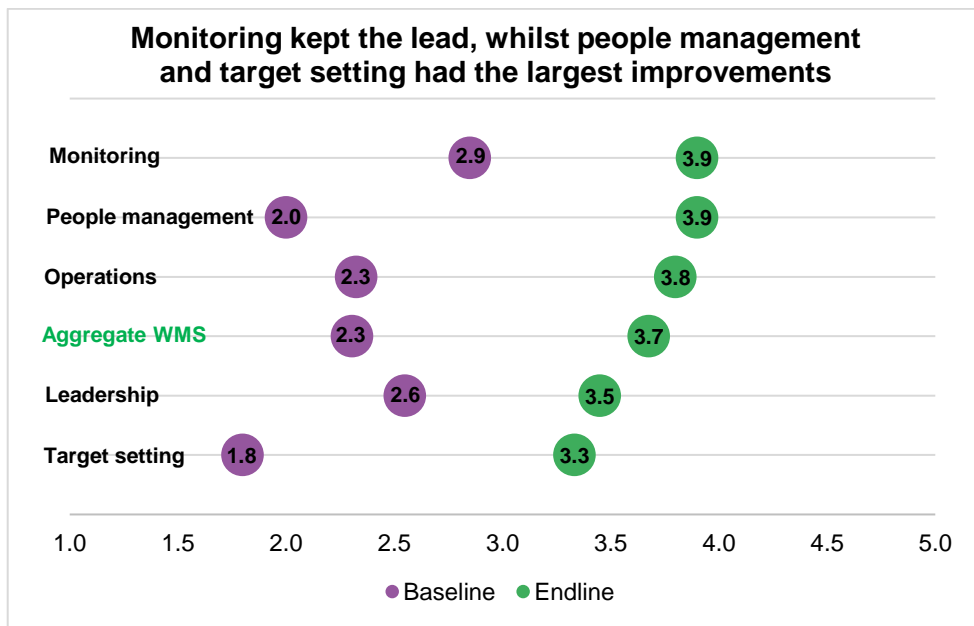
The monitoring area assesses processes to track and disseminate school performance, continuous improvement, mechanisms to learn from problems and staff attitudes towards change. Intervention schools scores ranged between 3 and 5, with one school scoring 3. The people management area comprises of processes to find, recruit, motivate and assess the performance teachers, as well as consequences for bad performance and rewards for good performance. School scores in this area ranged from 2 to 5, with one school scoring 2. This suggests that the majority of pilot schools had formal management processes in these two areas, in some cases consisting of reactive practices and in other cases consisting on a more proactive approach to managing the school.

In terms of sub-areas, pilot schools had the highest average WMS scores in standardisation of instructional processes (4.4), continuous improvement (4.4), budgeting (4.2) and people management (3.9).

Compared with WMS baseline measures, pilot schools had the largest improvements in target setting and people management practices and the least improvement in leadership.

The average WMS score across all schools at endline was 3.7, representing an improvement from the baseline WMS average score of 2.3 (See Figure 2). There was also greater variation in scores across schools at endline since the standard deviation was 0.5 compared with 0.2 at baseline.

Figure 2. Change in average WMS scores in I&I pilot schools



Note: baseline scores correspond to management practices in pilot schools in March 2019, endline scores correspond to management practices in March 2020 (prior to COVID-19 school closures). Endline data was collected in February 2021.

When comparing the performance of schools in each WMS area in before and after I&I, we found the largest improvements in people management and target setting practices. In general, the change in scores suggest that pilot schools went from having some informal (and in some cases unstructured) management practices to more formal practices across all WMS areas.

Although schools demonstrated an improvement in target-setting practices, this continued to be the area with the lowest score. Improvement was mainly driven by enhanced budgeting practices, which was one of the twelve WMS sub-areas with the largest improvement from baseline to endline (going from 7th to 3rd highest score). On the other hand, the sub-areas of balance of targets/metrics and target stretch continued to be the weakest sub-areas at endline. These sub-areas assess whether the school has well-planned targets at the school, teacher and student level and whether they are of the appropriate level of difficulty to achieve. Given the low starting point for these two sub-areas, the modest changes suggest that the process of improvement centred around the need to put in place basic target setting processes that in some cases, were not yet in place – rather than focused on improving existing processes.

The area with the smallest average improvement was leadership, falling from second highest score at baseline to second lowest score at endline. Leadership comprises the process to set and communicate the school vision, the school leaders’ understanding of the vision and the extent to

which the school leader is accountable for school outcomes. The lack of change given the high ranking at baseline suggests that this is both an area in which school leaders demonstrated existing processes (for instance, school visions were already in place at baseline) as well as an area in which school leaders have less autonomy, as improving accountability requires changes to wider education governance structures and processes beyond the school leader’s control.

4.1.2 What did the beneficiaries and stakeholders perceive as the impact of I&I in school leadership and management?

The WMS scores provided a means to identify comparative case studies. We identified two cases with a WMS change below average and two with a WMS change above average to represent differentiated impacts resulting from the I&I pilot. The comparative case study approach allowed us to explore similarities and differences between schools that have moved up or down the ranking of WMS scores from baseline to endline. This in turn allowed us to identify patterns of the perceived impact of the I&I project in different school contexts.

In the following section, we reflect on the WMS scores presented in Section 4.1 and triangulate these findings with data from the basic school survey, case studies and stakeholder interviews. This allows us elucidate not only the link between the I&I pilot and the observed changes in WMS scores, but also how the status of management practices, as measured by the WMS, influences the way that school leaders and school staff perceived the impact of I&I (see Box 2).

I&I helped school leaders understand the scope of their role and develop skills to successfully monitor teaching and learning

One of the main objectives of the I&I project is to stimulate long-term improvement in the quality of leadership and management by supporting school leaders to implement strategies to improve their schools. These strategies respond to the school’s areas for improvement identified in the initial inspection that is carried out by PEAS and DES. A key requisite for achieving this objective is that school leaders assume an active role in tracking the progress made on the improvement objectives, which implies closer supervision of teachers and students and stronger internal monitoring tools and processes. It was widely mentioned across respondents that with the introduction of I&I there has been an observable change in the administrators’ approach and frequency of school and class supervision. One teacher mentioned since the start of I&I, they noticed *‘more seriousness in relation to conducting school activities and demanding better performance’*.

Overall, school staff respondents viewed these changes in supervision and monitoring positively; as one interviewee pointed out:

Before I&I, administrators were not so much into monitoring teachers or having good interaction with them. There was some distance and teachers had a negative attitude towards the administrators. Now the school leader shows teachers the right thing to do, at the right time. Teachers understand that administrators are not here to penalize but to shape so that they come up with good results. (School staff)

Respondents largely agreed that I&I activities helped not only to develop the supervision skills of head teachers but also shed light on the role of teachers in the school’s improvement process. The

direct impact of the pilot on monitoring processes in two levels (administration and teaching) appears to be one of the main catalysts of further changes in case study schools. School leaders enhanced (or in some cases, developed) their internal supervision tools and skills to keep track of attendance and teaching practice in the classroom.

Box 2. The impact of I&I on leadership and management was perceived differently according to how established management practices are in the school

Whilst there was a consensus across all schools on the positive changes in leadership and management, the type of impact perceived differed slightly according to how developed the management practices were in each school. Respondents from schools with lower WMS scores emphasised the impact of I&I on improving foundational administrative processes, such as more lesson observations, regular meetings between administrators and staff, record keeping, and identifying weak areas in the school. Respondents from schools with higher WMS scores (e.g. schools with more established management practices) emphasised changes at a more strategic level, related to planning, target-setting and accountability. This slight distinction in schools’ emphasis when talking about the impact of I&I points to the personalised nature of the support given by the project and how it successfully adjusted to individual school needs.

School leaders were able to improve target setting, which resulted in better resource prioritisation, accountability and transparency

There was consensus amongst respondents that improved transparency and accountability were key changes brought by I&I, particularly with regards to administrators sharing information about school finances to the staff. Furthermore, progress in this dimension was two-way, as more regular teacher appraisals also improved accountability from teachers to school leaders. School leaders felt that improved accountability also ensured teachers and staff were clear on what was expected of them, and allowed head teachers to delegate some responsibilities.

Financial accountability was possible due to school leaders building financial management skills. School leaders reported that I&I helped them to prioritise areas of the budget in order to work towards the objectives set out in the SIP (See Box 1 in Section 2.2). A key part of progress in this area is that school leaders and PEAS work together in setting up a SIP that takes into account the school resources so that its implementation is realistic. As one stakeholder put it:

PEAS taught administrators to make a SIP, having in mind the limited resources that the school has, not going beyond these resources. The SIP enabled them to economise and yet move forward. (School leader)

Better resource allocation was also a result of better target setting. Respondents largely agreed that I&I, and particularly the SIP, helped them set appropriate targets, in line with the identified weaknesses and gaps of the school.

I&I helped school leaders enhance people management skills, improving communication and working relationships between administrators and staff

Some of the dimensions of the people management area in the WMS correspond to highly centralised practices such as recruiting, hiring or firing teachers, in which school leaders have little autonomy, particularly when managing staff on government payroll. In Uganda, a centralised statutory body, the Education Service Commission, is responsible for recruitment, termination, promotion, performance management of teaching and non-teaching staff in secondary schools. Where staffing gaps exist, school leaders collaborate with Parent Teacher Associations (PTAs) to recruit and manage additional personnel. Individual school leaders’ autonomy over people management is limited to this category of school personnel. Nevertheless, I&I helped school leaders develop skills in areas in which they have more autonomy and therefore more room for improvement, such as identifying good and bad performance, keeping teachers motivated, rewarding good performers and dealing with underperformers.

I&I was instrumental in improving a dimension of people management in which communication and working relationships between school leaders and school staff, school leaders and governing bodies (BoG, PTA, SMC), and between teachers and learners. Setting and communicating targets and involving school staff in decision making processes built a sense of ‘team work’ in schools and increased staff morale. As one head teacher put it: *‘I&I brought an unexpected change in the laissez-faire attitudes and mind-set of teachers, which has made the work of the school leader easier.’*

As school leaders learnt how to communicate assertively to teachers and identify weaknesses and opportunities for improvements after classroom observations, teachers changed their perception of inspection and lesson observation from a punitive activity to a more open conversation based on constructive feedback. In some cases, teachers expressed greater interest in being observed as they felt more confident in their improvement of teaching practices based on lesson planning. One head teacher mentioned that:

I&I drew management closer to the teachers. After the inspection we had one-to-one discussions to tell them what they did well and what they needed to improve. Teachers started wanting to be seen. This has made appraisal process easier. (School leader)

The enhanced supervision skills of the school leader combined with an open-door and interactive communication style had a ripple effect on the attitudes and mind-set of teachers, who realised the importance of their job and felt a valued part of the school community, and in turn to students, who perceived the increased commitment and effort that teachers were exerting in the lessons.

Thanks to counselling, teachers understood that focusing in things like absenteeism is a matter of national standards and policies. It is something that happens in other places. It is not something of favouritism or discrimination. (School leader)

Furthermore, I&I has bridged the gap between schools and DES inspectors. One DES stakeholder elaborated on this:

There is a clear follow up process and a chance for the schools to plan with the inspectors. There is harmony in the collaboration. We are no longer seen as auditors. (DES official)

4.2 In what ways did I&I contribute to the changes in school leadership and management?

In this section, we explore the different support mechanisms used by I&I and identify the ways in which respondents perceived the contribution of the pilot to impact explored above.

The SIP emerged as the most effective form of support and became a management tool for school leaders

Pilot schools reported receiving different types of support aimed at advancing school improvement. These included:

- PEAS and DES inspection visits
- SIP development workshop with head teachers
- PEAS inspection team monitoring visits
- PEAS head teacher peer mentoring visits
- support calls from PEAS inspection team and peer head teachers, and
- further head teacher training in some cases

Results from the basic school survey indicate that pilot schools received on average six calls from peer head teachers and six calls from PEAS staff. They also reported on average three visits from peer head teachers and five visits from PEAS staff. All schools received at least one session of head teacher training with the SIP workshop, and three schools reported receiving additional training sessions. Furthermore, regional DES staff also received training support from PEAS during the pilot.

In the basic school survey, we asked school leaders how effective they thought various support mechanisms were in helping them improve leadership and management in the school. The SIP emerged as the most effective strategy, followed by PEAS staff and peer head teacher support.

School leaders reported that they were able to use it as a management tool to track progress against objectives set as a result of initial school inspections and were able to effectively operationalise and action on change strategies. SIPs were regarded as progressive rather than stationary, which in turn increased school leaders' ownership of supervision and monitoring processes at the school.

The SIP also contributed to change the perception that school leaders and teachers had of the inspection process. Prior to the I&I pilot, inspections were considered a one-off external exercise, somewhat disconnected from schools operations. Data from the case study interviews and stakeholder interviews revealed that inspections are now recognised as part of a continuous process that require follow-up and can be organically embedded into the head teachers' management practices. School leaders therefore have come to see inspections not as an end in itself but as the starting point of self-directed monitoring activities in the school.

The SIP was widely linked to better target setting and therefore prioritisation of resources, reconfirming the findings from the internally-conducted midline evaluation report, in which school leaders mentioned that the SIP enabled them to focus on their strategic objectives.

School leaders perceived support and monitoring visits as key to school improvement and believed that schools can benefit from more frequent visits

There was consensus across case study respondents on the importance of regular support visits to follow up on SIP progress and to build a comprehensive picture of the school’s environment, including personal characters, leadership/management styles and ways of communication.

