



# Djibouti

## TEACHERS

SABER Country Report  
2010

### Policy Goals

#### 1. Setting clear expectations for teachers

Expectations for students' learning exist, but low working time requirements may limit teachers' ability to fulfill both teaching and non-teaching tasks effectively.

Emerging



#### 2. Attracting the best into teaching

Teacher pay is competitive, but the salary schedule could be broadened to attract teachers to work in hard-to-staff areas and teach critical shortage subjects.

Emerging



#### 3. Preparing teachers with useful training and experience

There are no accreditation rules in place for pre-service training providers, and induction programs are not offered to beginning teachers.

Emerging



#### 4. Matching teachers' skills with students' needs

There are untapped incentives to get teachers to work in hard-to-staff areas and to teach critical shortage subjects.

Latent



#### 5. Leading teachers with strong principals

Selection criteria are vaguely defined and principals' leadership role is administrative.

Latent



#### 6. Monitoring teaching and learning

While there are no national student learning assessments at the primary level, data management systems do include information on teacher performance.

Established



#### 7. Supporting teachers to improve instruction

Some data are directed toward improving instruction, but there are no requirements for the amount of time allocated to professional development.

Emerging



#### 8. Motivating teachers to perform

Few behavior-related accountability mechanisms exist, and performance incentives and sanctions are weak.

Emerging



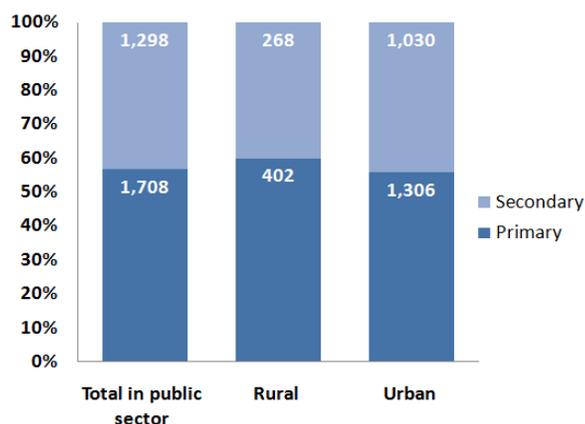
## Education System at a Glance

Djibouti is a small low-income country with a male-dominated teaching force. Low enrollment and completion rates are exacerbated by expenditures on high teacher salaries.

In 2007, Djibouti spent 8.4 percent on public education as a percentage of GDP, and this figure has remained fairly consistent over the past decade.<sup>1</sup> In the same year, public spending on education as a percentage of government expenditure reached 22.8 percent. Over the past few years, Djibouti has been adversely affected by the global financial crisis. Djibouti was able to access the Crisis Response Window, established within the IDA financial architecture, earmarking education as a core service.<sup>2</sup>

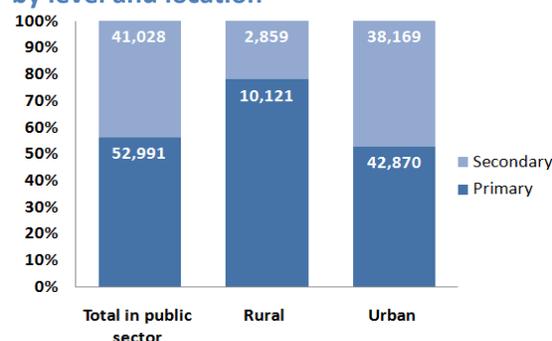
Djibouti’s education system consists of 5 years of primary education (ages 6-11 years), and 7 years of secondary education (ages 11-18 years). A relative majority of teachers is at the primary level, with 57 percent of all teachers in primary schools (Figure 1).

**Figure 1. Number and share of public school teachers by level and location**



Source: World Bank, *SABER – Teachers* 2010.

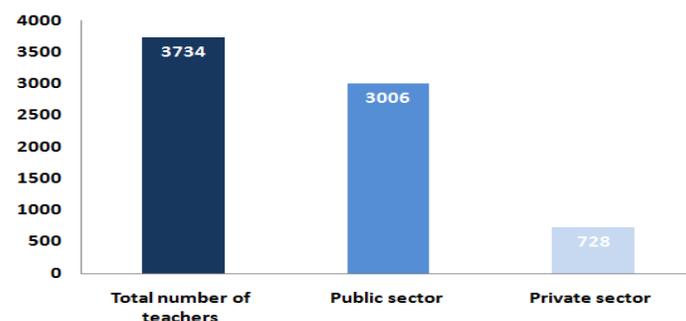
**Figure 2. Number and share of public school students by level and location**



Source: World Bank, *SABER – Teachers* 2010.

Eighty-one percent of Djibouti’s teaching force is concentrated in the public sector. Of 728 private school teachers, 94 percent work in private government-independent schools (Figure 3). A relative majority of private school teachers (65 percent) work in secondary schools. All private schools are in urban areas .

**Figure 3. Number of teachers by sector**



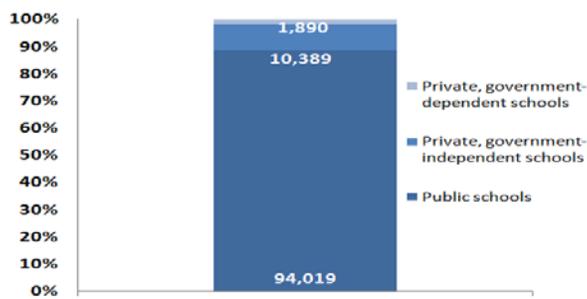
Source: World Bank, *SABER – Teachers* 2010.

