



# Nigeria: Ekiti

## TEACHERS

SABER Country Report  
2012

### Policy Goals

#### 1. Setting clear expectations for teachers

There are clear expectations for what teachers and students are supposed to do, but teachers may not have enough time to fulfill their duties.

Established



#### 2. Attracting the best into teaching

While compensation and entry requirements may attract competitive candidates, working conditions may make the profession less attractive.

Established



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

There are minimum standards for entering teachers, and they receive guided professional practice to help strengthen their abilities.

Established



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

There are no incentives to attract teachers to hard-to-staff schools or attract candidates to subjects with teacher shortages. This may result in a lack of quality teachers in some schools and subjects.

Latent



#### 5. Leading teachers with strong principals

Entry requirements for school leadership exist; however, principals are not provided with performance-based incentives and their decision-making authority could be strengthened.

Established



#### 6. Monitoring teaching and learning

There are some student achievement data to inform teaching and teacher performance evaluations are regularly conducted, but the use of student achievement data could be strengthened.

Emerging



#### 7. Supporting teachers to improve instruction

Professional development is not integrated into the teaching career to help strengthen teacher skills over time.

Emerging



#### 8. Motivating teachers to perform

There are some performance-related incentives in place and sanctions for low-performance but few mechanisms to hold teachers accountable.

Established



## The Importance of Teacher Policies

Research suggests that teacher quality is the main school-based predictor of student achievement and that several consecutive years of outstanding teaching can offset the learning deficits of disadvantaged students (Hanushek and Rivkin, 2006; Nye et al, 2004; Park and Hannum, 2001; Rivkin et al, 2005; Rockoff, 2004; Sanders, 1998; Sanders and Rivers 1996; and Vignoles et al, 2000). However, it is not yet clear exactly which teacher policies can raise teacher effectiveness (Goldhaber, 2002 and Rivkin et al, 2005). Thus, devising effective policies to improve teaching quality remains a challenge.

There is increasing interest across the globe to attract, retain, develop and motivate great teachers. While the World Bank has ample experience in supporting teacher policy reforms in developing countries, until recently there was no systematic effort to offer data and analysis that can provide policy guidance on teacher policies.

A new tool, **Systems Approach for Better Education Results (SABER)–Teachers**, fills this gap by collecting, analyzing, synthesizing, and disseminating comprehensive information on teacher policies in primary and secondary education across a range of different education systems.<sup>1</sup> In this report, we discuss the findings from the application of *SABER-Teachers* in Ekiti, Nigeria. Our goal is to enable policymakers to learn about how other countries address the same policy challenges related to teacher management and thus how to make well-informed policy choices that will lead to improved learning outcomes.<sup>2</sup>

<sup>1</sup> In order to offer guidance to policy makers in client countries on how to raise education quality, the Education Unit at the World Bank's Human Development Department has launched System Assessment and Benchmarking for Education Results (SABER), an initiative that seeks to collect information about different education systems' policy domains, analyze it to identify common challenges and promising solutions, and make it widely available to inform countries' decisions on where and how to invest in order to improve education quality. SABER - Teachers is one such policy domain.

<sup>2</sup> The focus of the initiative is the design of teacher policies as opposed to their implementation on the ground. A number of complementary activities will be looking at implementation in a sample of countries as this will involve a different methodological approach and will require more financial and human resources.

## Overview of SABER-Teachers

**SABER-Teachers** collects data on 10 core teacher policy areas in order to offer a comprehensive overview of teacher policies in each education system. These policy areas are listed in **Box 1**. It is important to highlight that *SABER-Teachers*' main focus is on the *policies* formally adopted by education systems. While in some cases the data collected also address how the teacher policy goals are achieved in practice, the nature of our data collection approach (based on interviews with key informants and official document review) do not allow for a thorough assessment of policy implementation. Therefore, complementary research will be useful in most settings.