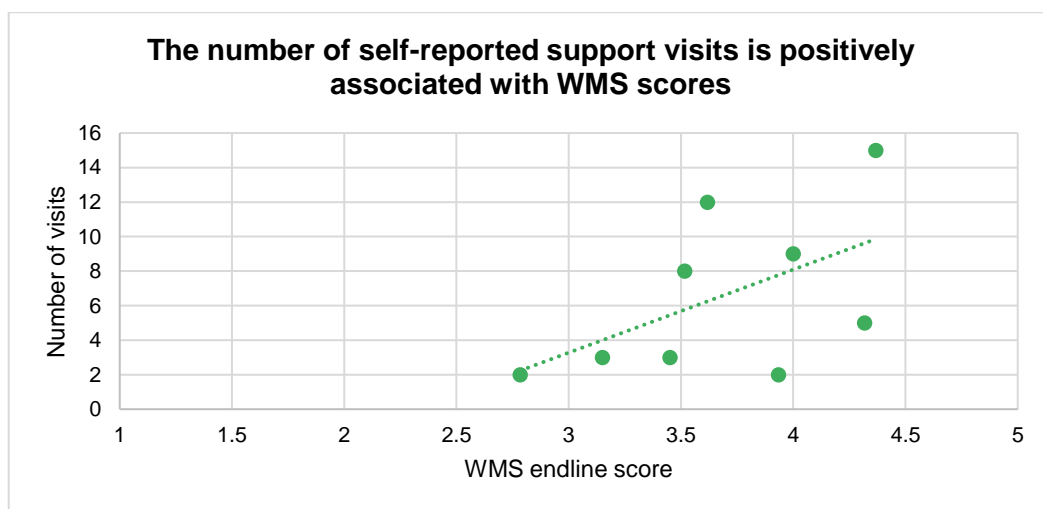
School leaders pointed to the effectiveness of visits in two different ways: while some more highly valued the supervision and monitoring approach by PEAS inspection team, others more highly valued PEAS peer head teacher support as a means to exchange ideas and to ‘learn by example’.

Unsurprisingly, along with the initial inspections which involve DES officials’ per diems, stakeholders confirmed that monitoring visits were a more resource-intensive type of support as they require more planning, human resources and mobilisation costs. Nevertheless, they also recognised that this is the most important activity for schools:

Support and monitoring visits required a lot of time and resources. Because you have to interrogate data and see evidence of improvement and sometimes you have to support and make further recommendations. But this is the most important for the school. This was the missing link of the DES inspections. (PEAS staff)

We found that schools that reported a greater number of visits tended to have higher WMS scores. This positive association (see Figure 3)² supports the qualitative findings from case study and stakeholder interviews about the effectiveness of the follow-up visits in improving leadership and management in schools.

Figure 3. Relationship between support visits and WMS endline score



² The Pearson correlation coefficient is 0.54. The self-reported number of visits is the sum of PEAS staff and peer head teacher support visits.

School leader training was the only support mechanism that received one negative rating in the school survey, and on average was not perceived as effective as other support strategies. For two thirds of schools, there was no additional training other than the SIP workshop, while the need for training in foundational management skills emerged across all schools in the case studies.

4.3 What were the enablers and barriers to improvement in school leadership and management?

This section summarises findings from the case study and stakeholder interviews on the perceived drivers and barriers to change in schools.

Strong working relationships and individual motivation underpin the capacity to adopt change in schools

Strong working relationships were frequently mentioned by the majority of case study respondents as a key driver of change not only within the school, but also with external stakeholders such as governing bodies (BoG, PTA and district officers), parents and the surrounding community. School leaders acknowledged the importance of key stakeholders to engage with school matters and demand better school performance. Case study schools with higher WMS scores reported higher levels of collaboration with BoG, PTA and parents. One respondent associated the state of working relationships with the school’s capacity to adopt change:

Some school leaders are involved with small struggles with the BoG, PTA or teaching staff. If they feel they are well settled in the school, they can focus on realising change. (PEAS staff)

School leaders’ and teachers’ individual motivation and willingness to change emerged as a key enabler of change, as well as transparent and open leadership styles. This point was supported by responses from schools with lower WMS scores which identified leadership styles that bring divisions and abuse of power as a barrier to improvements, and reported more challenges with staff resistance to change and negative attitudes.

Government schools trust the image of PEAS and DES as capacity builders and management experts

Results from key stakeholder interviews revealed that the credibility of the I&I partnership facilitated change. Stakeholders reported that the willingness to adopt changes in leadership and management practice can be partially attributed to head teachers’ recognition of DES as a duty bearer in school improvement. Additionally, respondents indicated that PEAS Uganda schools are perceived as high performing schools among head teachers in pilot schools. The positive perceptions towards PEAS Uganda schools may influence head teachers’ willingness to participate in the pilot activities and in turn drive the changes in individual practice.

Regular head teacher transfers and changes in staff hinders the continuity in leadership and management reform processes

The frequent turnover of head teachers in schools was largely mentioned across interviewees as one of the biggest threats to school improvement, as newly transferred head teachers may differ in terms of interpersonal skills and attitudes, training, experience and leadership style. For example,

within the pilot there was a change in school leader in four out of ten pilot schools in the duration of the pilot.

Interviewees also identified changes in school staff as another barrier. One respondent mentioned that government teachers are transferred but not replaced, leading to a shortage of trained teachers in the school. In one pilot school, this has become a pressing issue that required the head teacher and BoG to develop a policy that defined a minimum service period of five years as a precondition before government transfer would be considered.

Lack of autonomy over people management and limited engagement with governing bodies emerged as key barriers to improvement

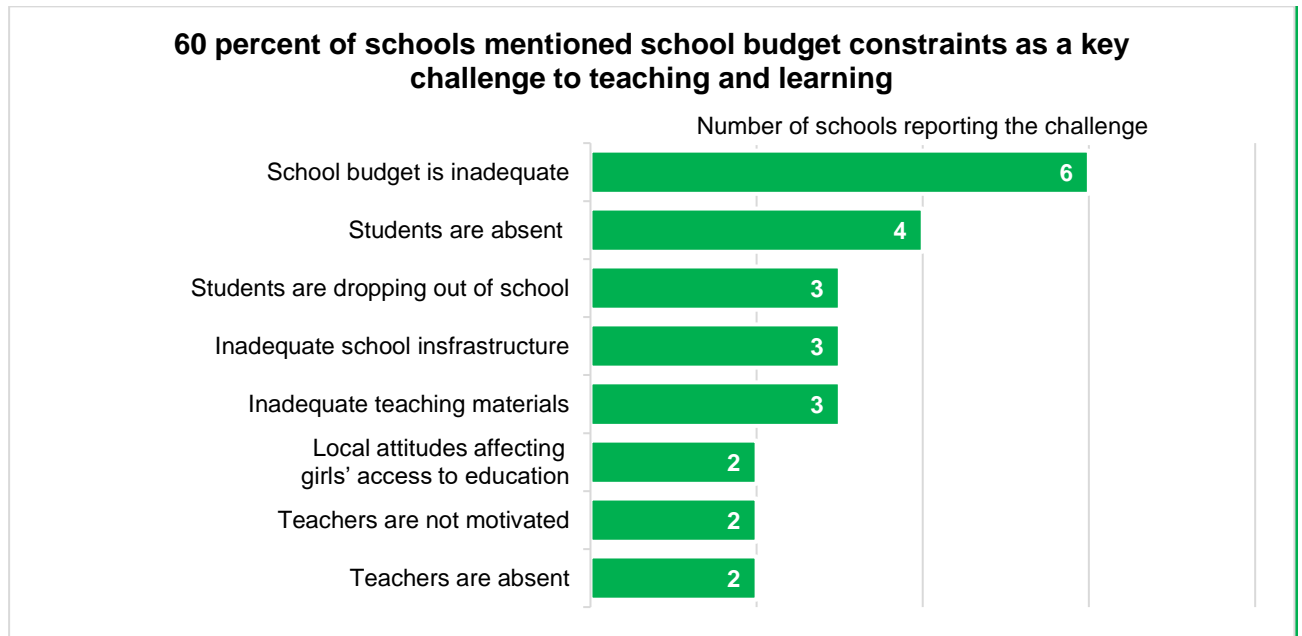
Gaps within the public sector performance management system also emerged as a barrier that inhibits improvement in school leadership and management. Data from the stakeholder and case study interviews highlighted structural issues associated with accountability in the workforce. For instance, head teachers have limited authority or ownership in decision-making related to recruitment, hiring and firing teachers employed by the Teachers' Service Commission. As a consequence, where weak performance cannot be overcome, school leaders are faced with limited formal processes to address this.

As previously mentioned, while strong working relationships acted as an enabler of change in some schools, poor working relationships and communication across governance structures were mentioned in schools with lower WMS as a barrier to improvement. Interviewees alluded particularly to mutual mistrust, lack of transparency, and disengagement of BoG and PTA members and parents. Generally, BoGs and PTAs varied widely in terms of how active they were; some did not necessarily meet during school closure and in some cases, BoG mandates had expired.

Key challenges to teaching and learning changed from baseline to endline, mainly due to the effect of COVID-19 induced disruptions

We asked head teachers at baseline and endline what were the key challenges to *teaching and learning* faced by the school. Figure 4 shows the challenges that were reported by more than one school at endline, which allude to the period since schools reopened (October 2020) until data collection in February 2021. The top three in order of prevalence are: 'school budget is inadequate', 'students are absent' and 'students are dropping out of school'.

Figure 4. Key challenges to teaching and learning reported by pilot schools at endline



In the basic school survey, 60 percent of pilot schools mentioned budget constraints as a key challenge, which was also widely mentioned across the case studies interviews. Three main reasons for funding shortfalls emerged in the case studies. Firstly, parents whose income has been affected by COVID-19 were unable to pay school fees. Secondly, as enrolment fell in schools³, per-pupil USE transfers also decreased. And lastly, reduced income was accompanied by an increase in operational costs due to public health compliance requirements.

These findings are validated by the notable change in results from the schools survey at baseline and at endline. At baseline, only one in ten schools reported school level funding shortfall, compared to six in ten schools at endline.

A key consequence of this is exemplified in schools' reported difficulties in paying salaries for teachers who were not employed by the government. This category of teachers, recruited to cover critical gaps in public service staffing at school level, were compelled to take pay cuts during the crisis. Respondents from case studies and stakeholder interviews attributed the decline in teacher morale and motivation to these changes in working conditions. Interviewees also mentioned that insufficient financial resources undermined SIP implementation and school infrastructure development.

Although local attitudes affecting girls' access to education was reported as a challenge by only two schools in the survey, it was largely mentioned in case study interviews that girls have been affected more than boys by COVID-19, as some of them have married and/or have become pregnant during school closures. According to data from the survey, in four pilot schools the

³ According to data from the survey, the average school enrolment in pilot schools went from 523 students at baseline (school year 2018) to 327 students post COVID closures (Feb 2021).

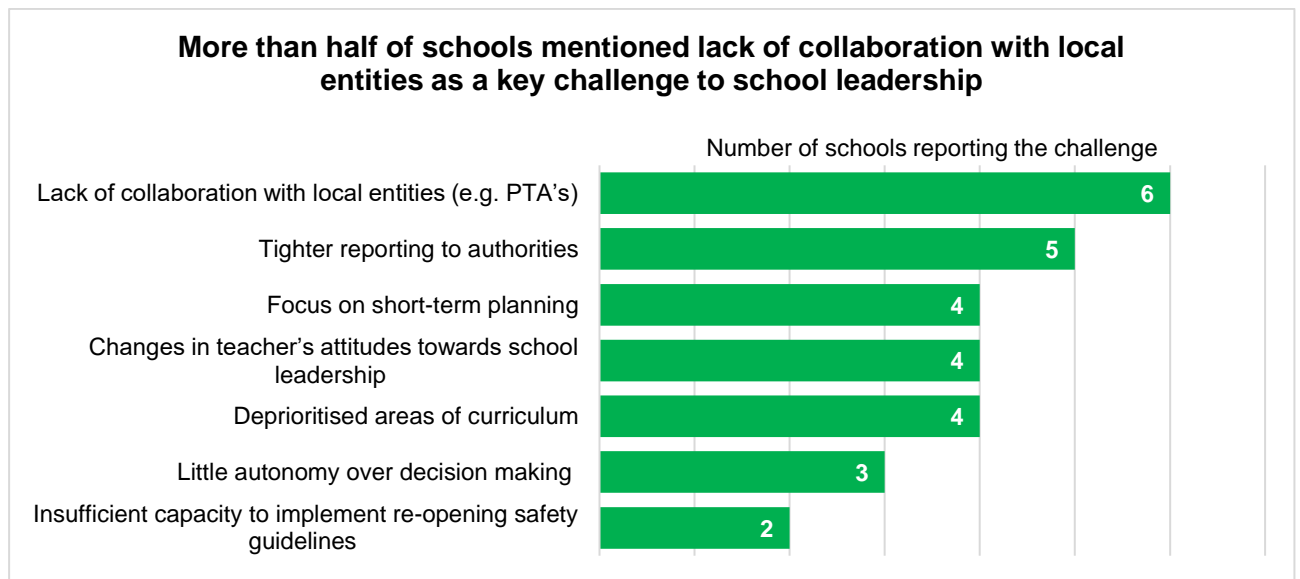
proportion of girls enrolled in February 2021 fell between 10 and 27 percentage points as compared to baseline measures.

COVID-19 pandemic containment measures accentuated existing challenges to school leadership and management and threatened progress in schools

There was consensus amongst interviewees that the prolonged school closure had a significant impact on core areas of school leadership and management. Schools deferred implementation activities on their SIPs, while PEAS Uganda substituted provision of monitoring support visits with follow up phone calls until the partial reopening of schools commenced. The case studies showed that schools with smaller improvements in WMS scores reported more examples of financial constraints than schools with larger change in WMS scores.

We asked in the survey what challenges to school leadership and management have emerged or were made worse by COVID-19 disruptions. Figure 5 presents a summary of challenges reported by more than one school.

