

Mozambique



TEACHERS

SABER Country Report
2014

Policy Goals

Status

1. Setting Clear Expectations for Teachers

Clear expectations exist for what students should learn and what teachers are supposed to do. Teachers' official duties involve both teaching and nonteaching tasks related to instructional improvement.

Established
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2. Attracting the Best into Teaching

Teacher salaries may be attractive, but entry requirements and career advancement opportunities may not be appealing to talented candidates.

Emerging
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3. Preparing Teachers with Useful Training and Experience

Currently, initial teacher education systems do not ensure high quality teachers. Beginning teachers have opportunities to develop practical teaching skills, but there are few entry requirements for teacher-training programs.

Latent
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4. Matching Teachers' Skills with Students' Needs

Official systems are in place to attract teachers to hard-to-staff schools, but not to attract teachers to teach critical shortage subjects.

Latent
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5. Leading Teachers with Strong Principals

Principals are expected to monitor teacher performance and provide support to teachers to improve instructional practice, but their performance is not rewarded. At present no mentoring programs exist for new principals.

Latent
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6. Monitoring Teaching and Learning

Systems are in place to assess student learning, but it is not clear that these systems inform teaching or policy. Teacher performance is evaluated using some criteria that assess effective teaching.

Emerging
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7. Supporting Teachers to Improve Instruction

It is not clear that there are teacher professional development opportunities, or requirements for teachers to participate in professional development.

Latent
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8. Motivating Teachers to Perform

Mechanisms are in place to hold teachers accountable. Promotion opportunities are not linked to teacher performance.

Emerging
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Overview of SABER--Teachers

Interest is increasing across the globe over how to attract, retain, develop and motivate great teachers. Student achievement has been found to correlate with economic and social progress (Hanushek & Woessmann 2007, 2009; Pritchett & Viarengo 2009; Campante & Glaeser 2009), and teachers are key. Recent studies have shown 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 & Rivkin 2010; Rivkin et al. 2005; Nye et al. 2004; Rockoff 2004; Park & Hannum 2001; Sanders & Rivers 1996). However, achieving the right teacher policies to ensure that every classroom has a motivated, supported, and competent teacher remains a challenge. Evidence on the impacts of many teacher policies remains insufficient and scattered, and the impact of many reforms depends on specific design features. In addition, teacher policies can have very different impacts, depending on the context and other education policies in place.

A new tool, SABER--Teachers, aims to help fill this gap by collecting, analyzing, synthesizing, and disseminating comprehensive information on teacher policies in primary- and secondary-education systems around the world. SABER--Teachers is a core component of SABER (Systems Approach for Better Education Results), an initiative launched by the Human Development Network of the World Bank. SABER collects information about different education systems' policies, analyzes it to identify common challenges and promising solutions, and makes the results widely available to help inform countries' decisions on where and how to invest to improve education quality.

SABER--Teachers collects data on 10 core teacher policy areas to offer a comprehensive, descriptive overview of the teacher policies that are in place in each participating education system (Box 1). Data are collected in each participating education system by a specialized consultant using a questionnaire that ensures comparability of information across different systems. Data collection focuses on the rules and regulations governing teacher-management systems. This information is compiled in a comparative database where interested stakeholders can access detailed

information that describes how different education systems manage their teacher force. The database also includes copies of supporting documents. It is available at the SABER--Teacher website.

Box 1. Teacher -policy areas for data collection

1. Requirements to enter and remain in teaching
2. Initial teacher education
3. Recruitment and employment
4. Teachers' workload and autonomy
5. Professional development
6. Compensation (salary and non-salary benefits)
7. Retirement rules and benefits
8. Monitoring and evaluation of teacher quality
9. Teacher representation and voice
10. School leadership

To offer informed policy guidance, SABER--Teachers analyzes the information collected to assess the extent to which the teacher policies of an education system are aligned with policies shown by research evidence to have a positive effect on student achievement. SABER--Teachers analyzes the teacher policy data collected to assess each education system's progress in achieving eight teacher policy goals: 1. setting clear expectations for teachers; 2. attracting the best into teaching; 3. preparing teachers with useful training and experience; 4. matching teachers' skills with students' needs; 5. leading teachers with strong principals; 6. monitoring teaching and learning; 7. supporting teachers to improve instruction; and 8. motivating teachers to perform (Figure 1).