Government schools account for 88 percent of total student enrollment (Figure 4). The distribution of enrollment between public and private schools mirrors the teaching force. Around 88 percent of students attend public schools. Of the 12 percent of the student body who attend private schools, the vast majority of these (85 percent) attend private government-independent schools.

<sup>1</sup> UIS database (accessed on April 4, 2011).

<sup>2</sup> World Bank, Country Assistance Strategy, 2009.

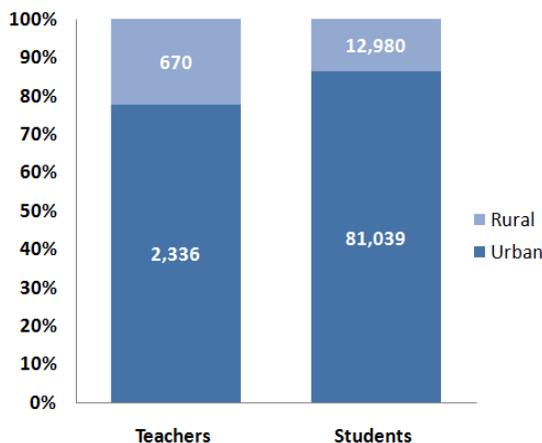
Figure 4. Students by enrollment in school type



Source: World Bank, *SABER – Teachers* 2010.

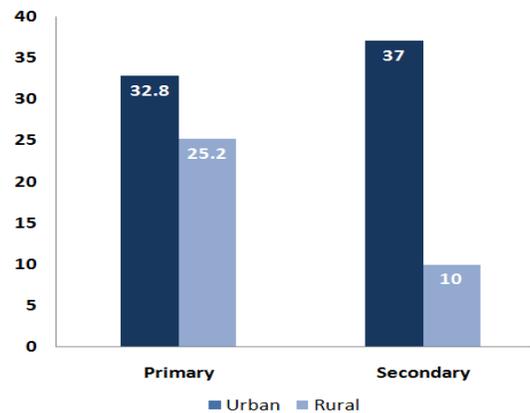
Around 78 percent of the total number of teachers and 86 percent of students attend schools in the urban areas (Figure 5). It is positive that data on student enrollment and teacher recruitment levels are available by urban and rural localities (Figure 6) even though Djibouti does suffer from a very weak statistical base: the previous census was carried out in 1983, and all population statistics are based on a demographic survey from 1991. The results from the new population census completed in 2010 and the more detailed household surveys should soon provide a sharper picture to guide education and teacher policy.<sup>3</sup>

Figure 5. The regional breakdown of teachers and students



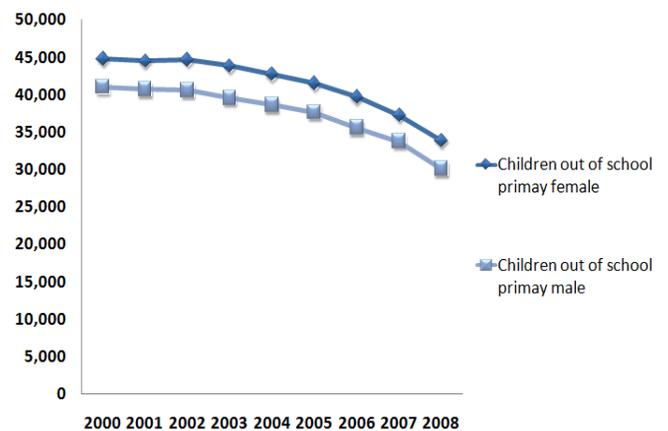
Source: World Bank, *SABER – Teachers* 2010.

Figure 6. Teacher-student ratios by region



Source: World Bank, *SABER – Teachers* 2010.

Figure 7. Number of out of school children by gender



Source: World Bank, World Development Indicators 2010.

Djibouti should pay particular attention to gender inequality (Figure 7). Currently, Djibouti is listed as one of the 15 countries unlikely to reach gender parity in primary and secondary education by 2015. For example, in 2009, boys were more likely than girls to be enrolled in primary school (GPI of 0.89).<sup>4</sup> Enrollment rates are low (primary 54.5 percent; secondary 30.5 percent in 2009).<sup>5</sup> Overall primary completion rates fare similarly, at only 35 percent (2006).

There are far more male teachers and the teaching force is relatively young. The public school teaching force is largely male (72 percent) with 84 percent of teachers under the age of 40 years (Figure 8). This same pattern emerges among leadership positions: 70 percent of principals are male and have an average age of 30 years.

<sup>3</sup> World Bank, Country Assistance Strategy, 2009.

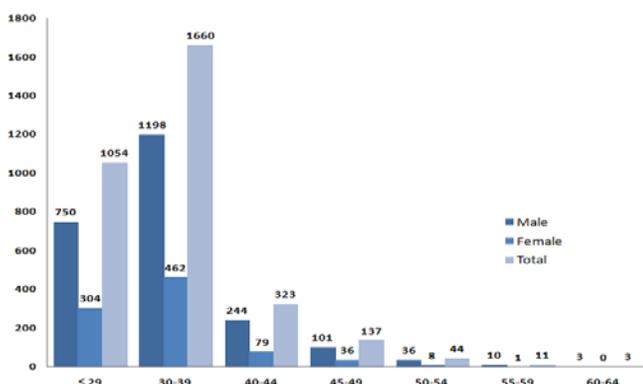
<sup>4</sup> UIS database (accessed on April 18, 2011)

<sup>5</sup> World Bank, *World Development Indicators* 2010.