### Box 1: Key Teacher Policy Areas

Teacher Policy Dimensions
<ul style="list-style-type: none"> <li>• Requirements to enter and remain in teaching</li> <li>• Initial teacher preparation</li> <li>• Recruitment and employment</li> <li>• Teachers' workload and autonomy</li> <li>• Professional development</li> <li>• Compensation (salary and non-salary benefits)</li> <li>• Retirement rules and benefits</li> <li>• Monitoring and evaluation of teacher quality</li> <li>• Teacher representation and voice</li> <li>• School leadership</li> </ul>

To analyze these data and offer informed policy guidance, **SABER-Teachers** analyzes progress on eight teacher policy goals. *SABER-Teachers* used three criteria to select these teacher policy goals. They are: (i) linked to performance through evidence provided by research and studies; (ii) a high priority for resource allocation; and (iii) actionable. The eight teacher policy goals are presented in Figure 1.

**Figure 1: Teacher Policy Goals**



The eight teacher policy goals exclude other objectives that countries might want to pursue to increase the effectiveness of teachers. These were excluded because there is to date insufficient empirical basis on which to make specific policy recommendations, either because evidence on policy interventions in that area remains unclear or because the top-performing education systems take very different approaches to reach these objectives.<sup>3</sup> For a more detailed report on the eight

<sup>3</sup> For example, *SABER-Teachers* collects information on teacher organizations (as part of the policy area of “teacher representation and voice”) and will make it publicly available. Yet no clear trend has emerged regarding whether (and if so, how) governments should engage with these organizations in policy formulation or consultation. To be sure, many studies have looked at the impact of unionization on schools’ productivity (Argys and Reese, 1995; Eberts and Stone, 1986; and Hoxby 1996), student learning (Kingdon and Teal, 2008; Kleiner and Petree, 1988; Kurth, 1987; Register and Grimes, 1991; and Steelman et al, 2000), teachers’ wages (Ballou and Podgursky, 2002; Baugh and Stone, 1982; Bee and Dolton, 1995; and Dolton and Robson, 1996), working conditions (Eberts, 1984; Murillo et al, 2002; and Zegarra and Ravina, 2003) and education policy (Goldschmidt and Stuart, 1986 and Woodbury, 1985). But even top-performing countries differ widely in how much they engage, to what extent they regulate, and how they organize teachers’ unions. Data collected by *SABER-Teachers* will offer guidance on how to approach these issues in the future.

teacher policy goals and the evidence supporting this selection, please see Vegas et al (2010).

**Findings in Nigeria**

**SABER-Teachers collected policy data for Nigeria’s Anambra, Bauchi, and Ekiti states.** Table 1 presents the extent to which each education system has progressed in the eight SABER-Teachers policy goals. Our analysis indicates that each teacher policy system has relative strengths and weaknesses. However, across the three systems, we observed some general patterns, which we highlight in this section.

**Table 1: Levels of Development of Teacher Policies in Nigeria**

	Anambra	Bauchi	Ekiti
1. Setting clear expectations for teachers	Established ●●●○	Established ●●●○	Established ●●●○
2. Attracting the best into teaching	Established ●●●○	Emerging ●●○○	Established ●●●○
3. Preparing teachers with useful training and experience	Established ●●●○	Established ●●●○	Established ●●●○
4. Matching teachers' skills with students' needs	Emerging ●●○○	Latent ●○○○	Latent ●○○○
5. Leading teachers with strong principals	Established ●●●○	Established ●●●○	Established ●●●○
6. Monitoring teaching and learning	Emerging ●●○○	Emerging ●●○○	Emerging ●●○○
7. Supporting teachers to improve instruction	Established ●●●○	Established ●●●○	Emerging ●●○○
8. Motivating teachers to perform	Emerging ●●○○	Established ●●●○	Established ●●●○

**Setting clear expectations for teachers:** All education systems in these states are Established in this policy goal, which means they have: (i) explicitly defined standards for what students should know and be able to do, as well as curricula to guide teaching and learning; (ii) officially stipulated tasks for teachers; and (iii) delineated official time allocations that enable teachers to fulfill their duties.

**Attracting the best into teaching:** With the exception of Bauchi, the other states are Established in this policy goal, which means they have: (i) entry requirements that allow screening of talented individuals; (ii) attractive pay and benefits; (iii) appealing working conditions; and (iv) attractive career opportunities

within the teaching profession. In Bauchi, there is an opportunity to strengthen its policies in this domain.