Figure 1: 8 Teacher Policy Goals



The eight teacher policy goals are functions that all high-performing education systems fulfill to a certain extent to ensure that every classroom has a motivated, supported, and competent teacher. These goals were identified through a review of evidence in research studies on teacher policies, and through analysis of policies of top-performing and rapidly improving education systems. Three criteria were used to identify the teacher policy goals. Specifically, they had to be (i) linked to student performance through empirical evidence; (ii) labeled a priority for resource allocation; and (iii) actionable, that is, open to improvement through government actions. The eight teacher policy goals exclude other objectives that countries might want to pursue to increase the effectiveness of their teachers, but which to date lack sufficient empirical evidence for making specific policy recommendations.

By classifying countries according to their performance on each of the eight teacher policy goals, SABER--Teachers can help diagnose the key challenges that countries face in ensuring they have effective teachers. For each policy goal, the SABER--Teachers team identified policy levers (actions that governments can take to reach these goals) and indicators (measures of the extent to which governments are making effective use of these policy levers). Using these policy levers and indicators, SABER--Teachers classifies education systems' performance on each of the eight teacher policy goals using a four-category scale (latent, emerging, established, and advanced). The ratings describe the extent to which a given education system has in place teacher policies that are known to be related to

improved student outcomes (Annex 1). The main objective of this assessment is to identify the strengths and weaknesses of the teacher policies of an education system, and to pinpoint possible areas for improvement. For a more detailed report on the eight teacher policy goals, policy levers and indicators, as well as the evidence base supporting them, see Vegas et al. (2012).

The main focus of SABER--Teachers is on policy design, rather than policy implementation. SABER--Teachers analyzes the teacher policies formally adopted by education systems. However, policies on the ground, that is, as they are actually implemented, may differ quite substantially from policies as originally designed. In fact, they often do differ, due to such factors as the political economy of the reform process; lack of capacity of organizations in charge to implement the policies; or the interaction between these policies and specific contextual factors. Since SABER--Teachers collects limited data on policy implementation, the assessment of teacher policies presented in this report needs to be complemented with detailed information that describes the actual configuration of teacher policies on the ground.

Education in Mozambique is regulated by the National Education System (NES) Law 6/92, published in 1992, which allows for the coexistence of public and private education. Under this law, the education system consists of four levels: preschool, primary, secondary, and tertiary. The pre-primary level is for children under six years of age and is provided by day care centers and kindergartens. Primary school begins at age six and is divided into two cycles: lower primary for grades 1 to 5 and upper primary for grades 6 and 7. Secondary school has two cycles: lower secondary for grades 8 to 10 and upper secondary for grades 11 and 12.

This report presents results of the application of SABER--Teachers in Mozambique. It describes Mozambique's performance for each of the eight teacher policy goals, alongside comparative information from education systems that have consistently scored high results in international student achievement tests and have participated in SABER--Teachers. Additional information on Mozambique's teacher policies and those of other countries can be found on the SABER--Teachers website.

Mozambique’s teacher policy system results

Goal 1: Setting clear expectations for teachers

Established ●●●○

Setting clear expectations for student and teacher performance is important to guide teachers’ daily work and align necessary resources to make sure that teachers can constantly improve instructional practice. In addition, clear expectations can help ensure coherence among different key aspects of the teaching profession, such as initial teacher education, professional development, and teacher appraisal.

SABER--Teachers considers two policy levers that school systems can use to reach this goal: (1) clear expectations for what students should know and be able to do, and how teachers can help students reach these goals; and (2) useful guidance on how teachers can use their time to improve instruction at the school level.

(1) In Mozambique, there are expectations for what students are expected to learn and for what teachers are supposed to do. The Ministry of Education is responsible for setting education goals and controlling the national curriculum.

The tasks teachers are expected to carry out are officially stipulated. Teacher tasks go beyond classroom teaching to include activities such as supervising students, grading assessments, and standing in for absent teachers. While teacher tasks are clearly defined, the law does not stipulate what percentage of time teachers should allocate to any of these tasks (except for actual teaching in the classroom).

(2) Guidance on teachers’ use of time could focus more on ensuring that expectations are set in a way as to improve instruction. Teachers’ working time in Mozambique is officially defined as the number of hours spent at school (as opposed to the overall number of working hours). Primary teachers are expected to teach at least 18 hours a week, and secondary teachers are expected to teach at least 15 hours a week. Teachers are expected to be at the school 40 hours per week. Global experience suggests this definition of working time as the total number of hours at school may be conducive to

learning, because it recognizes that teachers normally need to devote some time to non-teaching tasks, such as lesson planning, analysis of student work, and professional development, as well as administrative tasks.

Non-teaching tasks related to instructional improvement are an officially required part of teachers’ basic responsibilities in Mozambique. These tasks include collaborating on school plans and participating in school evaluations (Figure 2). However, it is unclear what percentage of time teachers are expected to devote to such tasks.