The majority of public school teachers (around 98 percent) hold an open-ended employment status, while the rest are employed under contractual arrangement. A completely different picture emerges in the private sector where over 90 percent are contract teachers.

The Ministry of Education (MoE) Cabinet is responsible for setting teacher policies. The General Directorate of Pedagogy within the MoE is tasked with implementation and overseeing implementation along with other MoE units - the General Inspectorate and General Directorate of Central Administration. There are 2 teacher organizations – one for primary school teachers and the other for secondary. After teacher strikes took place as teachers demanded increased pay in the mid-1990s, these organizations have played a minimal role and collective bargaining is prohibited.

**Figure 8. Distribution of public school teachers by age and gender**



Source: World Bank, *SABER – Teachers* 2010.

## Goal 1: Setting clear expectations for teachers

Emerging ●●○○

**Expectations for students’ learning exist, but in-class time is low and narrowly defined to teaching, limiting teachers’ influence on student learning.**

Both a national curriculum and student standards exist. The MoE sets the national curriculum (reformed in 2000) prescribing the contents in detail, informing teachers of subject content that should be taught to students at different grades. It is positive that the General Inspectorate within the MoE sets standards for what students should know and be able to do at each grade level. Standards can be more useful than curricula in providing measurable goals of student learning, making it

easier for teachers to know if their students are achieving what is expected.

**Tasks are guided by performance goals. However, teachers’ tasks and time management requirements are undefined.** Teachers’ tasks in Djibouti are guided by performance goals, set by the MoE’s Director General of Pedagogy. The MoE’s Cabinet is responsible by law for determining the tasks that teachers should carry out, but there are no specified requirements establishing what these tasks should be or any time stipulations for the number of hours that teachers are expected to devote to teaching and other duties. Djibouti might look to high-performing systems, where teachers’ tasks are well defined and may comprise teaching, grading assignments, supervising students, integrating difficult students, mentoring fellow staff members, providing substitute teachers, carrying out administrative functions and collaborating on school plans.

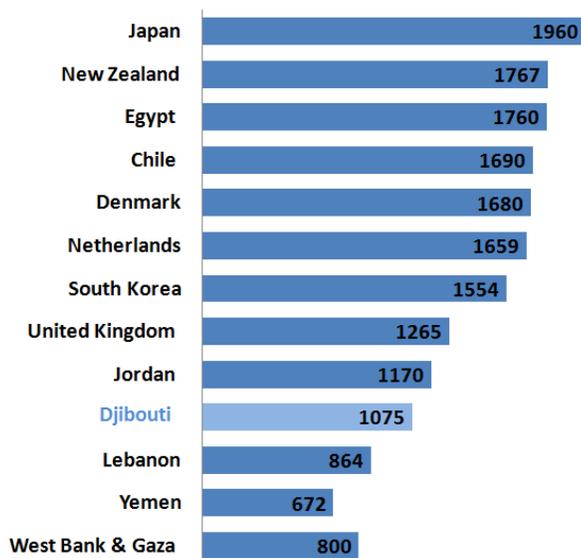
**The school year is long enough to meet student learning time but is not well aligned to teachers’ required annual working time.** The school year consists of 224 days at both primary and secondary levels (nearly all high-performing systems have more than 180 days of school). Annual schooling hours at both primary and secondary levels – 5 hours per day (1,120 hours) -- are also in line with those of high-performing systems. However, teachers are only required to work 192 days per year. Djibouti might look into how it reconciles the difference in days to ensure that teachers are there for students to attend school for 224 days per year.

**The definition of teachers’ working time should be broadened to account for work completed outside of the classroom and school grounds.** A statutory definition (established by the MoE’s Cabinet) of working time exists, acting as a common understanding of how teachers’ tasks are determined and remunerated, and refers to the number of hours that teachers spend in the classroom. In high-performing systems, although most of teachers’ time is spent in the classroom, teachers also spend considerable time planning lessons, correcting homework, and complying with administrative requirements—among other tasks. Therefore, such systems generally have a definition of working time that includes the overall number of working hours. Djibouti could first consider expanding teachers’ roles to ensure that time in the classroom is not the only official expectation of teachers’ working hours. Djibouti assigns

almost 100 percent of total working time to teaching (aside from professional development requirements). The world's top-performing education systems prescribe teaching time as generally less than 60 percent of total working time, suggesting that teachers are completing other tasks (such as lesson-planning and grading), which maximize their ability to influence student learning. If the definition of teachers' tasks is widened, then Djibouti might wish to look into expanding the definition of working time to either the number of hours teachers spend at school or to overall working hours.

**Total annual working time is well below that of high-performing systems.** Primary school teachers are expected to work a total of 28 hours per week: 26 hours for teaching and 2 hours for professional development. Secondary school teachers work slightly less – 24 hours in total, 23 hours for teaching, and 1 hour for professional development. All teachers are required to work a total of 192 days per year. For primary and secondary school teachers, this equates to 1,075 and 922 hours per year, respectively (Figure 9). These required hours fall below those of high-performing systems, where working time is around 30 percent higher. Djibouti's total working time requirements are similar to the amount of teaching time required in high-performing systems, but this represents around 60 percent of total working time (1,400 hours).