Figure 5. Self-reported challenges to school leadership created or accentuated by COVID-19 disruptions



Lack of collaboration with local entities was the top challenge reported by 60 percent of schools. This was corroborated in the case studies where interviewees largely mentioned lack of commitment and disengagement of the BoG and PTA as a barrier to school improvement. Half of the schools reported tighter reporting to authorities as a challenge brought by COVID-19. Although this did not come up explicitly in interviews, school leaders did mention the difficulty in complying with the government Standard Operating Procedures (SOPs) instituted by Uganda Ministry of Health for school reopening.

Additionally, interviewees reported deterioration in student wellbeing, evidenced by increased absenteeism and psychological distress. Respondents highlighted examples of students not

reporting as required, missing substantial periods of the school term and teachers' fears of contracting COVID-19. Some interviewees mentioned that one of the causes of student absenteeism and lack of motivation was the interruption of co-curricular activities to comply with reopening safety guidelines, particularly sports and outdoors activities.

COVID-19 disruptions presented challenges to keep school leaders engaged with I&I activities

Some of the school leaders mentioned that they received calls from PEAS during closures to advise and check progress with the SOPs and to 'give them encouragement'. Additionally, the frequency of vital stakeholder engagements such as BoG meetings was reported to have reduced significantly during this period. A project staff member elaborated on the challenges of sustaining school leaders' engagement during the period of extended school closure, mentioning that:

Some head teachers switched their phones off, they went off track. PEAS tried to call them but they were on holiday. (PEAS staff)

Forty percent of head teachers in pilot schools indicated that the skills developed with I&I moderately helped them to mitigate the impact of COVID-19, while 60 percent felt they 'somewhat' or 'not at all' acquired the management skills to handle this situation. One school leader recognised that the I&I emphasis on involving governing bodies, parents and community in the school was instrumental to help with the challenges of COVID-19. They mentioned that:

When COVID came, PEAS encouraged them to call the parents and ask them which type of school they wanted. The head teacher was also able to ask them to make contributions towards the purchase of the items that were used for SOPs. (School leader)

Project staff cited having a functional SIP as a key preparedness strategy that enabled pilot schools to mitigate the impact of disruptions. One PEAS staff member observed:

Having a SIP in place helped them to know where they are, pick them up. There was structure in place to manage the transition during school reopening. (PEAS staff)

4.4 What other areas of the school's operations did the I&I pilot affect?

This section presents findings from the survey and the reflections from interviews on what school leaders, school staff and stakeholders perceived as the extended impact of I&I on other areas of school beyond leadership and management.

School leaders perceived that improvements in leadership and management, as a result of I&I, have positively affected other areas of schools' operations

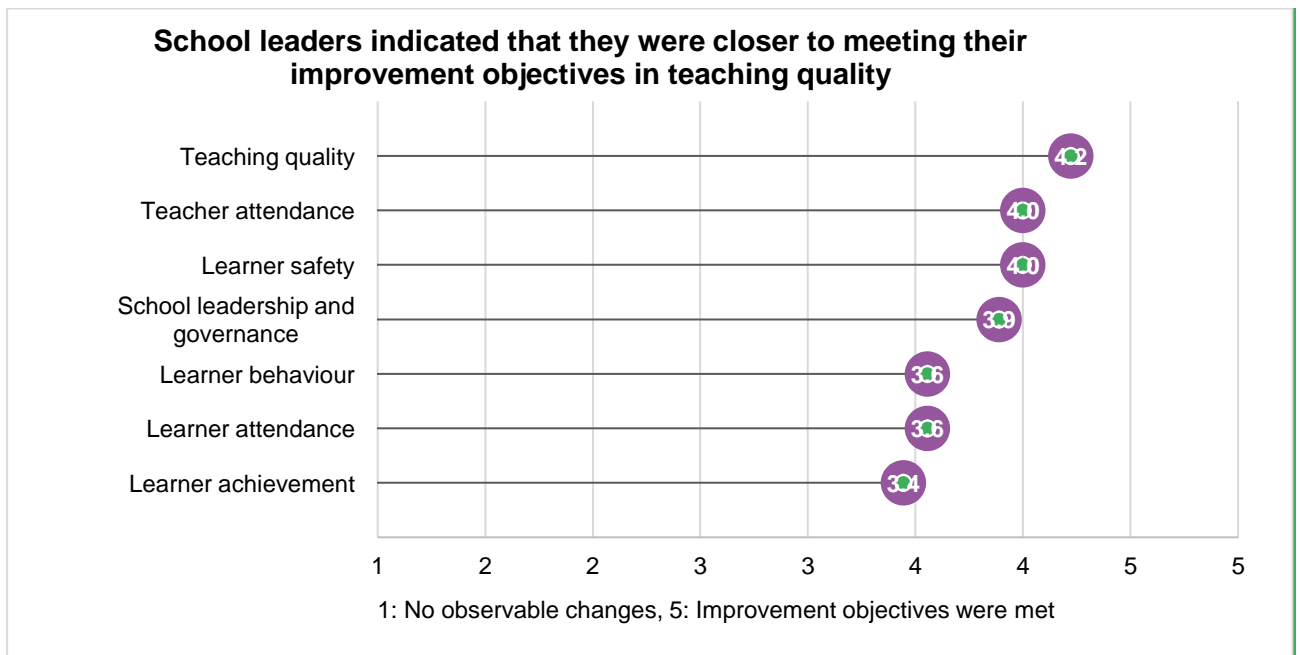
Evidence from case studies suggest that the improvements in *leadership and management* have facilitated change in other areas of the school, including quality of teaching and learning. Most of these improvements derived from the impact outlined in Section 4.2, related to enhanced supervision, planning and communication. One respondent in the case study interviews mentioned:

Changes in school leadership and management practice have contributed to other changes because it has helped bridge the communication gap between the school staff and admin. (School leader)

Overall, schools that reported higher improvements in other areas of school operations also had higher baseline WMS scores. This suggests that the starting point of schools in terms of management practices is associated with their improvement path in other areas of the school.

In the absence of final I&I inspections due to school closures, we asked school leaders to score the extent of the changes observed in seven areas of school operations before school closures on a scale from 1 to 5, where 1 meant ‘no observable changes’ and 5 ‘improvement objectives were met’. These areas are the same as those assessed in the DES inspection tool and in turn inform the SIPs: teacher attendance, learner attendance, learner achievement, teaching quality, learner behaviour, learner safety, and school leadership and governance. Figure 6 presents a summary of self-reported scores of the progress in other areas of school operations.

Figure 6. Self-reported progress in other areas of school operations, as outlined in DES inspection tool and the SIP



Results show that all schools perceived positive changes in all areas of the SIP. Specifically, improvements in teaching quality and teaching attendance emerged as the most frequently mentioned observed change across all data sources while the lowest reported improvement was on learner achievement.

As these are self-reported changes, they are influenced by individual staff and school contexts. Although all case study schools recognised the impact of I&I beyond school leadership and management, we found that school leaders and staff noticed and valued different types of changes to differing degrees, according to how well established their management practices were. Schools with lower WMS scores tended to focus their responses about the drivers of I&I value on back-end aspects such as ways of working and lines of accountability in the school, relationships with administrators, decision making and problem solving processes. On the other hand, responses from schools with higher WMS were more focused around front-end impact, for example teacher

motivation, lesson planning, teaching practices, non-corporal disciplinary methods, and better communication between teachers and students.

Pilot schools reported improvements in teaching quality including pedagogy, curriculum planning and coverage

Respondents reported noticeable improvements in the quality of pedagogical practice, lesson preparation, development of schemes of work and syllabus coverage. This includes adoption of interactive approaches and completion of syllabus. Respondents attributed these changes to increased supervision support by school leaders. As teachers were monitored more frequently and received timely feedback, they realised the importance of planning lessons, covering the syllabus and delivering quality teaching in general. Teachers also reported changes in their peers’ attitude towards classroom observation:

Now teachers are positive about classroom observation, they don’t run away. Now teachers come prepared and even ask the administration to come and observe their lessons. (School staff)

There was consensus amongst respondents that I&I contributed to improving relationships between teachers and students. In terms of pedagogy, some teachers pivoted to more participatory and practical learning, by planning and using teaching materials, and asking students questions to check their understanding. Respondents from multiple schools illustrated this point:

Before the inspection, lessons were focused on theory, now teachers tried to make them more practical. We even had student trips in geography and agriculture. (School staff)

Now we have schemes of work, lesson plans, record of syllabus coverage, and effective use of the library. Teachers are now in a position to ask learners to use the library materials in order to get the content that is required. (School staff)

School leaders observed that student attendance and teacher presence in school and in class improved as a result of enhanced internal monitoring

Increased teacher attendance and student attendance emerged as the second most observed change according to results from the basic school survey. Case study interviewees attributed these changes to increased monitoring support processes introduced by school leaders in the I&I pilot. Evidence from case studies indicate that school leaders institutionalised the use of monitoring tools to document teacher attendance and punctuality for curriculum activities. One respondent mentioned:

The teachers became committed in their work, serious and active [...] They start class on time and teach the correct subject at the correct time. According to the monitoring forms, the lesson attendance by teachers went up to 75 percent from around 20 percent. (School management stakeholder)

In addition to the monitoring tools, school leaders adopted what is described as ‘learning walks’, as one school leader elaborated on:

One thing that we have learnt from the I&I project is that school administration is done best from outside (school facilities), but not sitting in office. (School leader)

The basic school survey⁴ and internally-conducted midline evaluation findings suggest there was an upward trend in school enrolment in I&I pilot schools before COVID-19 closures. School leaders from two case study schools mentioned that the I&I strategies to increase parental involvement contributed to this change in enrolment, since parents became more interested and motivated about school matters. In one case, motivated by the improvements evidenced in the schools, some parents advertised the school in their communities.

Pilot schools adopted more strategies to enhance learner safety and well-being

I&I pilot schools also reported increased investment and attention to core areas of learner safety within their SIPs. Respondents attributed these changes to improvements in prioritisation and target setting among school leaders. Schools prioritised different issues in the spectrum of learner safety according to their context (see Box 3), for example, some schools focused on reducing the use of physical punishment, while others focused on the enhancement of school facilities such as construction of school dormitories and fences. One case study respondent stated:

We have learned how to handle a number of issues like the discipline of learners. Formerly we used to do a lot of corporal punishments but since this intervention came, we stopped that. (School staff)

Box 3. Schools’ approach to student safety differed according to their pre-existent infrastructure gaps

While general improvements in learner safety were reported across all schools, the comparative case studies revealed marked differences in specific changes adopted to enhance learner safety. Both schools with larger change in WMS scores mentioned reduced use of physical punishment as a key observable change. In contrast, schools with lower WMS scores focused their responses in physical infrastructure and facilities, particularly dormitories and fencing. This suggest that schools which face greater gaps in infrastructure are more likely to prioritise these issues over corporal punishment.

One of the criteria of learner safety and well-being indicated in DES inspection tool is the provision of midday meals for students. As a result, the provision of school meals was prioritised in SIPs in some of the pilot schools. School leaders were able to mobilise parents to co-finance the school development fund to provide meals, in order to support student attendance. Both school-based and stakeholder respondents attributed increased learner attendance in these schools to successful roll out of the school meals initiative. One respondent mentioned:

During the baseline, 5 percent of children in one school were receiving school meals. After prioritising this in the SIP, this number has gone up to 60 percent. (PEAS staff)

⁴ According to data from the survey, the average school enrolment in pilot schools was 608 students in the school year 2019, compared with 523 students on average in the school year 2018.

4.5 What was the perceived value of I&I?

School leaders and stakeholders both felt that improvements brought about by I&I justified the costs of PEAS-DES joint inspection process

We asked school leaders from all pilot schools whether they felt that the time and money spent in I&I activities was justified by the changes to leadership and management and more broadly to teaching and learning. Responses were overall positive, 70 percent of school leaders felt that the investment was justified by changes in leadership and management and 100 percent of school leaders thought that the investment was justified by improvements in teaching and learning. With the case study interviews, we explored further the perceived added value of I&I in pilot schools. The scope of the perceived value of I&I by school leaders and school staff, presented in sections 4.2 and 4.4, was wide and included enhanced teachers' motivation and attitudes; capacity building for school leaders, teachers and BoG members; improved teacher and student attendance; greater engagement of governing bodies; greater delegation; improved working relationships, amongst others.

We asked PEAS and DES stakeholders about the perceived cost of the I&I inspection approach, as compared with PEAS-only and DES-only alternatives. For this purpose, they recognised two components of the I&I inspection process: inspection visits and school improvement support. Regarding the inspection visits, stakeholders indicated that although PEAS-DES joint inspections were more expensive than PEAS-only inspections, they could have a cost advantage over DES-only inspections. As compared with PEAS-only inspections, DES officials' per diems and limited availability to engage with activities represented higher operational costs and some logistical challenges. According to DES stakeholders, the cost of PEAS-DES joint inspections could be less than DES-only inspections as they had a geographical focus (i.e. involving schools within a catchment area) and engaged locally-based district inspectors and associate assessors. DES also reported that the joint inspection visits were more cost-effective since the PEAS and DES team were able to maximise their time by observing more lessons and covering more areas in the school visit, and it also allowed them to prepare the inspections report on site, which avoided delays in implementation.

There was consensus amongst stakeholders that the key comparative advantage of the PEAS-DES joint inspection process, as compared to government inspections, is the focus on school improvement, as one interviewee pointed it out:

I&I added value to the missing link in DES inspection practice from the time of inspection to putting into practice; translating inspection and results to improve performance. I think that is an area which we can leverage on, we need to document it better so that it can be replicated, so that in the new role out of the project that should come out very clearly. (DES official)

The school support component of the I&I approach would contribute to increasing costs as compared to the government inspections, as it involves further school visits by the inspection team and PEAS peer head teachers. In this regard, PEAS and DES have made efforts to find cost-effective solutions such as monitoring progress and providing support through phone calls and WhatsApp groups. Although in general I&I support mechanisms were well received by schools,

phone calls were not frequently mentioned in the case study interviews, suggesting that efforts are needed to ensure that schools can benefit effectively from other types of remote follow-up.