**Preparing teachers with useful training and experience:** In this policy goal, all systems are Established, which means they have developed: (i) minimum standards for pre-service training programs; (ii) requirements for classroom experience for all teachers; and (iii) induction or mentoring programs to help smooth the transition from training into teaching.

**Matching teachers' skills with students' needs:** This policy goal remains a challenge in all states. Anambra is Emerging in this policy goal, while Bauchi and Ekiti are lagging behind. Top-performing education systems have established incentives to attract teachers to work in hard-to-staff schools and/or to teach certain subjects such as math and science.

**Leading teachers with strong principals:** All education systems in these states are Established in this policy goal, which means they have: (i) introduced requirements to become a principal and attract talented candidates; (ii) established incentives for principals to perform well; (iii) provided autonomy to principals to make decisions related to instruction or personnel management for their schools.

**Monitoring teaching and learning:** In this policy goal, all states are Emerging, which indicates an opportunity to strengthen its policies in this domain. High-performing education systems have established student learning assessment systems and teacher performance appraisal mechanisms—factors that have been shown to enhance student learning outcomes.

**Supporting teachers to improve instruction:** With the exception of Ekiti, the other states are Established in this policy goal, which means teachers are provided with performance data to help them improve teaching practices, and these data are also used by principals to develop professional development plans for teachers. In Ekiti, there is an opportunity to strengthen its policies in this domain.

**Motivating teachers to perform:** With the exception of Anambra, the other states are Established in this policy goal, which means there are minimum mechanisms to hold teachers accountable as well as rewards and sanctions for high- and low-performing teachers, respectively. In Anambra, there is an opportunity to strengthen its policies in this domain.

## Findings in Ekiti, Nigeria

### 1. Setting clear expectations for teachers



**Setting clear expectations for teachers is important for several reasons.** First, expectations for student and teacher performance influence how potential entrants perceive the profession. The clearer these expectations, the more likely an education system is to get the type of teacher it seeks. Second, expectations guide teachers' work. The more specific they are, the better teachers can organize their time and resources to meet them. Finally, expectations can help align the goals of different key aspects of the profession (e.g., pre-service training, professional development and teacher appraisals). The more institutionalized these expectations are, the more likely all of these aspects will be working towards a common purpose and thus the more likely it will be achieved. SABER - Teachers considers three policy levers education systems can use to reach this goal:

- Are there clear expectations for what students should know and be able to do?
- Are there clear expectations for what teachers are supposed to do?
- Do teachers have enough time to fulfill their duties?

**In Ekiti, there are clear expectations for what teachers and students are supposed to do, but teachers may not have enough time to fulfill their duties.** Expectations for what students should know and be able to do are clear. Nigeria has a national curriculum, which sets the contents in detail, informing teachers of required subject content that should be taught to students at different grades. In addition, expectations for what teachers are supposed to do are explicitly laid out in legal regulations and teachers are guided by performance goals. Similar to top-performing education systems, Ekiti's school year consists of 800 hours or more at both the primary and the secondary level. However in Ekiti, teachers may not have enough time to fulfill their duties. There is no statutory definition of working time for either primary or secondary school teachers. In contrast, top-performing education systems not only define working time, but also recognize that lesson planning, grading, and other administrative tasks may take place outside of the number of hours spent at school. Primary and secondary school teachers working time is between 1000 to 1520 hours per year. In comparison, working



time in most successful systems ranges between 1,520 and 1,650 hours in both levels, and in the highest-performing, it is 1,650 hours or more. In Ekiti, the number of hours that teachers are expected to devote to teaching is 80% to 100% of their working time. Again, most successful education systems with data make teaching hours 30 to 50% (primary) of working hours, suggesting that they build in time for other tasks that teachers need to carry out, such as administrative duties and grading assignments, among others.