Successful education systems, such as those in Ontario, Finland, Japan, South Korea, and Singapore, devote considerable time at the school level to activities that are related to instructional improvement. These include collaboration among teachers on the analysis of instructional practice, mentoring, and professional development (Darling, Hammond & Rothman 2011; Darling & Hammond 2010; Levin 2008). In addition, these systems tend to devote a smaller share of teachers’ time to actual contact time with students, and a larger share to teacher collaboration, on-site professional development, and research on the effectiveness of various teaching strategies. Japan, for example, devotes about 40 percent of teachers’ working time to these types of activities, while Ontario currently devotes 30 percent (Darling, Hammond & Rothman 2011).

Figure 2. Teachers’ official tasks related to school improvement

	Mozambique	Japan	Shanghai	Singapore
Mentor peers		✓		✓
Collaborate on school plan	✓	✓	✓	✓
Design the curriculum		✓		✓
Participate in school evaluation	✓	✓		✓

Source: SABER--Teachers data

Goal 2: Attracting the best into teaching

Emerging ●●○○

The structure and characteristics of a career in teaching can help determine whether talented individuals opt to become teachers. Talented people may be more inclined to take such a career path if entry requirements are on par with those of well-regarded professions; compensation and working conditions are adequate; and attractive career opportunities are in place for them to develop as professionals.

SABER--Teachers considers four policy levers that school systems can use to reach this goal: (1) requirements to enter the teaching profession; (2) competitive pay; (3) appealing working conditions; and (4) attractive career opportunities.

(1) In Mozambique, primary teachers are required to have a vocational degree and secondary teachers are officially required to have a university degree to be qualified to teach. Primary-education teachers in Mozambique receive their initial teacher training after 10 years of schooling. Secondary-education teachers receive their initial teacher training after 12 years of schooling. Two options exist for pre-service training at the primary school teacher-training level: (i) one year of training after grade 10 and (ii) three years of training after grade 10 (under pilot). The first option gives a graduate a qualification below that of 12th grade, and the second option gives graduates a qualification equivalent to completing 12th grade. At the secondary level, teachers are required to complete three years of training after the 12th grade or a four-year university program after grade 12.

There are no formal requirements to become a teacher (after completion of a teacher-training program). However, there are formal requirements for entering primary and secondary school teacher-training programs in Mozambique. The requirements include: completion

of 10th or 12th grade, respectively; passing an examination; and at the primary level, a successful interview. Most high-performing education systems require that incoming teachers have at least a minimum amount of practical professional experience, or that they pass an examination, in addition to their teacher-training program. However, Mozambique has no such requirements.

In Mozambique, training happens through concurrent programs. Concurrent programs teach subject knowledge and pedagogic skills simultaneously. The basic requirement for becoming a teacher is to have a vocational degree from a concurrent program. (However, teachers can be hired without this training when there is a shortage of teachers.) In contrast, many high-performing education systems offer consecutive programs in addition to concurrent programs. Consecutive programs allow individuals who have a bachelor's degree in a discipline other than education, or who are in the process of acquiring one, to gain a teaching certificate after 12 months of additional study at university.

Teachers in Mozambique are paid the same as other civil servants with the same level of education, sending a signal that teachers are not undervalued in the labor market. However, the concurrent model of education limits the ability of degree holders to seek teaching careers if they choose.

(2) Teacher pay may be appealing to talented candidates. The minimum base teacher salary is 3,316 meticals (about US\$106) per month, and teachers can earn a maximum of 25,010 meticals (about US\$799) per month. No difference exists between teacher salaries and those of other civil servants given similar levels of education. In the private sector, the minimum salary begins at 2,500 meticals (about US\$80) for agriculture-related jobs and 6,817 meticals (about US\$217) for positions in the financial sector¹. Pay does not vary according to teacher performance. Opportunities for pay

¹ Private sector data obtained from a third-party source. <http://www.meusalario.org/mocambique/main/salario/salari>

[o-minimo/comparacao-de-salarios-minimos-1/novos-salarios-minimos-para-2013](http://www.meusalario.org/mocambique/main/salario/salari) (Accessed April 17, 2014)

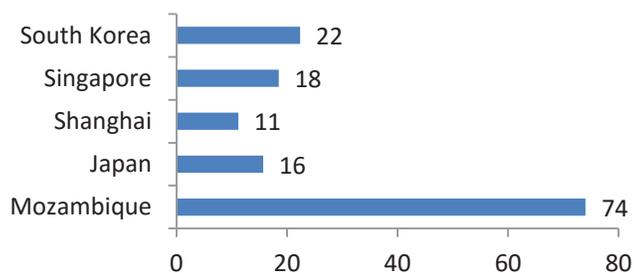
increases include completion of a higher degree or more years of experience.