**Figure 9. Total number of primary school teachers' working hours**



Source: SABER-Teachers, 2010.

## Goal 2: Attracting the best into teaching

Emerging ●●○○

**Admission rates into teacher training programs are low and teacher pay is competitive, but the entry structure for the profession could be more flexible.**

**The MoE's Center for Teacher Training sets requirements to enter teaching, but a non-trivial proportion of teachers do not meet them.** Primary school teachers are required to: finish secondary school; complete required coursework; complete a post-secondary qualification; pass both a written and interview stage assessment and participate in work experience training. Secondary school teachers are required to graduate from a tertiary education program, pass an interview stage assessment and participate in work experience training. While Djibouti does have high formal standards for entry into teaching, around 10 percent of teachers do not comply with these requirements. Sixty-eight (68) percent of those who do not meet the requirements are primary school teachers – equating to around 13 percent of the total number of primary school teachers. Recruitment of teachers for the primary level is done after 1 year at the teacher training school (CFPEN), or at the BEPC level with 2 years of teacher training. For lower and upper secondary, teachers are required to have at least the CEUF (a two-year university degree) in either mathematics or French. A candidate must succeed at an interview-based assessment examining his/ her motivation to become a teacher and pass the entrance examination. According to data from 2009, entrance into teacher education programs is very competitive, with only 4.3 percent of applicants gaining acceptance. Primary school teachers can enter concurrent training programs (in the latter, subject matter knowledge and pedagogical skills are acquired simultaneously). However, for secondary school teachers, only consecutive programs exist where subject matter knowledge must be acquired first and then, at a later stage, pedagogical skills. Djibouti might consider enabling all teachers to train in the concurrent model and increasing alternative models of pre-service training to ensure that a large, diverse pool of potential teachers may be attracted into the profession.

**Pay and benefits are generous; but the salary scale is based on years of service alone.** Around 98 percent of teachers are employed as civil servants. Reported starting salaries are highly competitive by world standards. Compensation packages incorporate several benefits, including health care, sick leave maternity/ paternity benefits, pension on retirement (the eligible retirement age is 50 years for females and 55 years for males/or 25 years service), and housing support. Salaries rise moderately over a career, and after 15 years a teacher with the minimum education qualification (Brevet d'enseignement fundamental) can expect to earn around 1.5 times his/her starting salary. High-performing and rapidly-improving systems pay their teachers with 15 years of service between 1.15 and 1.77 times the starting salary. In Djibouti, it currently takes a beginning teacher 25 years to reach the top of the salary schedule. The absence of performance-related pay is more concerning because this could deter results-driven individuals from entering into the profession. Further, the salary schedule and monetary bonuses are unrelated to staffing needs in subject areas (potentially because there are no identified critical shortage subjects). However, while Djibouti does not seem to have an explicit policy on recruiting teachers to work at hard-to-staff schools through monetary incentives, the salary schedule does reward teachers on the school's locality (rural/urban). As with other MENA systems, the salary schedule is primarily based on educational attainment and years of teaching experience.

**Leadership positions and performance-related promotions are limited, and no data exist on the working conditions at schools.** In order to be promoted, teachers can only apply to become principals. Lead/master/head of department posts are not available as promotions for teachers who wish to remain in the classroom. However, it is positive that results from performance evaluations (conducted by the national educational authority) are used in determining promotions to principal positions. The MoE's Implementation Bureau is tasked with monitoring infrastructure, hygiene and sanitation standards of schools but no data are available to determine the extent to which schools comply with these standards. Student-teacher ratios are high by international standards (41 in primary; 34 in secondary).

### Goal 3: Preparing teachers with the useful training and experience

Emerging ●●○○

**There are no designated course requirements or corresponding time allocations.**

**Teachers receive focused training in subject discipline; evaluating the impact of the reform implementation (Figure 10) could provide for an increased understanding of using training to improve teacher quality (Box 1).** Primary and secondary school teacher trainees devote half of their time to pedagogy theory and methods, and the other half is divided between subject disciplines. Djibouti should look carefully at examining the impact of the changes under the new reform and how teacher effectiveness is impacted. Currently, once students have completed their training at CFPEN, they must pass a final exam; no repetition is allowed. While standards to be a teacher are high, this has contributed to a shortage of qualified primary school teachers and to high teacher-student ratios. Under the reform's implementation, Djibouti should examine the extent to which teachers will meet these requirements, especially given that currently around 10 percent of the teaching force is unable to comply with them.

#### Box 1. Reform of teacher education

- ✓ Since 1970, initial teacher education programs have been open to primary school teachers.
- ✓ Secondary school teachers did not undergo such training and entered the teaching force after completing their tertiary degree.
- ✓ A reform process got underway in 2006 and will be implemented in 2011. All teachers will participate in initial teacher education programs.
- ✓ Only by competitive entrance to an initial teacher education program and completing the requirements will teachers receive their teaching qualification.

**Classroom experience is a prerequisite before teachers can preside over their own classroom, but more time should be devoted to practical experience.** Teachers in Djibouti are required to complete between 3-6 months of practical experience as part of their training. This falls significantly below the training requirements of top-

performing systems, which require classroom experience of 1 year or more. Given that the initial years in the teaching profession can impact long-term effectiveness, Djibouti might look into whether practical experience time requirements are aligned with preparing teachers well.