## 2. Attracting the Best into Teaching

Established



**Getting talented people to go into teaching is essential for several reasons (Guarino, Santibáñez & Daley 2006).** First, more able individuals make better teachers (Boyd, et al. 2008). The better the quality of the teaching force, the more likely an education system is to have effective teachers. Second, top candidates maximize the impact of teacher training (whether traditional or abridged). If the quality of student teachers is too low, training is likely to focus more on making up for their deficits in knowledge and skills and less on turning them into effective teachers. Finally, luring top talent into teaching has a “multiplier” effect: if teaching attracts qualified people, competitive candidates who had not considered teaching might be drawn to it. SABER - Teachers considers four policy levers education systems can use to reach this goal:<sup>4</sup>

- Are entry requirements set up to attract talented candidates?
- Are pay and benefits appealing for talented candidates?
- Are working conditions appealing for talented candidates?
- Are there attractive career opportunities?

**In Ekiti, entry requirements are set up to attract talented applicants and pay and benefits are**

<sup>4</sup> One issue that is not included in this list because of lack of clear guidance from available evidence on how to tackle it is that of the “flexibility” of the profession. Several studies find that some women prefer to teach because they can take leaves of absence to take care of their families without incurring wage penalties when they come back (Flyer & Rosen 1997; Stinebrickner 1999a, 1999b, 2001a, 2001b). Yet, it is unclear that education system want to attract these candidates any more than other groups.

**appealing, but could be strengthened.** There is an established process to screen applicants to pre-service teacher training, and there are requirements to become either a primary or secondary school teacher. However, it is unknown how many primary school teachers meet these requirements. For secondary school teachers, 90% or more meet the requirements to enter teaching. In Ekiti, data are unavailable for how many applicants enter pre-service teacher training programs, indicating that the competitiveness of entering teacher training is unknown. In addition, data on what models of pre-service teacher training (concurrent, consecutive, or alternative) are unavailable. Pay and benefits are appealing for talented candidates, with highly competitive starting salaries (80% or more of GDP per capita). Teachers in Ekiti are generally paid on time, and pay changes considerably over a teacher’s career. Teachers do not receive monetary bonuses for teaching a specific subject, geographic area, grade, or student population, and pay does not take into account performance evaluations. Teachers are entitled to both retirement and health benefits.

**While there are attractive career opportunities, working conditions could be made more appealing for talented candidates.** There are no standards for infrastructure, hygiene, and sanitation of schools. However, pupil-teacher ratio are aligned with top-performing systems, with less than 25 students primary and secondary school students per teacher. Attractive career opportunities exist; at the school level, upon the decision of either, principals, school owners or municipal authorities, teachers can take on leadership positions. In addition, teachers can apply for both principal posts and academic posts, such as, academic lead-teachers, master teachers and heads of departments.

## 3. Preparing Teachers with Useful Training and Experience

Established



**Equipping teachers with the skills they need to succeed in a classroom is crucial. First, few (if any) individuals are born effective teachers.** Teachers needs subject matter knowledge, classroom management skills and lots of practice in order to be successful in a classroom. In addition, preparation puts all teachers on an equal footing, giving them a common framework to

work and improve their practice. SABER - Teachers considers three policy levers education systems can use to reach this goal:<sup>5</sup>

- Are there minimum standards for pre-service teaching training programs?
- Are individuals required to have classroom experience to be allowed to teach?
- Do teachers have a smooth transition from pre-service training into their first job?

**In Ekiti, there are minimum standards for pre-service training, individuals are required to have classroom experience, and beginning teachers are required to participate in an induction or mentoring program.**

There is an accreditation process for pre-service teacher training programs, and specifications on subject content have been established. In the specifications for initial teacher training, primary and secondary school teachers devote more hours to subject matter than pedagogy, these findings align with policies of successful systems. Primary and secondary school teachers are required to have 7 to 11 months of practical professional experience. In comparison, most successful school systems have mandatory classroom experience of at least a year and often longer, for both primary and secondary school teachers. In Ekiti, beginning teachers are required to participate in an induction or mentoring program of at least a year to help smooth their transition from training into the classroom.