(3) Working conditions may not be appealing enough to attract talented individuals to the teaching profession.

Working conditions may play an important role in the decision to become a teacher. Talented candidates who have opportunities in other professions may be discouraged from becoming teachers if working conditions are too poor. In Mozambique, standards exist for school construction, but schools are not required to meet any national standards for infrastructure, hygiene, or sanitation.

Student-teacher ratios, which are another indicator of teacher working conditions, are high relative to those in high-performing international education systems, where the maximum number of students per teacher is typically 30 for primary school and 20 for secondary school. The primary school student-teacher ratio for Mozambique is 74:1 at the lower-primary level and 34:1 at the upper-primary level. The secondary school student-teacher ratio averages 51:1 at the lower-secondary level and 40:1 at the upper-secondary level.

Figure 3. Student-teacher ratio, primary school



Source: SABER--Teachers data

(4) Opportunities for career advancement may be appealing enough to help attract talented individuals to the teaching profession.

Teachers in most education systems have opportunities to seek promotion to principal positions at some point in their careers. In addition to these “vertical” promotion opportunities, most high-performing education systems offer teachers the possibility of “horizontal” promotions, to academic positions. Taking an academic job allows teachers to grow professionally and yet remain closely connected to instruction, without taking a managerial position (OECD 2012; Darling-Hammond 2010).

Policies in Mozambique offer teachers various opportunities for career advancement. Teachers have the option of applying to either school administration posts (such as that of school principal) or academic-leadership positions. Promotion opportunities are officially linked to teacher performance, providing attractive candidates with a channel for career advancement. Teachers in Mozambique may be promoted based on four criteria: work experience of at least three years; positive teacher evaluations; an approved application for promotion; and budgetary provisions.

Goal 3: Preparing teachers with useful training and experience

Latent ●○○○

Equipping teachers with the skills they need to succeed in the classroom is crucial. Teachers need subject matter and pedagogic knowledge, as well as classroom-management skills and lots of teaching practice to be successful in the classroom. In addition, preparation helps put all teachers on an equal footing, giving them a common framework to improve their practice.

SABER--Teachers considers two policy levers that school systems can use to reach this goal: (1) minimum standards for pre-service training programs; and (2) required classroom experience for all teachers.

(1) Initial teacher education programs are not providing prospective teachers with the necessary practical knowledge and skills to be successful in the classroom.

Virtually all high-performing countries require that teachers have an educational level equivalent to a

bachelor’s degree (ISCED ² 5A), and some, such as Finland, also require a research-based master’s degree (OECD, 2011). As mentioned earlier, primary school teachers in Mozambique go through their initial teacher education below the ISCED 4A level, completing a vocational degree that is either below, or equivalent to, having completed 12th grade.

(2) Practical classroom-experience requirements for teachers-in-training could be strengthened. Practical experience is an important factor in determining teaching quality. The more teachers try out their pedagogical theories, subject-matter knowledge, and classroom-management skills, the better prepared they will be for their job. Most high-performing systems require their teacher entrants to have a considerable amount of classroom experience before becoming independent teachers, and some of these systems provide mentoring and support during the first and even second year on the job (Darling-Hammond 2010; Ingersoll 2007). In Mozambique, teachers-in-training acquire less than 12 months of classroom experience (between three and six months).

Novice teachers in Mozambique are not required to participate in induction or mentoring programs. In high-performing systems, programs aimed at facilitating new teachers’ transition into teaching for both primary and secondary schools usually last longer than seven months. These programs have the potential to make teachers more effective in the classroom and to reduce teacher turnover.

Figure 4. Required classroom experience, primary school teachers

	Mozambique	Japan	Shanghai	Singapore	South Korea
3 months or less					✓

² International Standard Classification of Education, 2011 version.

12 months or less	✓	✓
12-24 months		✓
More than 24 months	✓	

Source: SABER--Teachers data

Goal 4: Matching teachers’ skills with students’ needs

Latent ●○○○

Ensuring that teachers work in schools where their skills are most needed is important for equity and efficiency. First, it can help prevent shortages of qualified teachers in any given grade, education level, or subject. Second, it can help guarantee that all students in a school system have an equal opportunity to learn. Without purposeful allocation systems, it is likely that teachers will gravitate towards schools that serve better-off students or that are located in more-desirable areas, deepening inequalities in the system.

SABER--Teachers considers two policy levers that school systems can use to reach this goal: (1) incentives for teachers to work in hard-to-staff schools; and (2) incentives for teachers to work in critical-shortage areas.