**Induction programs are available only to secondary school teachers, but their duration is comparatively short.** Induction programs can assist in smoothing a teacher’s transition from training to work or from different classroom environments. Djibouti should consider introducing an induction program for its primary school teachers, as do most high-performing systems. While secondary education teachers are required to participate in an induction program of up to a maximum of 6 months, its duration is much shorter than that of high-performing systems (Table 1).

**Table 1. Length of induction programs (primary education teacher training requirements), selected systems**



Sources: *OECD 2005* for Japan and the United Kingdom; *World Bank, SABER – Teachers 2010* for Chile, Djibouti, Yemen, Jordan, Lebanon, West Bank & Gaza, and Egypt

**Goal 4: Matching teachers’ skills with students’ needs**

Latent ●○○○

**There are untapped incentives to get teachers to work in hard-to-staff areas and to teach critical shortage subjects.**

Explicit policies and incentives (e.g., better chances of promotion, higher basic salary, scholarships, housing subsidies or food and travel stipends) to attract teachers to hard-to-staff schools can ensure that all schools are staffed with qualified teachers. Djibouti does not have a specific policy to explicitly identify schools hard-to-staff schools or areas, or incentives for teachers to take up such posts. It does differentiate salaries based on the

locality of a given school (urban/rural status), however. Djibouti might consider refining its policies to target hard-to-staff schools in particular. In many systems where incentives are lacking for teachers to take up posts in hard-to-staff schools, the least qualified teachers end up working in schools that serve the most disadvantaged students; this contributes to further inequality in teaching quality and learning outcomes.

Using teachers’ years of experience and position in the profession as criteria for determining teacher transfers may be leading to inequitable effects, exacerbating hard-to-staff schools’ recruitment problems. In Djibouti, the number of years of teaching experience and potentially a teacher’s position in the hierarchy determines whether a teacher is able to transfer from one school to another. In some education systems, using years of teaching experience to grant transfer requests has had undesired effects: when teachers gain greater experience and potentially reach a point where they can understand more deeply the diverse needs of students, they are allowed to transfer to better-performing schools. This could deny disadvantaged areas access to experienced teachers, leaving the least knowledgeable and potentially the least effective teachers in hard-to-staff schools (even if the system has not formally recognized or designated schools as hard-to-staff) and increasing turnover rates. Furthermore, Djibouti uses teacher performance (judged on the feedback of colleagues and principals as well as external evaluators) in accepting transfer requests. In the absence of a well-managed incentive scheme, this criterion may also contribute to exacerbate education inequalities.

**There are no identified critical shortage subjects.** Ensuring that there are skilled teachers in every subject area is a challenge faced by most education systems. Even in top-performing systems, principals report difficulties in recruiting for certain disciplines. Djibouti has not taken steps to identify a set of critical shortage subjects which could potentially facilitate planning for increased recruitment in these disciplines. Djibouti’s policies are more closely aligned with Lebanon or Egypt, where these are not identified, than Jordan or the West Bank & Gaza which do identify critical shortage subjects. Djibouti might consider looking into developing a policy to identify critical shortage subjects. Furthermore, while a policy that identifies critical shortage subjects is the first step, the educational authorities must complement this with incentives that will actually encourage teachers to

take up teaching posts in the identified subjects. High-performing systems have dealt with shortages in subjects (mathematics, physics) by offering more flexible and competitive job market opportunities through monetary and non-monetary incentives to entice qualified individuals considering other professions (e.g. engineering, medicine) to choose to enter teaching (Table 2). To attract mid-career professionals from other fields, Djibouti might look into more flexible routes into teaching.

**Table 2. Monetary incentives for teachers in hard-to-staff areas:**

Monetary incentives offered ✓	No monetary incentives offered ✗
<b>OECD</b>	<b>OECD</b>
Australia	Belgium
Chile	Denmark
Finland	Netherlands
Ireland	Switzerland
Japan	<b>Non-OECD</b>
New Zealand	Djibouti
South Korea	Lebanon
Sweden	West Bank & Gaza
<b>Non-OECD</b>	
Egypt	
Yemen	

Sources: OECD, *Teachers Matter* 2005 for Australia, Finland, Ireland, Japan, South Korea, New Zealand, Sweden, Belgium, Denmark, Netherlands and Switzerland; World Bank, *SABER – Teachers* 2010 for Chile, Egypt, Yemen, Djibouti, Lebanon and West Bank

### Goal 5: Leading teachers with strong principals

Latent ●○○○

**Principals are able to provide instructional vision to teachers at their school and foster a disciplined learning environment, but selection criteria for this role are undefined.**

**Formal requirements to become a principal do not exist.** Setting requirements for principal positions is important because they influence the type of candidate that will apply for this role. In Djibouti, the MoE’s Director of Pedagogy sets the regulations determining the role of the school principal and the MoE’s Cabinet controls the hiring process. While the average principal is typically 30 years old and has 5 years of teaching experience, there are no

defined application criteria. Djibouti might consider better defining the job profile of a principal. This could ensure that principals understand clearly what is expected of them in both applying for and performing this role. In high-performing education systems and other MENA systems, at a minimum, principals must hold a tertiary education degree and have teaching and administrative experience. More extensive selection criteria could form part of the application process such as: performance in previous positions; completion of a training course specifically designed to prepare would-be principals; completion of an induction/mentoring program. The typical appointment length of a principal is 10 years. At the primary level, the role of principals, referred to as directors, is formalized in regulations. However, the role of secondary education principals was until recently only informally defined.