#### 4. Matching Teachers' Skills with Students' Needs

Latent



**Ensuring that teachers work in schools where their skills are most needed is important for promoting equity and efficiency.** First, it is a way of ensuring all students in an education system have an equal opportunity to learn: without purposeful incentives,

<sup>5</sup> One aspect not included in this framework because no data on this indicator was collected is that of teacher certification. Although the definition of teacher certification varies by country (and sometimes, within one country), studies have found that a certification status is generally associated with higher teacher effectiveness (Darling-Hammond 1999a, 1999b; Darling-Hammond, Barnett & Thorenson 2001; E. J. Fuller 1999; Goldhaber & Brewer 2000; Hawk, Coble & Swanson 1985).

teachers tend to gravitate towards schools with better working conditions, which often serve better off students (Boyd, et al. 2005a; Hanushek, et al. 2004b). Second, it is a way of ensuring teachers are distributed efficiently—i.e., to minimize the number of surplus teachers at a given grade, subject or geographic area. Finally, ensuring teachers are a good match for their school can also increase their effectiveness and reduce turnover rates (Boyd, et al. 2002, 2005b; Jackson 2010).<sup>6</sup> SABER - Teachers considers two policy levers education systems can use to reach this goal:

- Are there incentives for teachers to work at hard-to-staff schools?
- Are there incentives for teachers to teach critical shortage subjects?

**In Ekiti, teachers are not provided with monetary incentives to work in hard-to-staff schools; critical shortage subjects have been identified, but no incentives exist.** Teachers working in hard-to-staff schools, such as those serving students from disadvantaged populations, are not entitled to receive either bonuses or a better compensation packages. In addition, teaching experience is used in making transfer decisions; using seniority as a basis for approving transfer requests may motivate the most seasoned and potentially best teachers to leave hard-to-staff schools. In several countries, the practice of allocating teacher positions based on seniority has resulted in higher turnover rates in hard-to-staff schools, as well as a larger proportion of teacher entrants, who may not be as effective as more experienced teachers. Ekiti has identified critical shortage subjects, but not created monetary incentives for teachers to focus on them.

#### 5. Leading Teachers with Strong Principals

Established



**The quality of school heads is second only to classroom teaching as a predictor of student learning (Eberts &**

<sup>6</sup> Much research has been devoted to the issue of turnover. Several studies have noted that it is not always the most effective teachers who leave (Boyd, et al. 2007; Hanushek, et al. 2005; West & Chingos 2008). Yet, these studies also concede that there is still considerable room for schools to enact targeted policies aimed at retaining only the most effective performers.

**Stone 1988; Leithwood, et al. 2006).** Quality principals attract and retain quality teachers (Boyd, et al. 2009a; Ingersoll 2001a, 2001b; Papa Jr., Lankford & Wyckoff 2002). Also, capable principals can spearhead much-needed change at the school level, so having strong leaders is important not only to ensure acceptable levels of performance but also to drive improvements. Finally, good principals can facilitate teachers' work and continuous improvement. The more capable a principal is, the more he or she can support teachers, create a sense of community, make teachers feel valued and ease their anxiety about external pressures (Mulford 2003). SABER - Teachers considers three policy levers education systems can use to reach this goal:

- Are requirements to become a principal set up to attract talented candidates?
- Do principals have incentives to perform well?
- Can principals make key decisions to improve teaching?

**In Ekiti, entry requirements for school leadership exist; however, principals are not provided with performance-based incentives and their decision-making authority could be strengthened.** Clear requirements and selection processes exist to become a school principal. Principals must have completed an educational level of at least the ISCED 5B, a minimum of 15 years of professional teaching experience, a minimum of 5 years of professional administrative experience, satisfactory performance in a supervised internship, and participated in an induction or mentoring program. In Ekiti, principal pay is highly competitive: principals are paid 140% or more of GDP per capita, but there are no performance-based incentives. While principals must participate in regular performance evaluations, they are not allowed to receive monetary bonuses based on their performance on the job. In addition, principals are required to provide guidance to teachers and decide on the distribution of time during school hours, but they do not have a say or decide on teacher hiring, firing, dismissals, or promotions.