(1) Mechanisms are in place to address teacher shortages in hard-to-staff schools. Many countries face challenges in attracting effective teachers to work in hard-to-staff schools, such as those in disadvantaged locations or those that serve underprivileged populations. As a result, they often must put in place a specific set of incentives, such as monetary bonuses or opportunities for promotion, to attract teachers. In Mozambique, teachers who work in hard-to-staff schools have a better chance of promotion and also receive monetary bonuses. In addition, the government sometimes provides housing when new schools are built in rural areas. In some cases, communities provide

provisional housing for teachers. Figure 5 highlights examples of incentives offered to teachers for working in hard-to-staff schools.

(2) Mozambique has identified critical-shortage subject areas, but policies do not systematically identify or address such areas. Critical-shortage subjects- where there is a shortage of teachers to meet student needs-- are present in many education systems. Many systems develop policies and offer incentives aimed at encouraging teachers to teach these subjects. Incentives include monetary bonuses and subsidized education or scholarships in those subject areas.

Figure 5. Incentives for teachers to teach in hard-to-staff schools

	Mozambique	Japan	Shanghai	Singapore	South Korea
Promotion	✓		✓		✓
Higher basic salary in hard-to-staff schools		✓			
Monetary bonus	✓	✓	✓		
Subsidized education			✓		
Housing support		✓			✓

Source: SABER--Teachers data

Note: Singapore has no specific incentives to attract qualified teachers to hard-to-staff schools, but it has a centrally managed teacher-deployment system that ensures an equitable and efficient distribution of teachers.

Goal 5: Leading teachers with strong principals

Latent●○○○

The quality of school heads is an important predictor of student learning. Capable principals can act as instructional leaders, providing direction and support for improving instructional practice at the school level. In addition, capable principals can help attract and retain competent teachers.

SABER--Teachers considers two policy levers that school systems can use to reach this goal: (1) education-system investment in developing qualified school leaders; and

(2) decision-making authority for school principals to support and improve instructional practice.

(1) In Mozambique, no training programs exist to support the professional development of principals, especially in the area of school administration. Research from high-performing education systems suggests principals can develop leadership skills through supported work experience or specific training courses. High-performing systems, such as those in Japan, South Korea, Shanghai, and Singapore, require applicants to principal positions to participate in specific coursework or a specialized internship or mentoring program aimed at developing essential leadership skills (OECD 2012; Darling-Hammond 2010).

To become a school principal in Mozambique, an applicant must have a teaching certificate. Candidates applying for principal jobs in schools teaching 8th to 10th grade must have three years of teaching experience, and those applying to work in schools that go up to 11th or 12th grade must have five years’ teaching experience. Currently, there are no specific training mechanisms, such as specific coursework or participation in a mentoring or internship program, to ensure that applicants to principal positions can develop the necessary skills to act as instructional leaders. However, the Ministry is in the process of establishing three teacher-training Institutes to train principals.

Legislation states that principal performance is assessed by subnational and district education authorities on an annual basis. No clear guidelines exist to assess principal performance, such as the ones that exist for teachers, and there are no ways to reward principals’ performance, such as by giving a financial bonus.

(2) Principals in Mozambique are required to monitor teacher performance and to provide support and guidance to teachers on how to improve instructional practice, though heavy administrative loads may prevent them from effectively carrying out these tasks. Once education systems get talented candidates to become principals, they need to structure their time to focus on improving instruction (OECD 2012; Barber & Mourshed 2007). High-performing education systems, such as those in Finland, Ontario, and Singapore, think of their principals as instructional leaders. Principals are expected to be knowledgeable in teaching and

curriculum matters, as well as to provide guidance and support to teachers. They evaluate teachers, provide feedback, assess the school’s needs for professional development, and direct instructional resources where they are most needed (Darling-Hammond & Rothman 2011).

In Mozambique, principals are expected to assess teachers’ performance, manage the school budget, represent the school, respond to subnational and local authorities, and maintain student discipline. Many of the tasks that are expected of principals in Mozambique are aligned with instructional leadership tasks that research suggests are associated with high student performance. However, their administrative load may be especially burdensome and may affect their ability to manage teachers effectively.

Figure 6. Mechanisms to support the development of principals’ leadership skills

	Mozambique	Japan	Shanghai	Singapore	South Korea
Courses or other training requirements			✓	✓	✓
Mentoring or internship program		✓		✓	

Source: SABER--Teachers data

Goal 6: Monitoring teaching and learning

Emerging ●●○○

Assessing how well teachers are teaching and whether students are learning is essential for devising strategies for improving teaching and learning. First, identifying low-performing teachers and students is critical if education systems are to provide struggling classrooms with adequate support to improve. Second, teacher and student evaluations can also help identify good practices, which can be shared across the system to improve school performance.