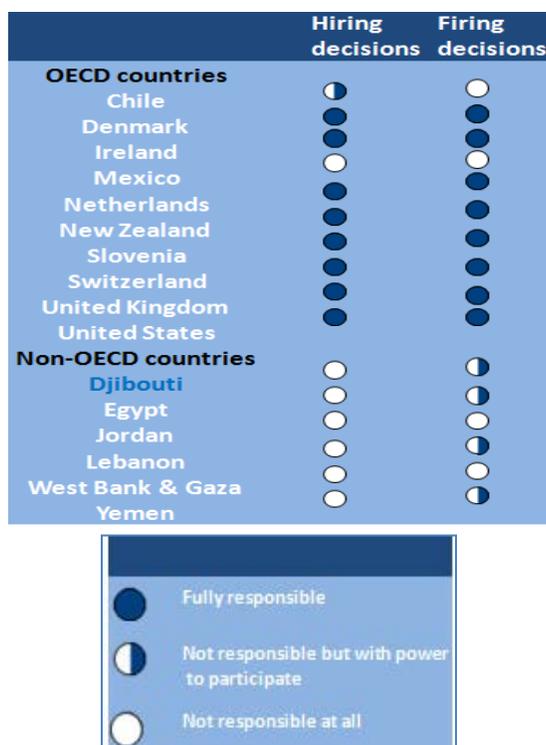
**Principals can make some decisions to improve teacher quality and they have a role in evaluating school performance.** It is desirable to enable principals to exert some decision-making authority over staffing decisions. While principals cannot hire the teachers at their schools, they can select substitutes for absent teachers, and they play some part in evaluating teachers’ performance and even in teacher dismissal decisions. Finally, as in many other education systems, principals carry out administrative tasks, such as managing the school budget and representing the school within the community. In most high-performing systems, principals play a larger role with the corresponding governing agency in both hiring and firing decisions at their schools. In addition, a growing body of evidence shows that principals, when allowed to carry out these functions, apply sound judgment (Table 3).

**Principals seem to play a key role in guiding their teachers to improve instruction.** Principals have a strong say in determining the duties and responsibilities of their teachers, and very significantly they can have an explicit role in providing guidance for curriculum and teaching-related tasks. Principals have the ability to reprimand their teachers for absenteeism and presumably can take action in curbing this behavior.

**Principals are not required to participate in performance evaluations, but pay seems to be in line with that in high-performing systems.** In high-performing education systems and in other MENA systems, an education authority holds principals accountable through

evaluations. Djibouti should look into introducing a principal evaluation process to fill this gap. However, a principal’s total compensation package is 47 percent above a regular teacher’s. Djibouti might wish to consider the extent to which candidates to principal positions differ considerably from regular teachers. Principal pay appears highly competitive by international standards. However, there is little variation between the average teacher’s basic salary and a principal’s (around 16 percent), potentially because the same salary schedule is applied to both principals and teachers. In addition, principals do not receive monetary rewards based on performance. Djibouti would be advised to look into how performance-related pay could act as an incentive for motivating principals to perform at their best, as well as for attracting results-driven individuals to apply to become school principals.

**Table 3. Principals’ decision-making role in hiring and firing, selected systems**



Sources: OECD, 2008 – PISA 2006 for Denmark, Ireland, Netherlands, New Zealand, Slovenia, Switzerland, United Kingdom and the United States; World Bank, SABER – Teachers 2010 for Chile, Djibouti, Egypt, Jordan, Lebanon, West Bank & Gaza and Yemen.

**Goal 6: Monitoring teaching and learning**

Established ●●●○

**There is some national student achievement data only, but data on teacher performance are very limited.**

**Some student achievement data exist to inform teaching in primary education.** At the primary level, there are 2 national assessments (Terminal objectif d’integration) administered annually to all students at ages 7 and 11 years old. These two assessments enable students’ scores to be linked to individual teachers. All secondary school students of age 15 sit for the Brevet de l’enseignement fundamental and then at age 18, all students take the Baccalaureate. These two assessments constitute the main assessments for secondary school students and do not allow for student scores to be matched to teachers. It is positive that Djibouti assesses students at these critical junctures—the middle and end points of both primary and secondary school. However, the assessments in secondary school would be better suited to informing, improving, and rewarding effective teaching if they allowed for students’ scores to be matched to either the school or teacher. Assessing learning in as many grades as possible not only has the benefit of providing teachers with comparable data on student learning, but it also offers teachers a better diagnostic of how students are performing at each grade and/or level (i.e., pre-primary, primary and secondary).

**Unfortunately, Djibouti has never participated in international student assessments.** Participation in these assessments would give Djibouti the opportunity to see how its students’ achievement levels measure up with those of high-performing systems across the world. West Bank & Gaza and Yemen participated in Trends in International Mathematics and Science Study (TIMSS) in 2003 and 2007 and are scheduled to take part in the next round during 2011. Since 1979 Djibouti has been a member of CONFEMEN, the organization that administers PASEC (the Africa regional assessment), and it is considering taking part in the next PASEC assessment. Djibouti might wish to look into securing funds to take part alongside other MENA systems.

**There are no official regulations stating specifically when teacher evaluations should be conducted.** In Djibouti the MoE evaluates teachers every 2-3 years through local education authorities. Inspectors are

responsible for evaluating around 10 schools and for deciding how to manage the evaluation program. Unfortunately, there are no defined specifications determining the length of time between each performance evaluation.