PEAS and DES stakeholders largely agreed that the I&I inspection process demonstrated value for money and that the benefits of the joint approach outweighed the costs, which are seen as investments aiming at strengthening the MoES approach to inspections and, ultimately, long-term school improvement. The I&I pilot provided useful and timely feedback on how to improve the newly developed DES inspection tool (developed in 2019) and harmonised it with the improvement process. Both PEAS and DES benefited from bilateral capacity building as a result of training and hands-on experience in conducting joint inspections. By working alongside DES, PEAS gained school and wider national stakeholder buy-in, availed the expertise from government inspection process, and better understood policy priorities and needs with regards to school improvement. For DES, value for money was driven by the introduction of improvement plans, which closed an existing gap in DES inspection cycle that currently ends with handing out the inspection recommendations to schools. DES reported that one disadvantage to joint inspections might be that government schools would perceive an advantage held by PEAS schools, causing feelings of inequality or a negative reaction to PEAS involvement in school improvement. On this point, some school leaders suggested creating networks of knowledge-and-practice sharing with neighbouring government schools, which could also leverage the cost-effectiveness of geographic proximity.

5 Conclusions

The aim of the evaluation was to support the I&I project to better understand what approaches can improve school quality, and how, if effective, these could be rolled out by MoES at a larger or national scale. Our conclusions summarise our findings, firstly on the effectiveness of the I&I pilot in improving the quality of leadership and management and the reasons why we believe the programme was effective. We then identify further observations from the experience of the pilot to generate lessons learned for further possible scaling of the project.

5.1 Was I&I successful in improving the quality of leadership and management and why?

To understand whether the I&I pilot contains merit for further scaling, we first consider whether the pilot has generated sufficient evidence of its effectiveness and impact and an understanding of the mechanisms (the project activities and means to trigger change) by which the intervention produces change.

There is strong evidence that I&I was successful in improving the quality of leadership and management in all 10 participating schools across all areas of management as defined by the WMS

Findings from the WMS indicate that, at endline, schools demonstrated strengths in monitoring and people management practices. Furthermore, looking from baseline to endline, WMS scores demonstrate that schools experienced the greatest improvements in the areas of target setting and people management.

These findings were further reaffirmed through our case study research, which found that improvements to financial management and accountability improved school leaders' ability to set targets for budgets. School leaders also improved the means by which they communicated with school staff.

Examining changes to people management, case study respondents reported positive improvements in the ways in which school leaders were able to manage school staff by playing a more active role in supervising teachers and students and improving internal monitoring tools and processes. School leaders played a greater role in driving school improvement processes in terms of setting and tracking progress against improvement objectives. School leaders also improved their communication and working relationships with school staff. This supported their ability to provide guidance and direction for improved practices – for example in the use of classroom observations as a tool to support improvements in teaching practices. Improvements in communications also supported stronger relationships between school leaders and BoGs, as well as with DES inspectors.

There is also emerging evidence that improvements to school management have led to improvements to student and teacher attendance, teaching practices, and student safety and well-being

Our evaluation did not seek to measure changes beyond the project's intended outcome of improved school management. Each of these areas of impact are observed in the school

inspection tool and therefore for many schools, are the area of focus for SIPs. Final school inspections to examine observed changes to these impact areas were unable to be carried out as a result of the outbreak of COVID-19 and related school closures.

However, at the school level, evaluation respondents reported perceived further changes in their schools as a result of the participation in I&I. These impacts include changes to teacher motivation, which respondents attributed to the stronger supervision and relationships between school leaders and teachers. Respondents across multiple pilot schools reported observing changes to teaching practice, including to lesson preparation and the development of schemes of work and syllabus coverage and in the quality of pedagogical practice. Respondents also further reported higher attendance rates for both teachers and students, as a result of stronger monitoring practices. Finally, respondents reported important improvements to learner safety, including a greater focus on improving school facilities (such as dormitories and fences) and reducing the use of corporal punishment.

Evaluation respondents identified SIPs and school visits as the two most effective mechanisms from I&I to support improved school management

When asked to reflect upon which activities of the I&I pilot were the most effective in supporting changes to school management, the SIP and school visits were rated the most strongly.

Respondents reported that they found SIPs to be an effective management tool that allowed them to track progress over time. SIPs allowed school leaders to identify relevant challenges at the individual school level and to develop a personalised improvement plan tailored to the needs of their schools. The use of SIPs also encouraged a change in how perceptions of assessments (such as observations and inspections) changed from being viewed as a one-off punitive measure, towards a process to support continuous improvement.

School visits from PEAS staff and peer mentors from PEAS schools also provided individualised attention and supervision from PEAS support staff, as well as the opportunity to ‘learn by example’ from peers.

5.2 What can we learn from the I&I pilot on the potential for scale?

Having examined and validated the effectiveness of the I&I pilot and the mechanisms for impact in the previous section, this section examines the lessons learned from the I&I pilot on the conditions and potential for scale. In addition to effectiveness, we consider three further criteria for scale:

- relevance (alignment with needs and fit with culture and context)
- implementation quality (implementation fidelity and adaptation, delivery capacity, and dosage required for effectiveness)
- implementation feasibility (including cost and value)

In this section, reflecting upon our findings, we share some of the lessons from the I&I pilot that may be important to consider in the scale-up phase of the I&I project.

5.2.1 Relevance

Engaging school leaders from the start -and with the collaboration of other school stakeholders- ensures that SIPs and I&I support are relevant to school needs.

All respondents in the basic school survey agreed that I&I strategies were aligned to the needs of the school (60 percent ‘*completely aligned*’ and 40 percent ‘*moderately aligned*’). SIPs were carefully tailored to the needs of individual schools through collaboration with school leaders, which helped bridge the gap between school inspections as accountability measures to national education governance and inspections as part of the improvement process. The I&I approach was also most successful when it involved cooperation amongst school leaders and governing bodies and school staff in order to further tailor the improvement process.

Culture and mind set are important factors that require shifting before increased school management capacities can result in school improvements

Respondents mentioned ‘mind set’, or positive views and attitudes towards improvement, as an important factor for the pilot’s success. Several school leaders indicated that they were not accustomed to providing feedback on the inspections and therefore improvement process. Where school leaders held amenable mind sets or where I&I was successful in shifting their mind set towards one of ‘improvement’, schools were able to enact wider management improvements.

This shift is additionally important in creating buy-in and greater sense of ‘team work’ from across school staff and management, which was further supported when teachers and BoG members were more involved in decision-making processes. I&I was able to have an indirect effect on parents as they are encouraged to participate in school activities and feel more motivated when they observe improvements in the school. Nevertheless, there is still work to do on strengthening community engagement and sensitising the community about the benefits of education.

I&I is a timely intervention that falls within articulated government priorities for education reform

School leaders and project stakeholders were also positive about the timely alignment of interventions with the priorities of schools and of the education system in Uganda. The majority of key stakeholders reported that the PEAS approach to inspections and school improvement addresses key needs of the MoES, as articulated in the Uganda National ESSP. Furthermore, the implementation of I&I in government schools coincided with the initiation of MoES-led efforts to revise DES’ existing school inspection approach. This reaffirms the relevance of the I&I model with the strategic direction of government of Uganda, as it put emphasis on school improvement and the subsequent monitoring that goes beyond the inspection visit. A key project stakeholder elaborated on the existing gap within the existing school inspection approach:

It doesn't make sense to report that 50 percent teachers are not attending to lessons regularly, and come back next year and measure the same. [It's] better to use some of the resources to support schools to take on improvement strategies. (Project stakeholder)

Multi-stakeholder engagement, at both the school level and at the national level, will continue to be an important factor to maintain the relevance of the I&I model. This includes supporting school

leaders to engage with school governing bodies and teachers to ensure wider support and buy-in for improvement. Engagement at national level is required to ensure that school management continues to be a policy priority to support improved learning outcomes.

5.2.2 Implementation Quality

The partnership between PEAS and DES in co-creating and implementing the I&I model was crucial to the pilot's successful adaptation and implementation of approaches to inspections and improvements in government schools

The I&I pilot appears to have successfully merged PEAS' model of improvement plan with DES's newly developed inspection tool. As part of this process, the pilot was able to contribute feedback to help support the DES inspection tool. One important difference between the PEAS and the DES inspection processes was a greater focus on the PEAS process with working with school leaders to unpack key gaps and their drivers through the SIP, whereas school leaders in government schools were only accustomed to contributing high-level information to the inspection with limited feedback.

During the I&I pilot implementation, PEAS had mechanisms in place to receive feedback from school leaders and incorporate learnings throughout the project cycle. They did this through internal tracking tools and weekly implementation meetings; some of them with the presence of DES officials. The partnership nature of the project that highlights the roles of PEAS and DES as *co-creators* and *co-implementers* is crucial to reinforce the school support network and generate ownership and commitment to the process.

One year was sufficient to observe changes to school leaders' management skills and for school leaders and staff to perceive wider changes within their schools

The results of both the WMS and case studies confirm that within the pilot timeframes, the pilot was successfully able to generate observable changes to both attitudes and mind set, as well as practice, in intervention schools. This was particularly evident in school monitoring practices, such as standardised supervision processes and practices.

Even with the set back of COVID-19 related school closures, there is some evidence that school leaders were able to apply and use learned skills to help address new challenges. Where school leaders were able to improve their financial management capacities, they reported that they were better able to manage and make decisions on prioritisation in school budgets. This allowed school leaders to better address individual school challenges; school leaders further reported that this management skill was particularly important in strengthening schools' resilience against external shocks such as extended school closures.

Although the evaluation was unable to observe or confirm wider impacts to teaching and learning, there was a strong perception by respondents of emerging evidence for these changes. This was at least evident in the greater knowledge of better teaching practices. In some cases, teachers were, for the first time, using a systematic approach to prepare lessons, schemes of work and teaching aids, as well as actively working towards curriculum coverage in all grades. As one teacher put it:

Some of us who are still growing in the profession can say that we appreciate their [PEAS] efforts because it improves our skills and experience. When you continuously tell me to scheme and lesson plan, it builds my own experience in teaching. (School staff)

It is likely that it will take more time for these changes to result in concrete changes to learning outcomes and assessment results, as well as further attention to any barriers that may impede the translation of improved teaching practices to learning outcomes.

High turnover of school leadership and low foundational management capacities are related; these factors challenge the extent to which I&I can support school improvements

An important barrier to the ways in which school leaders were able to engage with the I&I pilot was time in their role and foundational leadership and management skills. As revealed by the basic school survey, 70 percent of school leaders believed that they had the capacities to implement changes as set out by SIPs, while 30 percent only believed that they ‘somewhat had the capacity’. Although the lack of experience or lack of confidence did not impede school leaders, and thus schools, from benefitting from the I&I pilot, it may limit the extent to which they were able to benefit as compared to peers who had more established roles and experience.

While there is no shortcut to increase one’s experience, school leaders focused on developing more foundational skills, processes and infrastructure improvements during the course of the I&I pilot. This is in contrast to school leaders who were able to focus on larger, more strategic changes to relationships with school stakeholders and in accountability and transparency. This indicates that school leaders who may be starting with less experience may require more time in their roles and I&I support to realise the same impact.

5.2.3 Implementation Feasibility

I&I has the potential to impact a wider number of schools through indirect impact to neighbouring schools

An important consideration for scaling is whether the number of participating intervention schools is enough to sustain wider changes. As this phase of I&I was a pilot, the number of intervention schools was limited. However, there is promising evidence that the pilot has the potential to have a wider impact beyond targeted intervention schools.

The first factor is related to evidence of the strong reputation held by PEAS as a credible source of school management expertise. The second factor is the reported interest and willingness of participating school leaders to build on the experience of participating in I&I to help support other neighbouring schools. Although school leaders in government schools did not necessarily believe that they operated in similar contexts or faced similar challenges to PEAS schools, participation in the I&I pilot appears to have provided them with the confidence to share their learnings to schools which face similar challenges. Box 4 below provides further details.

Box 4. Schools involved in the I&I pilot strongly believe that other schools in Uganda could benefit from scaling up the project

We asked school leaders in what ways they think the support provided by I&I can help other schools. Their responses were extremely positive and what they perceive as benefits of replicating the project came from different angles, based on their own experience in the I&I pilot.

Schools with higher WMS scores emphasised on the benefits that the I&I scale-up programme could bring to more schools through a sort of ‘expansion approach’ that provides training for head teachers *and teachers*, and has activities that target and engage other stakeholders such as community, parents, learners, BOG and PTA.

On the other hand, schools with lower WMS scores emphasised on the benefits of scaling up the ‘supervision approach’ to other schools, as more frequent inspections and monitoring visits, and even unannounced spot-checks, create uniformity and motivate school staff to be more consistent in adopting best practices.

Although the costs of the I&I inspection process are presumed to be higher than the costs of a regular inspection visit, the additional cost is justified by the improvements that I&I offers at both the school and systems-level

Project stakeholders and school leaders agreed that the I&I pilot demonstrated value for money. In terms of perceived costs, PEAS and DES stakeholders recognised two components of the I&I inspection process: inspection visits and school improvement support. Although stakeholders reported that joint DES-PEAS inspection visits represented higher operational costs and greater logistical organisation than those of the PEAS model alone, stakeholders agreed that joint inspections offered other benefits. This included the opportunity to provide feedback to improve the new DES tool, as well as bilateral capacity building.