SABER--Teachers considers three policy levers that school systems can use to reach this goal: (1) availability of data on student achievement to inform teaching and policy; (2) adequate systems to monitor teacher performance; and (3) multiple mechanisms to evaluate teacher performance.

(1) In Mozambique, systems are in place to assess student learning, but it is not clear that these systems are used to inform policy or teaching. All high-performing education systems ensure that enough student data are available to inform teaching and policy, but they do so in very different ways. Regardless of the mechanism they decide to follow, high-performing countries ensure that three main functions are fulfilled: (1) A system collects relevant and complete data on student achievement regularly; (2) A mechanism allows public authorities access to these data so they can use the information to inform policy; and (3) A mechanism feeds these data and relevant analyses back to the school level, so teachers can use them to inform the improvement of instructional practice. In Mozambique, large-scale national examinations take place at the completion of each primary-education level (5th and 7th grade), as well as at the completion of secondary-education levels (10th and 12th grade). The examination results determine whether the student is promoted to the following level of education. Currently, data are not available to inform policy. Principals have access to their own students’ examination marks, but do not receive information on the results of other schools. Thus, a school cannot compare its performance to that of other schools in the district or province.

(2) A system is in place to evaluate teacher performance, but its effectiveness may be limited. Teachers in Mozambique participate in evaluations. A teacher is usually assessed by the school principal, often on a trimester basis. No external evaluations of teachers take place in Mozambique, but inspections for a small number of schools involve some teacher evaluation.

(3) The criteria used to evaluate teachers in Mozambique do not include such factors as evaluation of teaching methods (Figure 7). Research suggests that no single method of evaluating teacher performance is fail-safe. Most high-performing systems conduct teacher evaluations using multiple mechanisms for data collection and varied criteria for assessment.

Mozambique currently lacks a comprehensive teacher-evaluation framework that combines student results, teachers’ portfolios, classroom observation, and feedback from students and parents. International experience and research suggest that none of these approaches taken separately can produce a balanced and objective evaluation of teacher performance. In Mozambique, school principals are in charge of appraising teacher performance. Teacher appraisal takes place each trimester, and the list of criteria includes knowledge of subject matter and student achievement.

Research has shown that evaluations might prove more effective if they combine multiple methods and sources of information, such as student academic achievement, classroom observation, and student survey results. The data from standardized national student assessments could, in theory, be used as a proxy for student achievement. In Mozambique, a national examination takes place at the end of primary and secondary but no large-scale student assessments occur for each grade. The existing framework, therefore, appears better suited for evaluating school performance, rather than teachers’. Furthermore, evidence suggests that defining student achievement only through standardized test performance may be detrimental to learning outcomes. Other proxies for student achievement should also be included in the teacher-evaluation framework. These include performance on teacher-created written assessments and authentic assessments, among others.

Many top-performing education systems define explicit criteria for assessing teacher performance. Figure 7 highlights some of these.

Figure 7. Criteria to evaluate teacher performance

	Mozambique	Japan	Shanghai	Singapore	South Korea
Subject matter knowledge	✓	✓		✓	✓
Teaching methods		✓	✓	✓	✓
Student assessment methods		✓	✓	✓	✓

Students’ academic achievement ✓
 Source: SABER--Teachers data

Goal 7: Supporting teachers to improve instruction

Latent ●○○○

Support systems are necessary to help improve instruction at the school level. To constantly improve instructional practice, teachers and schools need to be able to analyze specific challenges they face in classroom teaching; have access to information on best practices to address these challenges; and receive specific external support tailored to their needs.

SABER--Teachers considers three policy levers that school systems can use to reach this goal: (1) availability of opportunities for teacher professional development; (2) teacher professional-development activities that are collaborative and focused on instructional improvement; and (3) the assignment of teacher professional development based on perceived needs.

(1) Teachers in Mozambique are required to participate in professional development, but no specific requirements define the duration of the training. In many countries, participating in professional development is a requisite for teachers to stay in the profession as well as to qualify for promotions. In addition, to advance up the career ladder, teachers in most high-performing countries are required to have participated in a number of professional-development seminars or workshops according to their rank. In Mozambique, apart from taking part in teacher networks, regular professional development for teachers is not required.

(2) Teacher professional development in Mozambique includes activities that have been found by research to be associated with instructional improvement, such as participation in teacher or school networks (Figure 8). Research suggests that effective teacher professional development is collaborative and provides opportunities for the in-school analysis of instructional practice. As mentioned earlier, high-performing education systems, such as in Japan and Ontario, devote as much as 30

percent of school time to professional development and instructional-improvement activities. Such activities include observation visits to other schools; participation in teacher or school networks; and opportunities to engage in research, mentoring, or coaching.