**There are no mandatory internal evaluations.** For external performance evaluations, each teacher’s appraisal is informed by the principal’s individual assessment and classroom observation, while parental feedback can be considered (Table 4). This is in accordance with the education legislation of 2000, which provided for the inclusion of parents and students in school management committees. While colleagues and students are not consulted, it is positive that teachers under review are able to submit a self-assessment. This should enable a teacher to understand the extent to which his/her own personal appraisal tallies with the conclusions of the evaluator. Djibouti should consider widening the sources consulted; there are limitations to relying on direct classroom observation, since teachers tend to better perform under the scrutiny of evaluators. The evaluation considers varied criteria, including teachers’ knowledge of the subject they teach, compliance with the curriculum, teaching processes, examining methods used to assess students as well as their participation, and potentially the use of homework assignments in the classroom.

**Currently, data are not available to provide an indication on how many teachers fail their evaluations.** The weak data management systems limit the effectiveness of these evaluations as comparisons cannot be drawn between the performance of teachers at different schools and across time. Teacher identification mechanisms that can track teachers over time should facilitate data collection, enabling policy decisions to be made through reasoned justification, based on data collected.

**Table 4. Sources used in teacher performance evaluations, selected systems**

	Students’ achievement	Teaching processes	Parents’ feedback	Students’ feedback	Colleagues’ feedback
<b>OECD systems</b>					
Australia	✓	✓	✓	✓	✓
Belgium	✓	✓	✓	✓	✓
Chile	✗	✓	✗	✗	✓
Denmark	✓	✓	✓	✓	✓
Ireland	✓	✓	✓	✓	✓
Mexico	✓	✓	✗	✗	✗
South Korea	✓	✓	✓	✓	✓
<b>Non-OECD systems</b>					
Djibouti	✗	✓	✓	✗	✗
Egypt	✓	✓	✗	✗	✗
Jordan	✓	✓	✗	✗	✗
Lebanon	✗	✓	✗	✗	✗
West Bank & Gaza	✗	✓	✗	✗	✗
Yemen	✓	✓	✗	✓	✗

Sources: OECD, *TALIS 2010* for Australia, Belgium, Denmark, Ireland and South Korea; World Bank, *SABER – Teachers 2010* for Chile, Djibouti, Egypt, Jordan Lebanon, Mexico, West Bank & Gaza and Yemen.

### Goal 7: Supporting teachers to improve instruction

Emerging ●●○○

**Data are used to improve instruction, but there are no content-specific requirements for professional development.**

**Teacher performance data from evaluations are used to develop instructional practices and professional development.** All professionals can constantly improve, and teachers are no exception. In Djibouti, even though external evaluations do not take place according to a regular timetable, the information derived is used to inform teachers in developing their instructional practices and allocating professional development opportunities. While professional development for teachers is mandatory, Djibouti does not specifically assign under-performing teachers with professional development or other support to help improve instruction. Providing additional professional development to struggling teachers can offer them the tools they need to improve – but only if such activities are well designed.

**While teachers do not have to fund professional development from their own finances, there are no**

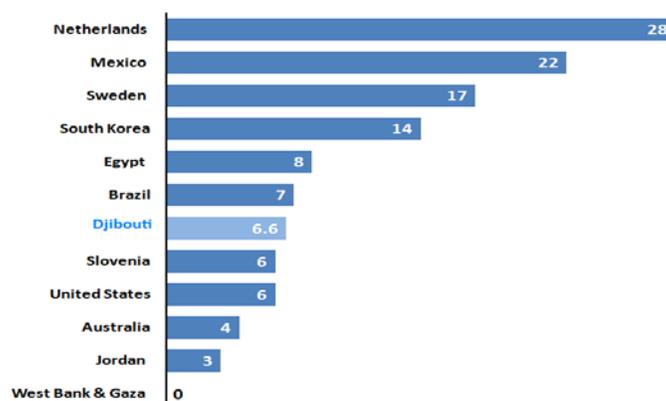
**requirements for content coverage.** The Training Center for Personnel within the MoE is responsible for overseeing the provision of professional development while the sub-national and local educational authorities also play a role. Professional development is financed through the education sector budget under the MoE, as well as supported by donor funding from international organizations and NGOs. It is positive that teachers in Djibouti are required to participate in professional development. As participation is mandatory, teachers can avoid prioritizing their immediate work agenda in order to participate in professional development. In Djibouti, primary school teachers are expected to devote 64 hours (11.4 days) annually, while secondary school teachers are required to spend half as much time to professional development (32 hours, or 6.6 days). With these time allocations, Djibouti falls in line with high-performing systems, where required days of professional development range from a minimum of 4 to a maximum of 28 days per year (Figure 10). Djibouti should examine carefully this policy choice – as all teachers, regardless of whether their students are at the primary or secondary level, gain from participation.

**Although professional development is required of all teachers, there are no mandatory content guidelines on what should be covered.** Djibouti could consider examining this under the Draft National Policy (2009) and potentially propose requirements. Content of professional development should be broad, covering not only support in carrying out administrative tasks but aspects related to teaching, such as subject matter knowledge, teaching the curriculum, classroom management, instructional practices, training in applying audio-visual tools in learning and providing guidance on teaching students with special needs.