According to DES stakeholders, PEAS-DES joint inspection visits could be cheaper than DES-only inspections since they had a geographical focus and engaged inspectors from the localities in which they were operating. DES also reported that the joint inspection visits were more cost-effective since the PEAS and DES team were able to maximise their time by observing more lessons and covering more areas in the school visit, and it also allowed them to prepare the inspections report on site, which avoided delays in implementation. The school improvement support component, which includes follow-up visits and calls from PEAS inspection team and PEAS peer head teachers, are likely to make the whole inspection process more costly than government inspections. Nevertheless, for DES stakeholders value for money was driven by the introduction of improvement plans, which closed an existing gap in DES inspection process that currently ends with sharing inspection recommendations to schools.

6 Recommendations

In moving forward, our evaluation findings offer recommendations for the future of the I&I project, which are presented below. The recommendations are divided into implementation and partnership considerations.

6.1 Implementation

- The expectations of school leaders for the types of support offered by I&I require management.** I&I offers a unique opportunity for school leaders to develop key foundational management skills as well as opportunities to build strategic management processes and practices. However, fundamentally school leaders face large budgetary constraints which may only increase as a result of the impact of COVID-19 related school closures. In the future, the I&I project will need to ensure that it articulates, early in the project, the types of support that school leaders will receive and the importance and value-add of professional development. The first-hand accounts and experience of school leaders who participated in the pilot may be useful for this, given their enthusiasm for further I&I scale out.
- Some school leaders would benefit from additional time and training on foundational management skills in order to maximise on their opportunity to learn from their participation in I&I.** There is a differentiated impact of the I&I pilot for some schools, where some schools experienced smaller improvements to their school management practices. One recurring challenge for schools in these circumstances was the limited experience and time in role of school leaders at these schools. These were not barriers to impact per se, but limited the extent of impact. These school leaders would benefit from additional support and capacity building from I&I to address some of these fundamental aspects of management skills in order that they are able to address more strategic aspects of management practice within the lifetime of their participation in I&I. This training or support could be provided by the programme or by bringing in an additional project partner to fill this gap.
- I&I can further its impact by building and nurturing communities of practice as part of professional development for school leaders.** School leaders emphasised the value of peer mentoring (from PEAS school leaders) and individualised support and visits throughout the evaluation. Given the interest from school leaders to further support future peers, there may be an opportunity for I&I to expand its capacity to provide individualised support and visits through communities of practice. Where possible, this should build upon existing structures and professional development networks to ensure greater sustainability of these relationships. I&I may want to also explore other approaches to facilitate the sharing of experiences and knowledge within and amongst participating schools, such as arranging school visits or organising seminars for participants to share their successes and challenges. This can also reduce the dependence on PEAS and DES staff to provide support and mentorship and therefore offer further scalability.

- I&I should continue to supporting school leaders to focus on learner safety and well-being.** Although not always a focus of school management practices, the I&I pilot was successful in supporting school administrators and staff to realise the importance of learner safety and well-being, in particular through the reduction of the use of corporal punishment. Comparatively, this was an area where it was straightforward to instigate change as respondents reported that some school staff had no knowledge about MoES’ policy that prohibits the use of corporal punishment in Uganda, or of alternative disciplinary methods. Given the additional recent experience of school closures and its ancillary effects to student safety and well-being, I&I should continue to promote positive discipline management and other training focus on learner well-being into future support to school leaders and their staff.
- Although not an explicit focus of the evaluation, respondents mentioned that the development of ICT competencies would be a beneficial addition to the professional development of school leaders.** The evaluation did not focus on ICT elements, but when school leaders were asked about what further support they would benefit from, a number of respondents reported an interest in ICT competencies. School leaders reported that digitisation was a growing priority, both at the level of ICT incorporation at the curriculum level, as well as ICT tools to strengthen teacher management practices. I&I may choose to develop and nurture partnerships to help support the development of ICT competencies as part of school leader professional development. This will also support I&I with the introduction of digitised school inspections processes.

6.2 Partnership

- While the pilot has demonstrated that I&I offers a valuable model for school improvement and lessons for I&I scale out, there may need to be a further translation of lessons to DES’ own inspections process.** Although PEAS and DES are co-implementers, it is important to remember that DES is the duty bearer of the inspection process in the country and therefore DES should also have ownership over the improvement process. There may need to be further efforts for DES to institutionalise school improvements within the enhanced school inspection approach and a fundamental shift is to advance from focusing on publication of inspection reports, to the provision of targeted support for defining school-level plans for improvement.
- Given the strong partnership and reputation of PEAS and DES, I&I has an enormous potential to leverage this partnership and become an advocacy platform to advance system-wide support for school improvement.** As noted above, both PEAS and DES are recognised as experts on school management. With this reputation, PEAS and DES could leverage the I&I partnership to convene like-minded public and private organisations around a shared vision for school improvement in the secondary education sub-sector. This can help to address other prevailing challenges experienced in operations of secondary schools, for example infrastructure development and community participation. PEAS and

DES should continue to find ways to increase exposure to the programme, leveraging policy impact and impacts to schools outside the I&I project. In the immediate term, the findings and impact of the project should be shared more widely to increase the visibility and to facilitate embedding the programme into the government inspection process.

- **Through the experience of I&I, DES can play a key role as the champion of the programme, channelling evidence of impact to the MoES.** As the spokesperson for I&I at the policy level, DES may be able to leverage the evidence from the I&I pilot and beyond to advocate for resources for enhanced school inspection process and school improvement, as well as amplifying the voice of school leadership to the government. In addition to integrating support for school improvement into current reforms to the routine school inspection process, it is important for DES to ensure that issues related to school improvement maintain visibility throughout MoES' policy cycle including the next national education sector analysis. This presents an opportunity for the approach to be prioritised in future education sector plans and fosters collaboration among relevant government institutions around MoES' shared vision for quality education. In particular, some stakeholders mentioned the importance of having the Secondary School Department at the MoES on board in order to build a solid foundation for sustainable changes.

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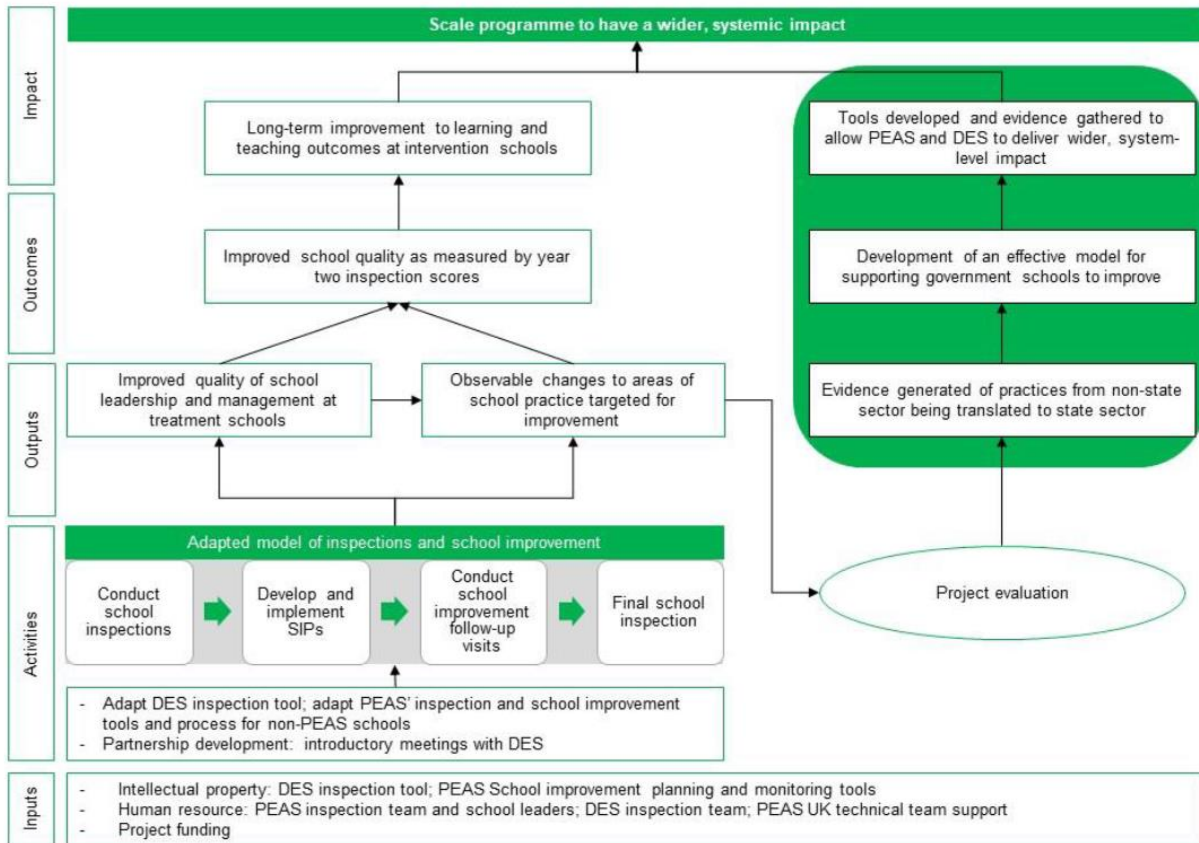
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Appendix A: Proposed I&I Theory of Change

Theory of change for I&I as developed by NFER at baseline



Appendix B: Evaluation Framework

OECD DAC Criteria	Evaluation Question	Evaluation Sub-Question	Judgement Indicators
Effectiveness	1. What impact, if any, did the intervention have on the quality of school leadership and management in treatment schools?	1.1 To what extent has the quality of school management and leadership, as measured by the WMS, changed from baseline to endline?	1.1.1 Extent to which WMS scores have changed in treatment schools
			1.2.1 Changes in the school's <i>operations</i> as perceived by head teachers
		1.2 In what ways or in what areas has the quality of school management and leadership, as measured by the WMS, changed from baseline to endline?	1.2.2 Changes in the school's <i>monitoring processes</i> as perceived by head teachers
			1.2.3 Changes in the school's <i>target setting</i> as perceived by head teachers
			1.2.4 Changes in the school's <i>leadership</i> as perceived by head teachers
	2. Why did the intervention or elements of the intervention demonstrate the observed impact?	2.1 Through what mechanisms did the intervention try to improve school leadership and management?	1.2.5 Changes in the school's <i>staff management</i> as perceived by head teachers
			2.1.1 Types of mechanisms used by the intervention, as planned and in practice (e.g. HT peer support, PEAS support, HT training, Developing the SIP)
		2.2 In what ways did the intervention mechanisms contribute to the observed changes in school management and leadership?	2.2.1 Ways in which the intervention mechanisms have contributed to intended changes in school management and leadership (and supporting evidence of impact)
			2.2.2 Ways in which the intervention mechanisms had unintended changes (positive or negative) in school management and leadership (and supporting evidence of impact)
		2.3 In what ways do the intervention mechanisms align with school needs?	2.3.1 Degree of alignment of the intervention mechanism and support provided by PEAS with the needs of the school
2.4 What other factors affected school leadership and management?	2.4.1 Identified barriers to improving school leadership and management <i>during the intervention</i>		
	2.4.2 Identified enablers to improving school leadership and management <i>during the intervention</i>		

		<p>2.5 In what ways have COVID-19 disruptions created challenges for or supported the resilience of school leadership and management?</p> <p>2.6 What lessons can be learned from COVID-19 disruptions for the implementation and scale up of the programme?</p>	<p>2.5.1 Identified challenges to school leadership and management after COVID-19 disruptions</p> <p>2.5.2 Ways in which intervention mechanisms have created resilience amongst school management in the face of learning disruption</p> <p>2.6.1 Ways in which the programme can adapt to mitigate the impact of any forms of learning disruption moving forward</p>
	<p>3. What other areas of the school's operations, such as - for example - staff management or planning processes - if any, did the PEAS intervention affect?</p>	<p>3.1 In what ways did the intervention have an effect on other areas of the school's operations?</p> <p>3.2 In what ways did COVID-19 disruptions create challenges to quality of teaching and learning?</p>	<p>3.1.1 Observable ways in which the intervention had an effect on teacher attendance</p> <p>3.1.2 Observable ways in which the intervention had an effect on student attendance</p> <p>3.1.3 Observable ways in which the intervention had an effect on learner achievement</p> <p>3.1.4 Observable ways in which the intervention had an effect on learner behaviour</p> <p>3.1.5 Observable ways in which the intervention had an effect on learner safety</p> <p>3.2.1 Identified challenges (and changes in challenges) to improving the quality of teaching and learning after COVID-19 disruptions</p> <p>3.2.2 Ways in which COVID-19 learning disruptions have changed schools' improvement objectives moving forward</p>
Efficiency	<p>4. How much did the interventions cost to deliver and did they represent value for money?</p>	<p>4.1 How does the cost of the I&I pilot compare to other ways in which the project might have produced similar outcomes?</p> <p>4.2 What is the relative cost-effectiveness of the different intervention mechanisms of the intervention?</p>	<p>4.1.1 Cost of delivering each intervention mechanism in treatment schools (in terms of estimated staff costs and expenses)</p> <p>4.1.2 Cost of partnership between DES and PEAS (versus DES or PEAS alone)</p> <p>4.2.1 Perceived effectiveness of each intervention mechanism to improve school leadership and management</p> <p>4.2.2 Relative cost of different intervention mechanisms (JI 4.1.1.) versus their level of effectiveness to bring improvements to school management and leadership (JI 4.2.1)</p>