## 6. Monitoring Teaching and Learning

Emerging



**Assessing how well teachers are teaching and whether students are learning is essential to devise strategies for improving teaching and learning.** First, teacher and student evaluations help identify good practices, which

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can then be shared among the teaching staff to improve school performance. Second, identifying low-performing teachers and students is necessary to support them in a timely manner. Education systems need to be able to know when to provide struggling classrooms with adequate support to improve. Finally, such information is useful for accountability purposes. SABER - Teachers considers three policy levers education systems can use to reach this goal:

- Is there enough student achievement data to inform teaching?
- Is there enough teacher performance data to inform teaching?

**In Ekiti, there are some student achievement data to inform teaching and teacher performance evaluations are regularly conducted, but the use of student achievement data could be strengthened.** In 1996 and 2003, Ekiti participated in the Monitoring of Learning Achievement (MLA), an international assessment of student learning. Unlike top-performing systems, Ekiti does not conduct regular national or sub-national assessments of student learning. However, teacher performance evaluations are regularly conducted. Participation in both internal and external evaluations is mandatory for all public school teachers. Internal evaluations occur regularly (daily, weekly, termly), while external evaluations occur at least once a year. Evaluations in Ekiiti rely on 5 or more sources and use at least 3 out of the following criteria to assess teaching: teacher knowledge, classroom practices, student background and student learning. In Ekiti, less than 5% of teachers failed their last round of external evaluations. Further, it is possible to track teachers over time.

## 7. Supporting Teachers to Improve Instruction

Emerging



**Helping teachers be more effective in the classroom is vital.** First, all teachers can improve—regardless of how effective they are at one point in time. Therefore, support mechanisms are necessary to help teachers reach their potential and perform at their best. Second, changes in classroom assignments and/or student populations can pose new challenges to teachers. Thus, during periods of transitions, teachers will need additional help to sustain their performance. Finally,

support mechanisms can go a long way in preventing burnout and reducing turnover. Even motivated teachers may choose to leave if they are consistently ineffective, do not know how to improve and receive little support. SABER - Teachers considers two policy levers education systems can use to reach this goal:

- Is teacher performance data used to improve teaching?
- Is there professional development to improve practice?

**In Ekiti, teacher performance data from evaluations are used to inform classroom practice, but professional development content and requirements could be strengthened.**

The schools conduct teacher performance evaluations and use these results to inform teachers as to how they can develop their instructional practices. Under-performing teachers, as judged on the evaluation results, may be assigned a supervisor or professional development. Further, professional development exists, but it is unknown whether it is required and professional development is not used in a focused approach to improve instruction. Professional development includes 5 or more types of activities other than courses and workshops or education conferences and seminars. However, the content of professional development for both primary and secondary school teachers is unknown. Further, individual teachers are responsible for paying for their professional development.

## 8. Motivating Teachers to Perform

Established



**Incentives help education systems signal priorities.** The more aligned incentives are with the behaviors and outcomes they expect from teachers, the more likely they will obtain them. Incentives are also a way of recognizing teachers' work. Teaching is a challenging job and incentives can let teachers know the results they have achieved are valued so that they continue working hard to sustain them. In addition, some types of incentives can influence the profile of the teaching profession and make it more competitive, dynamic and performance-driven. The presence of incentives can have affect the attractiveness of the teaching profession. SABER - Teachers considers three policy levers education systems can use to reach this goal:

- Are there minimum mechanisms to hold teachers accountable?

- Are there rewards for high-performing teachers?
- Are there sanctions for low-performing teachers?

**There are some performance-related incentives in place and sanctions for low-performance, but mechanisms to hold teachers accountable could be strengthened.**

There are requirements for primary and secondary school teachers to remain in the profession, and teachers can be dismissed for misconduct or child abuse. Teacher absenteeism is taken into account in performance evaluations, and may result in penalties such as salary deductions and/or dismissal. In addition, there are some rewards for high-performing teachers, including: monetary bonuses, better chances of promotion, and more public recognition. The percentage of a teacher's salary affected by performance is unknown, and there are some sanctions in place for low-performing teachers. Performance on the job is used to decide whether to grant an open-ended appointment, and there is a mandatory probationary period. In Ekiti, there are pay cuts for low-performing teachers and unsatisfactory performance on an evaluation may result in dismissal.