(3) Teacher professional development is not formally assigned based on perceived needs. Assigning professional development to teachers when they score low on performance evaluations is one way of potentially improving instructional practice. Teacher professional development can be targeted to meet the needs of specific teachers.

Figure 8. Types of professional development

	Mozambique	Japan	Shanghai	Singapore	South Korea
Observation visits		✓	✓	✓	
Teacher networks	✓	✓	✓	✓	
School networks	✓	✓	✓	✓	
Research		✓		✓	
Mentoring/coaching		✓	✓	✓	

Source: SABER--Teachers data

Goal 8: Motivating teachers to perform

Emerging ●●○○

Adequate mechanisms to motivate teachers are a way for school systems to signal their seriousness in achieving education goals; to make the teaching career attractive to competent individuals; and to reward good performance while ensuring accountability.

SABER--Teachers considers three policy levers that school systems can use to reach this goal: (1) linking career opportunities to teacher performance; (2) establishing mechanisms to hold teachers accountable; and (3) tying teacher compensation to performance.

(1) In Mozambique, promotion opportunities are linked to job performance. Teachers must undergo a mandatory probation period before they are granted open-ended appointments, and official policy stipulates that job performance factors into whether teachers receive an appointment. Mandatory probation periods can help to strengthen low-performing teachers, provided a sound system of monitoring teacher performance is in place.

(2) Mechanisms are in place to hold teachers accountable. Requiring teachers to meet some standards to remain in the profession can facilitate the removal of ineffective teachers. In Mozambique, teacher performance is evaluated annually, and official mechanisms exist to address cases of misconduct, child abuse, absenteeism, and poor performance.

(3) Teacher compensation is not linked to performance. Performance reviews in Mozambique do not directly carry salary implications, and high-performing teachers do not receive monetary bonuses for good individual performance. Monetary rewards can be effective tools for improving teacher performance, assuming that a valid and well-accepted system of performance evaluation is in place.

Figure 9. Incentives for high performance

	Mozambique	Japan	Shanghai	Singapore	South Korea
Individual monetary bonus			✓	✓	✓
School-level bonus			✓		✓

Source: SABER--Teachers data

Policy Options

This SABER country report has offered a snapshot of Mozambique’s key teacher policies and how they compare with those of top global performers in education. This section suggests some policy options for further improvement of Mozambique’s teacher policy framework.

Goal 1: Setting clear expectations for teachers

Expectations are clear in terms of what students should learn and what teachers should do. Teachers' official duties involve both teaching and non-teaching tasks related to instructional improvement.

- Set expectations for what percentage of teachers' working time should be dedicated to necessary non-teaching activities, including professional development that may contribute to instructional improvement.

Goal 2: Attracting the best into teaching

- Teacher salaries may be attractive, but entry requirements and career-advancement opportunities may not be appealing for talented candidates. Strengthen selectivity of entry requirements for teacher-training programs at universities.
- Ensure teachers get competitive pay, especially at the entry level.
- Create a mentoring or induction program to help new teachers who enter the profession.
- Strive to improve teacher working conditions and to lower teacher-student- ratios.

Goal 3: Preparing teachers with useful training and experience

Current initial teacher education programs do not guarantee the development of good-quality teachers. Beginning teachers have opportunities to hone practical teaching skills, but teacher-training programs have few entry requirements.

- Require more extensive teaching practice before teachers obtain certification.
- Increase qualification standards to strengthen teacher-training programs.
- Require new teachers to participate in induction programs and receive mentoring by high-performing colleagues, before they are granted an open-ended contract.

Goal 4: Matching teachers' skills with students' needs

Official systems are in place to attract teachers to hard-to-staff schools, but not to attract teachers to teach critical-shortage subjects.

- Develop a system that systematically identifies teacher shortages, both in critical subjects and in hard-to-staff schools.
- Provide visible incentives to teachers to work in hard-to-staff schools, such as promotion, higher salaries, scholarships for education, or housing.
- Provide incentives to teachers to teach critical-shortage subjects. Provide scholarships specifically for education in subject areas with shortages, for example, science, mathematics and Portuguese for secondary education.

Goal 5: Leading teachers with strong principals

Principals are expected to monitor teacher performance and provide support to teachers to improve instructional practice, but their own performance is not rewarded. At present, no mentoring programs exist for new principals. However, the Ministry of Education has established three teacher-training Institutes to train principals.