		4.3	How valuable to school leaders and PEAS staff were the changes brought about by the intervention, relative to the time and money invested?	4.3.1	Perceived value of the intervention in improving 1) school management and leadership and 2) quality of teaching and learning, relative to the intervention costs
Sustainability	5. What lessons can be learned from the pilot about how the intervention can be scaled out?	5.1	Relevance: How has the intervention targeted and addressed the barriers to school improvement in Uganda?	5.1.1.	Ways in which the intervention has addressed the established and perceived barriers to school improvement in Uganda
		5.2	Feasibility: To what extent was it feasible for PEAS and DES to implement the intervention?	5.2.1.	School-level enablers and barriers in implementing the intervention in treatment schools
		5.3	Adaptability: How was the programme adapted without negatively affecting outcomes?	5.3.1	Ways in which PEAS has adapted the intervention mechanisms in order to be implemented in treatment schools
				5.3.2	Ways in which lessons learned are incorporated into the programme
		5.4	Scalability: To what extent is there political will and institutional/ financial capacity to scale up the programme?	5.4.1	Systems-level enablers and barriers in implementing the intervention treatment schools

Appendix C: List of Respondents

Data collection method	Role	School
Basic school survey and WMS	Head Teacher	Priscilla Comprehensive Girls' S.S
	Deputy Head teacher	Toroma Secondary School
	Head Teacher	Dr. Aporu Okol Memorial Secondary school
	Head Teacher	Katakwi High School
	Head Teacher	Magoro Comprehensive Secondary School
	Head Teacher	Ococia Girls S.S
	Head Teacher	Kuju Seed Secondary School
	Deputy Head teacher	St.Francis S.S Acumet
	Head Teacher	Mukongoro High School
	Director of Studies	Kanyum Comprehensive SS

Data collection method	Role	Institution / School
Key stakeholder Interviews	Head of Quality Assurance	PEAS
	Education and Partnerships Lead	PEAS
	Senior Inspection of Schools	PEAS
	Peer school leader mentor	PEAS
	Commissioner Secondary Education Standards	DES
	District Inspector of Schools, Kumi District Local Government	DES
	Assistant Commissioner Education Standards	DES
Case study 1 Interviews	Director of Studies	Kanyum Comprehensive Secondary School
	Deputy Head teacher	
	School treasurer (member of Board of Governors)	
	Chairman of Finance Committee (member of Board of Governors)	
	Assistant Director of Studies	
Case study 2 Interviews	Head Teacher	St. Francis Acumet Secondary School
	Head of CRE and History Department	
	Head of ICT	
	Member of the Board of Governors	
	Teacher of physics and mathematics	

Case study 3 Interviews	Deputy Head Teacher	Magoro Comprehensive Secondary School
	Director of Studies	
	Head of Science Department	
	Head of Science Department	
	Deputy Vice Chairperson Board of Governors	
Case study 4 Interviews	Head Teacher	Ococia Girls Secondary School
	Deputy Head teacher	
	Senior teacher	
	Vice Chairperson Board of Governors	
	Head of Arts department	

Appendix D: Research Instruments Used at Endline

Appendix D1: Basic school survey and WMS tool

Evaluation of PEAS I&I Pilot: Head teacher survey (endline)

Note to enumerator: Please read out loud the preamble below to the respondent and record the answer to the consent question below. Then complete the survey details section below, asking the questions as required. Please then detach this cover sheet from the remainder of the survey.

This survey is part of a research project conducted by the National Foundation for Educational Research (NFER), with support from Ichuli. NFER is a UK-based charity whose mission is to generate evidence and insight that can support positive change across education systems.

You were selected to participate in this survey as you are a leader in one of the schools where the NGO PEAS, in partnership with DES, is implementing its Schools Inspect & Improve project, and your school participated in the baseline survey in 2019. We would like to gather some information about school management and leadership and about your participation in the project.

Please note that there are no right or wrong answers, so please answer as honestly as possible. All of the answers you give will be confidential and will not be shared with anyone other than members of the research team from Ichuli and NFER. You will remain anonymous in any analysis that is presented.

If you wish to stop the survey at any time, please let me know. If at any time in the future you want to withdraw your answers, you can contact us using the details on the card provided, and we will remove your data.

In the first part of the survey I will ask you about different areas of the school leadership and management and how they work on your school. This will take approximately 60 minutes. Following this, I will ask you a set of questions with answer options for you to choose. This last section will cover more specific aspects of your participation in the project and will take approximately 15 minutes. Are you happy for us to proceed?

Note to enumerator: Please record the consent provided in the boxes below.

Yes

No

Suspend survey if response is 'no'.

Survey details

1. School name and code	
2. Participant name	
3. Participant gender	<input type="checkbox"/> Male <input type="checkbox"/> Female <input type="checkbox"/> Not sure
4. Participant position	
5. Participant contact information (email and alternative phone number if available)	
6. Date of interview	
7. Start time	
8. End time	

Section 1 – Management survey: 60 min

In this first section of the survey I will ask you about management practices in your school. To answer these questions, please focus on the school’s ways on working in the period **before the COVID-19 school closures in March 2020**, that is the second and third term of the 2019 school year and the start of the first term of the 2020 school year. I will ask you about general areas related to operations, planning, best practices, monitoring, accountability and people management, among others. You may find these questions familiar since we delivered this survey in March 2019, as part of the baseline data collection for the evaluation.

Note to enumerator: *The following section contains 12 areas for which you must rank the respondent’s school based on their responses and the scoring matrix provided, using the scoring guide below. Start by telling the respondent what area you will be asking questions about (the bolded probe on the left side) and then use the open-ended probes on the right. Do not read out the scoring guide or share with the respondents that they are being scored. Try to spend approximately five minutes on each of the 12 areas only. Use a score of 99 if the respondent is not aware of the answer or does not respond.*

Guide and scoring matrix			
OPERATIONS			
1) Standardisation of instructional processes First, I would like to know how standardised teaching processes are in your school. Score: 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/>	a) How do you ensure that all teachers cover all the curriculum topics? b) Do teachers make lesson plans or schemes of work? c) Are these schemes or plans fixed at the start of term or do they change throughout the year? d) How do you keep track of what teachers are doing in the classrooms?		
	Score 1: No clear planning processes or protocols exist; little verification or follow up is done to ensure consistency across classrooms	Score 3: School has defined process for developing schemes of work and lesson plans; they are prepared by all teachers and checked at beginning of term; they have some flexibility to meet student needs; monitoring is only adequate (i.e. a few times throughout term)	Score 5: School has a defined process for developing schemes of work; all teachers are encouraged to continually adapt their lesson plans, based on student performance; there is a regular dialogue with teacher and senior management about lesson content /curriculum coverage.

<p>2) Personalization of instruction and learning</p> <p><i>Next, I would like to know about how flexible teaching methods are.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) How much does the school attempt to identify individual student needs? How are these needs accommodated for within the classroom?</p> <p>b) How do you as a school leader ensure that teachers are effective in personalising instruction in each classroom across the school?</p> <p>c) What about students, how does the school ensure they are engaged in their own learning? How are parents incorporated in this process?</p>		
<p>3) Data-driven planning</p> <p><i>I would like to understand if and how your school uses data to make decisions.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) What type of information on each individual student's ability is available to teachers at the beginning of the academic year?</p> <p>b) How do you track the progress of each student throughout the year?</p> <p>c) How is data used by teachers?</p>		
<p>Score 1: Teachers lead learning with very low involvement of students; there is little or no identification of diverse student needs. Booster classes are not targeted</p>	<p>Score 3: There are remedial lessons, There is some evidence of in-class strategies to make sure all students are learning in classroom and actively participating (such as through group work, continuous assessment)</p>	<p>Score 5: Emphasis is placed on personalization of instruction based on student needs; school encourages student involvement and participation in classrooms; school provides information to and connects students and parents with sufficient resources to support student learning</p>	
<p>Score 1: Little or no effort is made to provide new teachers with information about students as they move through the school; no culture of reviewing student data throughout the year.</p>	<p>Score 3: Schools may understand the importance of tracking student performance as they move through school, but they do not have consistent processes in place. Some data available throughout the year but not easy to interpret or understand, and will sometimes inform teaching practice (i.e. re-teaching a topic)</p>	<p>Score 5: Students progress is managed in an integrated and proactive manner, supported by formative assessments tightly linked to expectations; data is widely available and easy to use</p>	

<p>4) Adopting and leading on education best practices</p> <p><i>I would like to understand how you and your teachers work on improving the quality of teaching and learning in your school.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) How do teachers learn about new education best practices? b) How do you encourage the teachers to incorporate new teaching practices into the classroom? c) Do you or other members of staff observe any classes? How often? d) How do you support teachers in improving their practice after observations? e) How are teachers trained on best practices around student safety?</p>		
	<p>Score 1: Teachers do not go on courses and there is no convincing explanation of how teachers are encouraged to improve their teaching or ensure the safety of students. Classes are not observed by senior management</p>	<p>Score 3: Teachers go on training courses, and are encouraged to adopt new techniques. School leaders ensure teachers are aware of student safety and discourage use of corporal punishment. There is a proper system for them to share the learnings of the training with their colleagues and some monitoring afterwards. School leaders observe some classes, and some feedback is provided</p>	<p>Score 5: Teachers go on training, share with colleagues, are followed up on, and get additional school based training from senior staff. Strong culture of learning and sharing amongst the staff. School leaders set high expectations for teaching practice and student safety, and regularly observe classes and provide feedback for support</p>
MONITORING			
<p>5) Continuous improvement</p> <p><i>I will now ask you about the problem-solving techniques used in your school.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) When problems (e.g. within school/ teaching tactics/ etc.) do occur, how do they typically get exposed and fixed? b) Can you talk me through the process for a recent problem that you faced? c) Who within the school gets involved in changing or improving process? How do the different staff groups get involved in this? d) Does the staff ever suggest process improvements?</p>		
	<p>Score 1: Exposing and solving problems (for the school, individual students, teachers, and staff) is unstructured; no process improvements are made when problems occur, or there is only one staff group involved in determining the solution</p>	<p>Score 3: Exposing and solving problems (for the school, individual students, teachers, and staff) is approached in an ad-hoc way; resolution of the problems involves most of the appropriate staff groups</p>	<p>Score 5: Exposing and solving problems (for the school, individual students, teachers, and staff) in a structured way is integral to individual's responsibilities, and resolution involves all appropriate individuals and staff groups; resolution of problems is performed as part of regular management processes</p>

<p>6) Performance tracking, review and dialogue</p> <p>Tell me about how school performance is tracked and reviewed in your school.</p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) What kind of main indicators do you use to track school performance? What sources of information are used to inform this tracking?</p> <p>b) How frequently are these measured? Who gets to see this performance data?</p> <p>c) If I were to walk through your school, how could I tell how it was doing against these main indicators?</p>		
	<p>Score 1: Measures tracked do not indicate directly if overall objectives are being met, tracking is an ad-hoc process (certain processes are not tracked at all)</p>	<p>Score 3: Most performance indicators are tracked formally; tracking is overseen by the school leadership only</p>	<p>Score 5: Performance is continuously tracked and communicated, both formally and informally, to all staff using a range of visual management tools</p>
TARGET SETTING			
<p>7) Balance of targets/metrics</p> <p>I want to ask you about target setting in your school.</p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) Do you have any targets?</p> <p>b) Are your targets linked to student outcomes?</p> <p>c) Can you tell me about any specific goals for departments or teachers?</p> <p>d) Can you tell me about any specific goals for students? S1-S3, and S4?</p> <p>e) How do you decide what targets to set?</p>		
	<p>Score 1: Performance targets are very loosely defined or not defined at all; targets set only include those required by the DES / other authority</p>	<p>Score 3: Performance metrics and targets are defined for the school and teachers, based on student results. S4 students should also have individual targets; targets set include some consideration beyond what is required</p>	<p>Score 5: Performance measures are defined for all, and they include measures of student outcomes and other important factors linked to outcomes (i.e. attendance). When they are combined, specific short-term targets are designed to meet long term goals. Targets set go beyond what is required and considers specific school needs or goals</p>
<p>8) Target stretch</p> <p>I want to understand about your progress related to your targets.</p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) Do you usually meet your targets?</p> <p>b) How do you decide how difficult to make your targets?</p> <p>c) Do you feel that all the department/areas have targets that are just as hard? Or would some areas/departments get easier targets?</p>		
	<p>Score 1: Goals are either too easy or impossible to achieve; at least in part because they are set with little teacher involvement or no use of data. OR: No goals are set</p>	<p>Score 3: Some carefully considered and clear targets in place, taking into account some evidence; targets dictated by head teacher, with little buy-in from teachers and limited external benchmarking.</p>	<p>Score 5: Targets are genuinely demanding whilst still realistic for all parts of the organisation; goals are set in consultation with senior staff, and consider external benchmarks where appropriate.</p>

<p>9) Budgeting</p> <p><i>I would like to understand the way budgeting is done in your school.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) Do you prepare a budget for the school?</p> <p>b) How do you plan the spending of your budget?</p> <p>c) How do you make sure you don't overspend or underspend each year?</p>		
	<p>Score 1: No clear process for preparing or monitoring budgets</p>	<p>Score 3: Clear process for preparing budgets, some monitoring throughout the year, some possibility to reforecast to cover over/underspends</p>	<p>Score 5: Clear process for preparing budgets; different scenarios planned for (increase/decrease in income); budget regularly reviewed by senior leadership; process for reforecasting; effectively managed to avoid overspend</p>
LEADERSHIP			
<p>10) Leadership vision</p> <p><i>I will now ask you about the school's vision.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) What is the school's vision for the next five years? Do teachers/ staff know and understand the vision?</p> <p>b) Who does your school consider to be your key stakeholders? How is this vision communicated to the overall school community?</p> <p>c) Who is involved in setting this vision/ strategy? When there is disagreement, how does the school leader build alignment</p>		
	<p>Score 1: School either has no clear vision, or one defined without substantial stakeholder collaboration and which focuses primarily on meeting state/ national mandates; school leader does not or cannot articulate a clear focus on building an environment conducive to learning</p>	<p>Score 3: School has defined a vision that focuses on improvement in student outcomes, but largely focused on meeting state/ national mandates, and usually defined with limited stakeholder collaboration; school leaders may focus on the quality of the overall school environment, but often in response to specific issues</p>	<p>Score 5: School leaders define and broadly communicate a shared vision and purpose for the school that focuses on improving student learning (often beyond those required by law); vision and purpose is built upon a keen understanding of student and community needs, and defined collaboratively with a wide range of stakeholders; school leader proactively builds environment conducive to learning</p>