## Improving Teacher Policies: Priorities for Ekiti, Nigeria

**Overall, Ekiti has achieved acceptable levels of development in five of the eight core SABER-Teacher policy goals.** This indicates that Ekiti has succeeded in setting clear expectations for teachers, attracting the best into teaching, preparing teachers with useful training and experience, leading teachers with strong principals, and motivating teachers to perform. Yet, Ekiti has room to improve in the goals of matching teachers' skills with students needs, monitoring teaching and learning, and supporting teachers to improve instruction.

## Matching Teachers' Skills with Students' Needs

There are two policy levers that governments can use to reach the goal of matching teachers' skills with students' needs: (1) establishing incentives for teachers to work at hard-to-staff schools; and (2) establishing incentives for teachers to teach critical shortage subjects.



Both Bauchi and Ekiti rate Latent in this policy goal, while Anambra is Emerging. In Anambra, teachers are entitled to incentives for working in hard-to-staff schools or for teaching critical shortage subject, but teachers do not have these incentives in either Bauchi or Ekiti. One way in which education systems can foster a more equitable distribution of teachers is by using incentives; however, the evidence suggests that the design of these incentives programs matters. Ekiti might consider paying teachers more for working in hard-to-staff schools and/or providing incentives to teachers to teach critical shortage subjects. In addition, across these three education systems, teaching experience is used in deciding transfer priorities. Even in education systems with well-designed incentives to attract teachers into hard-to-staff schools, the distribution of teachers may still be inequitable if experienced teachers (who can be more effective than novice teachers) are given priority in transfer assignments.<sup>7</sup> Thus, using seniority as a basis for approving transfer requests may motivate the most seasoned and potentially best teachers to leave hard-to-staff schools.

### Monitoring Teaching and Learning

There are two policy levers that are key to monitoring teaching and learning: (1) establishing student learning assessment systems; and (2) teacher performance appraisal mechanisms.

Anambra and Ekiti have participated in selected international assessments of student learning. Ekiti participated in the Monitoring of Learning Achievement (MLA) in 1996 and 2003, and Anambra participated in the MLA in 2003. Making student achievement data available to teachers is key to inform their diagnosis of the strengths and weaknesses of their students and their lesson planning: the more information teachers have about the learning levels of their students, the better they can prepare to contribute to their students' learning progress. Nigeria's education systems could benefit from partaking in more frequent international

assessments, and instituting national or sub-national assessments of students learning.

### Supporting teachers to improve instruction

There are two policy levers that are key to supporting teachers to improve instruction: (1) providing teachers with performance data to help them improve their teaching; and (2) providing professional development to improve practice.

Ekiti rates Emerging in this policy goal, while Anambra and Bauchi rate Established. In particular, there is an opportunity for Ekiti to strengthen its policies related to professional development content and requirements. In Ekiti, there are no professional development requirements for primary or secondary school teachers. All successful education systems with data either make professional development compulsory for all teachers or a requirement for promotion. In addition, top-performing education systems generally require teachers to participate in 10 or more days of professional development, which includes 5 or more non-traditional types of activities and focuses on 5 or more aspects (other than school management and administration). Further, in Ekiti, teachers are responsible for paying for their professional development; however, in Bauchi and many successful education systems most of the costs of professional development are covered.

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<sup>7</sup> This is concerning given that research shows that it is the teachers with the best pre-service qualifications who are most likely to apply to transfer to other schools (Boyd, et al. 2009b) and that school accountability rankings make teachers want to transfer out of low-performing schools (Feng, Figlio & Sass 2010).

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The Systems Approach for Better Education Results (SABER) initiative collects data on the policies and institutions of education systems around the world and benchmarks them against practices associated with student learning. SABER aims to give all parties with a stake in educational results—from students, administrators, teachers, and parents to policymakers and business people—an accessible, detailed, objective snapshot of how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically the area of teacher policies.

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