- Conduct a needs assessment to understand the specific needs and issues principals face in their work.
- Provide principals with an obligatory mentorship program, instructional leadership training, and ongoing professional development.
- Ensure student achievement and teacher performance are factored into principal performance reviews, and that such factors carry significant weight in the review process.
- Ensure principals view professional development of teachers and school improvement as core responsibilities.
- Define rules to select school principals based on objective performance criteria and competition.

Goal 6: Monitoring teaching and learning

Systems are in place to assess student learning, but it is not clear that these systems inform teaching or policy.

Teacher performance is evaluated using some criteria that assess effective teaching.

- Ensure that student achievement data collected are comparable year-on-year, so that it becomes possible to evaluate teacher and school performance over time.
- Create standards for teachers that can be used as benchmarks for teacher evaluations.
- Ensure teacher evaluations accurately capture quality teaching and that they are tied to learning outcomes and student achievement. This could mean using multiple mechanisms to evaluate teachers, including classroom observations, student-feedback surveys, parent-feedback surveys, and student results as measured by standardized assessments, teacher-created assessments, or authentic assessments.
- Create a system for external evaluation of teachers (stipulated in the new Draft Law).
- Ensure that the purpose and uses of external student assessments are regulated explicitly and in detail, to make sure that available data on school performance are used to continuously improve the system.

Goal 7: Supporting teachers to improve instruction

It is not clear whether there are teacher professional development opportunities, or requirements for teachers to participate in professional development.

- Require that primary and secondary school teachers participate in professional-development activities each year. In particular, develop collaborative professional development opportunities, given that research suggests that this kind of professional development is effective and provides opportunities for the analysis of instructional practice, in contrast to one-time workshops or conferences.
- Focus more on ensuring the quality, rather than quantity, of professional-development activities.
- Ensure a regular budget exists for professional-development activities.
- Monitor the supply and demand for particular professional-development activities.

- Monitor the effects of participation in professional-development activities.
- Begin a pilot of professional-development programs for potential national implementation.
- Create incentives to motivate teachers and universities to conduct research on the teaching and learning programs.

Goal 8: Motivating teachers to perform

Mechanisms are in place to hold teachers accountable, but promotion opportunities are not linked to teacher performance.

- Improve mechanisms for holding teachers accountable. For example, set requirements for professional development or additional performance evaluations for teachers who underperform and need them.
- Reward high-performing teachers with desirable monetary or nonmonetary incentives.
- Link teacher performance reviews to student outcomes.

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Annex 1. SABER--Teachers Ratings

The SABER--Teachers team has identified policy levers (actions that governments can take) and indicators (measurements of the extent to which governments are making effective use of these policy levers) for each of the eight policy goals referenced in this country report. For example, for Teacher Policy Goal 1--Setting Clear Expectations for Teachers--the SABER--Teachers team has identified the following policy levers and indicators:

Table 2. Setting Clear Expectations for Teachers

Policy Levers	Indicators
A. Are there clear expectations for teachers?	1. Are there standards for what students must know and be able to do?
	2. Are the tasks that teachers are expected to carry out officially stipulated?
B. Is there useful guidance on the use of teachers' working time?	1. Do teachers' official tasks include tasks related to instructional improvement?
	2. Does the statutory definition of working time for primary school teachers recognize non-teaching hours?
	3. What is the share of working time allocated to teaching for primary school teachers?

For each goal in the country report, we define the goal in the first paragraph of the country report, and identify the levers in the second paragraph,. The remaining paragraphs provide details about the indicators that measure each of the levers.

Using the policy levers and indicators, SABER--Teachers classifies education systems' performance on each of the eight teacher policy goals, using a four-category scale (latent, emerging, established, and advanced) The ratings describe the extent to which a given education system has in place teacher policies that are known to be related to improved student outcomes.

This four-tiered rating system represents a continuum, ranging from systems with more comprehensive, developed policies oriented toward learning, to systems with no policies at all (or, in some cases, policies that are detrimental from the perspective of encouraging learning). SABER--Teacher ratings can be defined in the following manner:

- **Advanced**—Systems are rated “advanced” toward a particular policy goal when they have multiple policies conducive to learning in place

under each of the policy levers used to define a policy goal.

- **Established**—“Established” systems have at least one policy or law in place that uses those policy levers.
- **Emerging**—“Emerging” systems may have some appropriate policies in place under the policy goal.
- **Latent**—“Latent” systems have none or few appropriate policies in place under the policy goal. Please refer to Vegas et al. (2012) for a detailed review of policy levers and indicators assessed for each goal.

Please reference the background paper by Vegas et al. (2012), “What Matters Most for Teacher Policies? A Framework for Building a More Effective Teaching Profession,” for more details about these definitions and a detailed review of policy levers and indicators used by SABER--Teachers.

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 policies in the area of teacher policies.

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