<p>11) Clearly defined accountability for school leaders</p> <p><i>I now want to understand more about accountability in your school.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) Who is accountable for delivering on school targets?</p> <p>b) How are individual school leaders held responsible for the delivery of targets? Does this apply to equity and cost targets as well as quality targets?</p> <p>c) What authority do you have to impact factors that would allow them to meet those targets (e.g. budgetary authority, hiring & firing)? Is this sufficient?</p>		
	<p>Score 1: School leaders are only held accountable for minimal targets (e.g. those set by government), without school- level or individual consequences for good and poor performance; school leaders have little or no autonomy to impact the areas of accountability</p>	<p>Score 3: School leaders are held accountable for absolute number of student reaching targets set by government and school internally, with school-level and individual consequences for good and poor performance; school leaders are provided some autonomy to impact the areas of accountability</p>	<p>Score 5: School leaders are held accountable for quality, equity and cost- effectiveness of student outcomes within the school, with school-level and individual consequences for good and poor performance; school leaders are provided sufficient autonomy to impact the areas of accountability</p>
PEOPLE MANAGEMENT			
<p>12) People Management</p> <p><i>I now want to understand about how you manage your teachers.</i></p> <p>Score:</p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 99 <input type="checkbox"/></p>	<p>a) Who makes decisions to hire teachers?</p> <p>b) Who determines the recruitment criteria?</p> <p>c) How do you know who are your best teachers?</p> <p>d) What types of rewards are offered to teachers?</p> <p>e) How do you keep the best teachers motivated?</p> <p>f) How do you know who are the teachers who are not doing so well?</p>		
	<p>Score 1: School has no formal control over recruitment and rewards. There is limited or no structured way of monitoring the performance of teachers</p>	<p>Score 3: Schools refer to centralised authorities to recruit and deploy teachers but can send requests for resourcing. Performance management is dictated by centralised authorities</p>	<p>Score 5: School proactively works with centralised authorities to recruit and retain the best teachers. Teachers undergo formal and informal reviews regularly. Motivational rewards are available in the school.</p>

Section 2 – Pilot implementation and effectiveness survey: 15 min

In this second and last section of the survey I will ask you more specifically about your participation in the project and whether you think it was effective in achieving improvements in school management and quality of teaching and learning. Unless stated otherwise, the questions are focused on the period **between the PEAS inspection in (Mar/June) 2019 up until school closures in March 2020**, and a few questions will relate to the challenges of learning disruption due to the COVID-19. I will ask you a set of questions and give you answer options to choose from, or in some cases I will ask you to give a score.

Note to enumerator: Please read the following questions and answer options aloud to participants. Please tick ONE box that best describes the participant’s answer, unless the question specifies to tick more than one box. If the respondent does not know the answer or is non-respondent, please note ‘99’ into the answer box. If further space is required to record additional details, please use the back of the page. Alternatively, you can record the answers directly on the Excel Spreadsheet provided.

Question	Record answer here
1. For how many years/months have you been in this post as a school leader in this school?	_____ Years _____ Months
2. How many students were enrolled at this school at the beginning of the 2019 school year ?	
3. How many students are currently enrolled at this school? (Feb 2021)	
4. How many of the students that are currently enrolled are girls? (Feb 2021)	
5. What type and approximately how much support did you receive as part of the project?	<p><i>Read these options out loud</i></p> <p>5.1. Training from PEAS <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, how many sessions? _____</p> <p>5.2. Peer support from other head teachers (other I&I schools and PEAS schools) <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, how many calls? _____</p>

	<p>How many visits? _____</p> <p>5.3. Support from PEAS staff</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>If yes, how many calls? _____</p> <p>How many visits? _____</p> <p><input type="checkbox"/> Other, please specify the type of support _____</p>
<p>6. Thinking about the different ways in which PEAS provided support to you, to what extent do you think each of the following strategies was effective in improving school leadership and management?</p> <p>I am going to read out four different support strategies and I want you to rate them according to the response options I will give you.</p>	<p><i>Read these options out loud and tick one box in each case.</i></p> <p>6.1. Development of a School Improvement Plan SIP</p> <p><input type="checkbox"/> Not at all effective</p> <p><input type="checkbox"/> Somewhat effective</p> <p><input type="checkbox"/> Moderately effective</p> <p><input type="checkbox"/> Completely effective</p> <p>6.2. School leader's training</p> <p><input type="checkbox"/> Not at all effective</p> <p><input type="checkbox"/> Somewhat effective</p> <p><input type="checkbox"/> Moderately effective</p> <p><input type="checkbox"/> Completely effective</p> <p>6.3. Head teacher peer support</p> <p><input type="checkbox"/> Not at all effective</p> <p><input type="checkbox"/> Somewhat effective</p> <p><input type="checkbox"/> Moderately effective</p> <p><input type="checkbox"/> Completely effective</p> <p>6.4. PEAS staff support</p> <p><input type="checkbox"/> Not at all effective</p> <p><input type="checkbox"/> Somewhat effective</p> <p><input type="checkbox"/> Moderately effective</p> <p><input type="checkbox"/> Completely effective</p> <p><input type="checkbox"/> Other, please specify the strategy _____ _____</p>

<p>7. In what areas of the School Improvement Plan did you notice positive changes? I am going to read seven areas and I would like you to tell me how much progress you made.</p> <p>A score of 1 represents 'no observable changes' and 5 is 'improvement objectives were met'.</p>	<p><i>Read the options out loud and write the score from 1 to 5.</i></p> <p>7.1. Teacher attendance _____</p> <p>7.2. Learner attendance _____</p> <p>7.3. Learner achievement _____</p> <p>7.4. Teaching quality _____</p> <p>7.5. Learner behaviour _____</p> <p>7.6. Learner safety _____</p> <p>7.7. School leadership and governance _____</p>
<p>8. To what extent do you think the improvement objectives and the strategies set in the SIP were aligned to the needs of your school?</p>	<p><i>Read these options out loud:</i></p> <p><input type="checkbox"/> Not at all aligned</p> <p><input type="checkbox"/> Somewhat aligned</p> <p><input type="checkbox"/> Moderately aligned</p> <p><input type="checkbox"/> Completely aligned</p>
<p>9. To what extent did you and your staff have the capacity to implement the activities set out in the SIP in your school?</p>	<p><i>Read these options out loud:</i></p> <p><input type="checkbox"/> Not at all</p> <p><input type="checkbox"/> Somewhat</p> <p><input type="checkbox"/> Moderately</p> <p><input type="checkbox"/> Completely</p>
<p>10. Apart from the national education system support, have you received other assistance to support school leadership?</p> <p>For example, this might include other training or accountability programmes from NGOs or the government.</p>	<p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p><i>If yes, please specify what kind of support was received.</i></p> <p>_____</p>
<p>11. Thinking about the period since schools reopened after the COVID-19 closures (from October 2020 until this day), what are the three key challenges you are facing in your school that have an impact on the quality of teaching and</p>	<p><i>Read these options out loud. Tick <u>three</u>. If answer option desired is not available, record this under other and specify the challenge.</i></p> <p><input type="checkbox"/> Teachers are absent</p> <p><input type="checkbox"/> Professional development support for teachers is inadequate</p>

<p>learning?</p>	<p><input type="checkbox"/> Teachers are not motivated</p> <p><input type="checkbox"/> Students are absent</p> <p><input type="checkbox"/> Students are dropping out of school</p> <p><input type="checkbox"/> Students are unmotivated or distressed</p> <p><input type="checkbox"/> Learning loss due to school closures</p> <p><input type="checkbox"/> Local attitudes affecting girls' access to education</p> <p><input type="checkbox"/> Inadequate school infrastructure</p> <p><input type="checkbox"/> Inadequate teaching materials</p> <p><input type="checkbox"/> Parental support is missing</p> <p><input type="checkbox"/> School budget is inadequate</p> <p><input type="checkbox"/> Other _____</p>
<p>12. To what extent did the changes in quality of school leadership and management justify the time and resources that you have invested in participating in the project?</p>	<p><i>Read these options out loud:</i></p> <p><input type="checkbox"/> Not at all</p> <p><input type="checkbox"/> Somewhat</p> <p><input type="checkbox"/> Moderately</p> <p><input type="checkbox"/> Completely</p>
<p>13. To what extent did the changes in quality of teaching and learning justify the time and resources that you have invested in participating in the project?</p>	<p><i>Read these options out loud:</i></p> <p><input type="checkbox"/> Not at all</p> <p><input type="checkbox"/> Somewhat</p> <p><input type="checkbox"/> Moderately</p> <p><input type="checkbox"/> Completely</p>
<p>14. What challenges to school leadership and management have been created or accentuated by COVID-19 disruptions?</p>	<p><i>Read these options out loud. <u>Tick up to three</u>. If answer option desired is not available, record this under other and specify the challenge.</i></p> <p><input type="checkbox"/> Focus on short-term planning</p> <p><input type="checkbox"/> Tighter reporting to authorities</p> <p><input type="checkbox"/> Little autonomy over decision making</p> <p><input type="checkbox"/> Lack of collaboration with local entities (e.g. PTA's)</p> <p><input type="checkbox"/> Destandardisation of teaching practices</p>

	<input type="checkbox"/> Changes in teacher's job satisfaction <input type="checkbox"/> Changes in teacher's attitudes towards school leadership <input type="checkbox"/> Deprioritised areas of curriculum <input type="checkbox"/> Insufficient capacity to implement re-opening safety guidelines <input type="checkbox"/> No challenges created <input type="checkbox"/> Other _____
<p>15. To what extent has participation in the PEAS-DES project given you leadership and management tools to help mitigate the impact of COVID-19 disruptions in the school?</p>	<p><i>Read these options out loud:</i></p> <input type="checkbox"/> Not at all <input type="checkbox"/> Somewhat <input type="checkbox"/> Moderately <input type="checkbox"/> Completely <p>If answered moderately or completely, could you describe to me in one sentence how the pilot helped you to handle COVID-19 challenges?</p> <p>_____</p> <p>_____</p> <p>_____</p>

Appendix D2: Interview Guides

Head Teacher interview guide



Headteacher
Interview Guide_PEAS

School Staff interview guide



School staff KII
Guide_PEAS Evaluation

Project Stakeholders' PEAS interview guide



Project Stakeholders'
PEAS Interview Guide

Project Stakeholders' DES interview guide



Project Stakeholders'
DES Interview Guide_1

Appendix E: WMS Scoring Rubric

Topic	Questions	Scoring Rubric				
		1	2	3	4	5
Operations						
<p>1. Standardisation of instructional processes</p> <p>Tests how well materials and practices are standardised and aligned in order to be capable of moving students through learning pathways over time</p>	<p>a) How do you ensure that all teachers cover all the curriculum topics?</p> <p>b) Do teachers make lesson plans or schemes of work?</p> <p>c) Are these schemes or plans fixed at the start of term or do they change throughout the year?</p> <p>d) How do you keep track of what teachers are doing in the classrooms?</p>	<ul style="list-style-type: none"> • No clear planning processes or protocols exist • Little verification or follow up is done to ensure consistency across classrooms 	<ul style="list-style-type: none"> • Schemes of work prepared by all teachers and checked at beginning of term • Likely to be some lessons plans in place • There is no flexibility to meet student needs • There is little monitoring throughout the term 	<ul style="list-style-type: none"> • School has defined process for developing schemes of work and lesson plans • Lesson plans are prepared by all teachers and checked at beginning of term • They have some flexibility to meet student needs • Monitoring is only adequate (i.e. a few times throughout term) 	<ul style="list-style-type: none"> • School has defined process for developing schemes of work and lesson plans • Lesson plans are prepared by all teachers and checked at beginning of term • Teachers are encouraged to adapt some lesson plans throughout the term • There frequent monitoring through different means (i.e. lesson observations, checking student books) 	<ul style="list-style-type: none"> • School has a defined process for developing schemes of work and lesson plans • Lesson plans are prepared by all teachers and checked at beginning of term • All teachers are encouraged to continually adapt their lesson plans, based on student performance • There is a regular dialogue with teacher and senior management about lesson content/curriculum coverage
<p>2. Personalisation of instruction and learning</p> <p>Tests for flexibility in teaching methods and student involvement ensuring all individuals can master the learning objectives</p>	<p>a) How much does the school attempt to identify individual student needs? How are these needs accommodated for within the classroom?</p> <p>b) How do you as a school leader ensure that teachers are effective in personalising instruction in each classroom across the school?</p> <p>c) What about students, how does the school ensure they are engaged in their own learning? How are parents incorporated in this process</p>	<ul style="list-style-type: none"> • Teachers lead learning with very low involvement of students • There is little or no identification of diverse student needs • Booster classes are not targeted 	<ul style="list-style-type: none"> • There is limited active participation of students in lessons • There are some 'add-on' strategies put in place to support struggling students, such as targeted booster classes or remedial lessons (rather than embedded within lessons) 	<ul style="list-style-type: none"> • There are remedial lessons • There is some evidence of in-class strategies to make sure all students are learning in classroom and actively participating (such as through group work, continuous assessment) 	<ul style="list-style-type: none"> • There are a range of techniques used to differentiate instruction and promote active participation in learning • There is work to ensure that lessons are appropriate for a range of student groups within in the class 	<ul style="list-style-type: none"> • Emphasis is placed on personalization of instruction based on student needs • School encourages student involvement and participation in classrooms • School provides information to and connects students and parents with sufficient resources to support student learning