**Djibouti's current definition of professional development, although still being determined, is restricted to traditional forms of professional development.** It focuses more on courses and seminars with less on applied activities on improving classroom instruction that are most likely to lead to greater teacher effectiveness. In high-performing education systems, professional development not only includes activities such as education conferences and seminars but also other types of professional development which have been shown can impact teacher performance, such as teacher networks or mentoring programs. Under the Draft National Policy on professional development, which

will be finalized in 2012, Djibouti may look into these options. In MENA, West Bank & Gaza offer teachers these forms of professional development that are proving effective in high-performing education systems, such as qualification programs, observation visits to other schools and teacher participation in school networks.

**Figure 10. Number of required days of professional development, selected systems**



Sources: OECD, *Creating Effective Teaching and Learning Environments: First Results from TALIS 2009* for Netherlands, Mexico, Sweden, South Korea, Brazil, Slovenia, United States and Australia; World Bank, SABER – Teachers 2010 for Egypt, Djibouti and West Bank & Gaza. Notes: (1) The number of required days was calculated by dividing the total number of annual hours by number of daily working hours. (2) These figures refer only to secondary school teachers.

## Goal 8: Motivating teachers to perform

Emerging ●●○○

**Few behavior-related accountability mechanisms exist, and performance incentives and sanctions are weak.**

Teachers do not have to fulfill continuing requirements, except for professional development activities where content is unclear. Djibouti has professional development requirements in place that teachers must fulfill on a continuing basis to remain qualified as teachers (64 hours annually for primary school teachers and 32 hours for secondary school teachers). In contrast, high-performing systems require that teachers perform consistently to a satisfactory standard in order to remain in the profession. Djibouti may consider looking into implementing further requirements for staying in the profession.

Terms of teacher dismissals administered by the Labor Ministry incorporate child abuse but not misconduct; only teacher absenteeism and not poor performance can result in dismissal. Legal procedures to safeguard the protection of vulnerable students and ensure that teachers who engage in child abuse can be dismissed are in place. However, it is a concern that teacher misconduct is not a specified as a type of behavior that can result in dismissal. The sanctioning mechanism of withholding pay for each day of unauthorized absence exists; the prospect of dismissal should further discourage such behavior.

**Teacher performance-related incentives are largely absent.** Teachers are offered few financial or other opportunities for public recognition to reward strong performance. Performance-related pay and monetary bonuses for good performance by individual teachers or by school are not available. Djibouti may look to Jordan for policy guidance—the Queen Rania Award for Excellent Teachers introduced in 2005 provides 25 high-performing teachers with monetary bonuses. On the positive side, strong performance evaluations could result in promotional opportunities. Given the restricted set of incentives, it is important for Djibouti to explore alternatives to motivate strong teacher performance. Djibouti should recognize that the most powerful incentives are those that tie direct compensation (as opposed to non-monetary rewards) to the performance of the target behavior. In general, the exchange value of non-monetary for monetary incentives is low. People generally prefer their compensation in a form that allows them to choose the benefits of their work. When monetary benefits are small in either absolute or relative terms, however, interest in non-monetary incentives increases. Moreover, for the incentive to be effective, behavior and reward need to occur close together in time. A tight pairing of desired behaviors and rewards can maximize the efficacy of incentive systems in inducing strong teacher performance.

**Djibouti has put in place a probationary period prior to awarding open-ended status to new teachers.** This is positive, especially as the first years of teaching are among the best available predictors of a teacher’s performance later on in the career (Table 5). However, it is worrying that the determining criteria for granting open-ended appointments involve only a teacher’s age and educational qualifications. Further, the vast majority of public school teachers are employed as tenured civil servants, making employment termination later on very

challenging. Much stricter probationary requirements are enforced on private school teachers wishing to transfer to the public sector: in order to become a civil servant, a teacher must pass a written test, possess 5 years of work experience, and upon entering the public sector, must successfully complete a 2-year probationary period with a final exam at the end. Further, once a teacher has an open-ended appointment, he or she cannot be dismissed because of the results of the performance evaluation process. The fact that there were only 24 reported dismissals in 2008 (0.76 percent of the total teaching force) makes it questionable whether the problem of teacher ineffectiveness is addressed adequately.

**Table 5. Regulations for teacher dismissal and probationary periods**

	Dismiss for under performance	Mandatory probationary period before tenure
<b>OECD systems</b>		
Australia	✓	✓
Belgium	✓	✓
Chile	✓	✗
Japan	✗	✓
South Korea	✗	✗
<b>Non-OECD systems</b>		
Djibouti	✗	✓
Egypt	✓	✓
Jordan	✗	✓
Lebanon	✗	✗
West Bank & Gaza	✓	✓
Yemen	✗	✓

World Bank, SABER-Teachers 2011.

## Acknowledgements

This report was prepared in 2011 by the SABER-Teachers Team, which included Lisa Kaufman, Nicole Goldstein, and Alejandro Ganimian and was led by Emiliana Vegas (Lead Economist, HDNED). The team would also like to thank Ahmed Dewidar for his assistance with data collection. Finally, the report also benefited from the collaboration of Kamel Braham and Tomomi Miyajima. Information and analysis is based on the data and SABER-Teachers conceptual model used in 2010-2011.

The **Systems Approach for Better Education Results (SABER)** initiative produces comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems. SABER evaluates the quality of education policies against evidence-based global standards, using new diagnostic tools and detailed policy data. The SABER country reports give all parties with a stake in educational results—from administrators, teachers, and parents to policymakers and business people—an accessible, objective snapshot showing how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on teacher policy.

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.



THE WORLD BANK