Topic	Questions	Scoring Rubric				
		1	2	3	4	5
Operations						
<p>3. Data-driven planning</p> <p>Tests if the school uses assessment to verify learning outcomes at critical stages, making data easily available and adapting student strategies accordingly</p>	<p>a) What type of information on each individual student's ability is available to teachers at the beginning of the academic year?</p> <p>b) How do you track the progress of each student throughout the year?</p> <p>c) How is data used by teachers?</p>	<ul style="list-style-type: none"> • Little or no effort is made to provide new teachers with information about students as they move through the school • There is no culture of reviewing student data throughout the year 	<ul style="list-style-type: none"> • Schools track some performance data about students • Data is tracked, but it is not frequent (perhaps only at the end of the year or term) • Data is often not easy to use and it is often high level (i.e. pass or fail) 	<ul style="list-style-type: none"> • Schools may understand the importance of tracking student performance as they move through school, but they do not have consistent processes in place • Some data available throughout the year but not easy to interpret or understand • Data will sometimes inform teaching practice (i.e. re-teaching a topic) 	<ul style="list-style-type: none"> • Data is used regularly to guide planning and teaching (not just the typical BoT, MoT and EoT exams) • Data is used to understand areas of strength and weakness, and teaching is adapted on the basis of this information 	<ul style="list-style-type: none"> • Students progress is managed in an integrated and proactive manner, supported by formative assessments tightly linked to expectations • Data is widely available and easy to use
<p>4. Adopting education best practices</p> <p>Tests how well the school incorporates teaching best practices and the sharing of these resources into the classroom</p>	<p>a) How do teachers learn about new education best practices?</p> <p>b) How do you encourage the teachers to incorporate new teaching practices into the classroom?</p> <p>c) Do you or other members of staff observe any classes? How often?</p> <p>d) How do you support teachers in improving their practice after observations?</p> <p>e) How are teachers trained on best practices around student safety?</p>	<ul style="list-style-type: none"> • Teachers do not go on courses • There is no convincing explanation of how teachers are encouraged to improve their teaching or ensure the safety of students • Classes are not observed by senior management • No support is given to teachers to improve their practice 	<ul style="list-style-type: none"> • Teachers go on training courses (i.e. SESMAT, government refresher courses, etc.) • The school actively tries to take forward new approaches, but no clear system for sharing or monitoring improved practices • School leaders do not explicitly address student safety 	<ul style="list-style-type: none"> • Teachers go on training courses, and are encouraged to adopt new techniques • There is a proper system for them to share the learnings of the training with their colleagues and some monitoring afterwards • School leaders observe some classes, and some feedback is provided • School leaders ensure teachers are aware of student safety and discourage use of corporal punishment 	<ul style="list-style-type: none"> • Teachers use a range of techniques to find out about best practice, and share with colleagues in the school • There is regular monitoring by the senior management to ensure training is being used • There is some culture of learning and sharing best practices amongst the staff • School leaders set expectations for student safety and discourage use of corporal punishment 	<ul style="list-style-type: none"> • Teachers go on training, share with colleagues, are followed up on, and get additional school-based training from senior staff • There is a strong culture of learning and sharing amongst the staff • Management regularly observe classes and provide feedback for support • School leaders set high expectations for teaching practice and student safety

Topic	Questions	Scoring Rubric				
		1	2	3	4	5
Monitoring						
<p>5. Continuous improvement</p> <p>Tests attitudes towards continuous improvement</p>	<p>a) When problems (e.g. within school/ teaching tactics/ etc.) do occur, how do they typically get exposed and fixed?</p> <p>b) Can you talk me through the process for a recent problem that you faced?</p> <p>c) Who within the school gets involved in changing or improving process? How do the different staff groups get involved in this?</p> <p>d) Does the staff ever suggest process improvements?</p>	<ul style="list-style-type: none"> • Exposing and solving problems (for the school, individual students, teachers, and staff) is unstructured • No process improvements are made when problems occur, or there is only one staff group involved in determining the solution 	<ul style="list-style-type: none"> • There is not a clear and consistent process for identifying and solving problems • School leaders sometimes involve a range of people and put in place a considered solution, but other problems are not treated in a structured way 	<ul style="list-style-type: none"> • Exposing and solving problems (for the school, individual students, teachers, and staff) is approached in an ad-hoc way • Resolution of the problems involves most of the appropriate staff groups 	<ul style="list-style-type: none"> • There is a structured process for solving a problem • Appropriate people are involved and school leaders are proactive to find and expose problems • Mechanisms are in place to learn the lessons from problems that have arisen 	<ul style="list-style-type: none"> • Exposing and solving problems (for the school, individual students, teachers, and staff) in a structured way is integral to individual's responsibilities • Resolution involves all appropriate individuals and staff groups • Resolution of problems is performed as part of regular management processes
<p>6. Performance tracking, review and dialogue</p> <p>Tests whether school performance is measured, reviewed and discussed and followed up with the right frequency, and to a high quality</p>	<p>a) What kind of main indicators do you use to track school performance? What sources of information are used to inform this tracking?</p> <p>b) How frequently are these measured? Who gets to see this performance data?</p> <p>c) If I were to walk through your school, how could I tell how it was doing against these main indicators?</p>	<ul style="list-style-type: none"> • Measures tracked do not indicate directly if overall objectives are being met • Tracking is an ad-hoc process (certain processes are not tracked at all) 	<ul style="list-style-type: none"> • Some useful performance indicators are tracked, including on students' academic performance • Indicators are based on accurate but limited data • Reviews are confined to the senior management and can be superficial, without stimulating any action 	<ul style="list-style-type: none"> • Most performance indicators are tracked formally • Tracking is overseen by the school leadership only 	<ul style="list-style-type: none"> • Performance indicators are regularly tracked, and reviews involve a range of relevant staff • They are clearly documented and made visible to key stakeholders for example, the community • Attempts are made to use review meetings to solve problems 	<ul style="list-style-type: none"> • Performance is continuously tracked and communicated, both formally and informally, to all staff using a range of visual management tools

Topic	Questions	Scoring Rubric				
		1	2	3	4	5
Target setting						
7. Balance of targets/metrics Tests whether the system tracks meaningful targets tied to student outcomes and whether this approach is rational and appropriate	a) Do you have any targets? b) Are your targets linked to student outcomes? c) Can you tell me about any specific goals for departments or teachers? d) Can you tell me about any specific goals for students? S1-S3, and S4?	<ul style="list-style-type: none"> Performance targets are very loosely defined or not defined at all Targets set only include those required by the DES / other authority 	<ul style="list-style-type: none"> Performance targets for the school exist but are high level; for example they are usually confined to number of Division 1 grades in the school, or not linked directly to outcomes (such as attendance or enrolment) Targets set only include what is required 	<ul style="list-style-type: none"> Performance metrics and targets are defined for the school and teachers, based on student results S4 students should also have individual targets Targets set include some consideration beyond what is required 	<ul style="list-style-type: none"> Performance metrics are defined for the school and teachers based on student results Targets are in place for all students, including those in S1-S3 Targets are based on good data about on-going student performance, such as robust end of term tests Targets set include go beyond what is required 	<ul style="list-style-type: none"> Performance measures are defined for all, and they include measures of student outcomes and other important factors linked to outcomes (i.e. attendance) When they are combined, specific short-term targets are designed to meet long term goals Targets set go beyond what is required and considers specific school needs or goals
8. Target Stretch Tests whether targets are appropriately difficult to achieve	a) Do you usually meet your targets? b) How do you decide how difficult to make your targets? c) Do you feel that all the department/areas have targets that are just as hard? Or would some areas/departments get easier targets?	<ul style="list-style-type: none"> Goals are either too easy or impossible to achieve, at least in part because they are set with little teacher involvement or no use of data OR: No goals are set 	<ul style="list-style-type: none"> Some targets are put in place based on consideration of a limited range of relevant data, such as looking at ability of current cohort and previous year's results No benchmarking 	<ul style="list-style-type: none"> Some carefully considered and clear targets in place, taking into account some evidence Targets dictated by head teacher, with little buy-in from teachers and limited external benchmarking 	<ul style="list-style-type: none"> Targets are in place, based on a range of evidence, including some external benchmarks Targets are adapted for different parts of the school (for example, in particular subjects or for particular student cohorts), rather than a 'one-size fits all' approach 	<ul style="list-style-type: none"> Targets are genuinely demanding whilst still realistic for all parts of the organisation Goals are set in consultation with senior staff, and consider external benchmarks where appropriate
9. Budgeting Tests whether the school has processes for planning, monitoring and adjusting their budgets	a) Do you prepare a budget for the school? b) How do you plan the spending of your budget? c) How do you make sure you don't overspend or underspend each year?	<ul style="list-style-type: none"> There is no clear process for preparing or monitoring budgets 	<ul style="list-style-type: none"> There is some process for preparing budgets with some link to school needs Monitoring is limited throughout the year 	<ul style="list-style-type: none"> Clear process for preparing budgets Some monitoring throughout the year Some possibility to reforecast to cover over/underspends 	<ul style="list-style-type: none"> Clear process for preparing budgets Budgets are monitored throughout the year Different scenarios are planned for 	<ul style="list-style-type: none"> Clear process for preparing budgets Budget is regularly reviewed by senior leadership Different scenarios are planned for (increase/decrease in income) There is a process for reforecasting Budgets are effectively managed to avoid overspend

Topic	Questions	Scoring Rubric				
		1	2	3	4	5
Leadership						
<p>10. Leadership vision Tests whether school leaders have an understanding of the broader set of challenges that the school, system and key actors face and the right mind-set to address them</p>	<p>a) What is the school's vision for the next five years? Do teachers/ staff know and understand the vision? b) Who does your school consider to be your key stakeholders? How is this vision communicated to the overall school community? c) Who is involved in setting this vision/ strategy? When there is disagreement, how does the school leader build alignment</p>	<ul style="list-style-type: none"> • School either has no clear vision, or one defined without substantial stakeholder collaboration • School vision focuses primarily on meeting state/ national mandates • School leader does not or cannot articulate a clear focus on building an environment conducive to learning 	<ul style="list-style-type: none"> • The school has a vision statement, focused primarily on one aspect of schooling such as exam • Teachers /parents /students /community have a weak understanding of the vision. 	<ul style="list-style-type: none"> • School has defined a vision that focuses on improvement in student outcomes, but largely focused on meeting state/ national mandates • School vision is usually defined with limited stakeholder collaboration • School leaders may focus on the quality of the overall school environment, but often in response to specific issues 	<ul style="list-style-type: none"> • School has defined a vision that focuses on improvement in student outcomes, beyond just exam results • Teachers and parents are involved in defining this vision, which is somewhat responsive to local needs 	<ul style="list-style-type: none"> • School leaders define and broadly communicate a shared vision and purpose for the school that focuses on improving student learning (often beyond those required by law) • Vision and purpose is built upon a keen understanding of student and community needs, and defined collaboratively with a wide range of stakeholders • School leader proactively builds environment conducive to learning
<p>11. Clearly defined accountability for school leaders</p> <p>Tests whether school leaders are accountable for delivery of student outcomes</p>	<p>a) Who is accountable for delivering on school targets? b) How are individual school leaders held responsible for the delivery of targets? Does this apply to equity and cost targets as well as quality targets? c) What authority do you have to impact factors that would allow them to meet those targets (e.g. budgetary authority, hiring & firing)? Is this sufficient?</p>	<ul style="list-style-type: none"> • School leaders are only held accountable for minimal targets (e.g. those set by government), without school- level or individual consequences for good and poor performance • School leaders have little or no autonomy to impact the areas of accountability 	<ul style="list-style-type: none"> • School leaders feel accountable for performance • There are some consequences for good and bad performance, but they may not be clear or consistently applied • There is a limited sense of personal responsibility 	<ul style="list-style-type: none"> • School leaders are held accountable for absolute number of student reaching targets set by government and school internally • There are some school-level and individual consequences for good and poor performance • School leaders are provided some autonomy to impact the areas of accountability 	<ul style="list-style-type: none"> • School leaders feel accountable for a range of outcomes, with clearly defined consequences for good and bad performance 	<ul style="list-style-type: none"> • School leaders are held accountable for quality, equity and cost-effectiveness of student outcomes within the school, with school-level and individual consequences for good and poor performance • School leaders are provided sufficient autonomy to impact the areas of accountability

Topic	Questions	Scoring Rubric				
		1	2	3	4	5
People Management						
<p>12. People management</p> <p>Tests how well the school identifies and targets teaching needs, capacity gaps in the school, and how they find the right teachers</p>	<p>a) Who makes decisions to hire teachers? b) Who determines the recruitment criteria? c) How do you know who are your best teachers? d) What types of rewards are offered to teachers? e) How do you keep the best teachers motivated? f) How do you know who are the teachers who are not doing so well?</p>	<ul style="list-style-type: none"> • The school has very limited or no control over recruitment of staff (teachers are assigned to the school) or there is discrimination in the recruitment process • There is limited or no structured way of monitoring the performance of teachers 	<ul style="list-style-type: none"> • The school has some control over recruitment, but there is no standard process • The school has some ways to address good or poor performance, but rarely in a structured way 	<ul style="list-style-type: none"> • Schools refer to centralised authorities to recruit and deploy teachers but can send requests for resourcing. • Performance management is dictated by centralised authorities 	<ul style="list-style-type: none"> • The school controls the number of teachers that are hired and has a clear interview process, which sometimes or occasionally goes beyond just interview • There is a teacher evaluation system that rewards good performance and evaluates teachers beyond exam scores • Poor teaching is addressed through limited range of interventions (e.g. team teaching, CPD training, performance appraisals) 	<ul style="list-style-type: none"> • School proactively works with centralised authorities to recruit and retain the best teachers. • Teachers undergo formal and informal reviews regularly. • Motivational rewards are available in the school. • Poor teaching is addressed using a range of targeted interventions (e.g. team teaching, CPD training, performance appraisals)

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