



Policy Goals

- 1. Setting clear expectations for teachers**
Expectations for students and teachers are clear, but teachers may not have enough time to fulfill their duties.
- 2. Attracting the best into teaching**
Pay and benefits are appealing, but initial teacher education could be more selective and data on working conditions are scarce.
- 3. Preparing teachers with useful training and experience**
There are standards for teacher training programs; practical professional experience may be short, but a 24 month induction program exists.
- 4. Matching teachers' skills with students' needs**
There are monetary incentives for teachers to work in hard-to-staff schools and some incentives for teaching critical shortage subjects.
- 5. Leading teachers with strong principals**
Entry requirements and performance-based incentives exist for school leadership; principals' decision-making power could be strengthened.
- 6. Monitoring teaching and learning**
There are annual, census-based student assessments; teacher evaluations exist, but are only conducted every 5 years.
- 7. Supporting teachers to improve instruction**
Teacher performance data is used to support teaching and content-specific requirements for professional development exist.
- 8. Motivating teachers to perform**
Accountability mechanisms are in place and good teaching is rewarded; some sanctions for low-performance exist.

Status

Established



Advanced



Established



Established



Established



Established



Established



Established



Data collection on Kyrgyz Republic's teacher policies was completed in 2011. Consequently, the findings in this report reflect the status of the country's teacher policies at that time.



Education System at a Glance

The Kyrgyz Republic is a low-income country with a high percentage of secondary students; educational performance data are scarce

Most students in the Kyrgyz Republic are enrolled in public secondary schools in rural areas. Education in the Kyrgyz Republic is compulsory until the age of 16. There are four years of primary and seven years of secondary; a total of nine years of schooling are compulsory. In 2009, there were a total of 1,048,481 students enrolled in the Kyrgyz Republic’s schools. The Kyrgyz Republic’s students are concentrated in secondary schools with 98% of the total student population attending public secondary schools. Among the primary school population, 95% (9,021 students) attend public schools. Similarly, 99% of secondary school students (1,027,813) attend public schools. The majority of Kyrgyz primary and secondary students attend rural schools: 7,144 in primary (0.7% of the total school population) and 712,690 in secondary (68% of the total school population; Table 1).

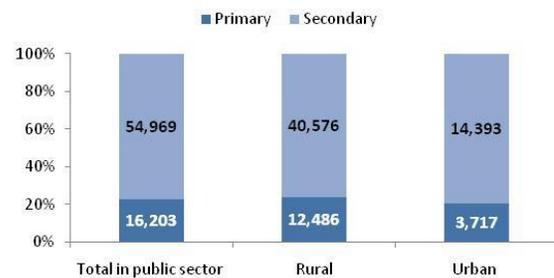
Table 1. Number of public and private school students by level and location, 2009

	Public	Private
Primary		
Rural (%)	7,031 (74%)	113 (1%)
Urban (%)	1,990 (21%)	369 (4%)
Total	9,021 (95%)	482 (5%)
Secondary		
Rural (%)	711,076 (68%)	1,614 (0.1%)
Urban (%)	316,737 (31%)	9,551 (0.9%)
Total	1,027,813 (99%)	11,165 (1%)

Source: World Bank (2011), SABER-Teachers.

The distribution of teachers is similar to that of the student population. The majority of teachers (56% of the total teacher population) are in rural, public secondary schools (Figure 1).

Figure 1. Number and share of public school teachers by level and location, 2009



Source: World Bank (2011), SABER-Teachers.

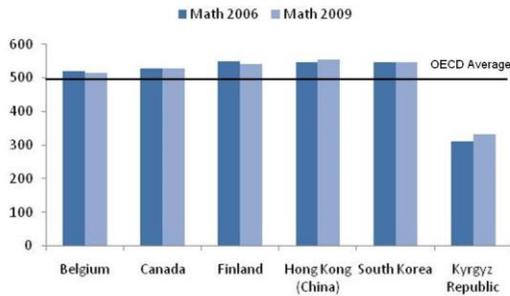
Internal efficiency data are scarce. In 2010, the primary net enrollment rate was 84%.¹ In 2009, the expected primary completion rate was 93%, but actual data are unavailable.² Also in 2009, there were 308 repeaters in primary and 520 repeaters in secondary. The drop-out rates and actual completion rates are unknown.

The Kyrgyz Republic participated in the OECD’s Programme for International Student Assessment (PISA) in 2006 and 2009. While Kyrgyz students increased their scores in reading, math, and science between 2006 and 2009, the Kyrgyz Republic still ranks low in international assessments. In 2009, Kyrgyz students’ performance in math (Figure 2) suggests that Kyrgyz high-school students lag an approximate four and a half grade levels behind the OECD average, and even further behind top-performing education systems. The Kyrgyz Republic’s 2009 scores in reading and science suggests a similarly large performance gap with respect to OECD and high-performing systems.

Figure 2. PISA Math Scores

¹ UNESCO Institute of Statistics (2009)

² World Bank, EdStats (2009)



Source: PISA 2006 and 2009 Results PISA 2009 Results: What Makes a School Successful? Table IV.3.10.

Public education expenditure is relatively high. Public expenditure on education as a percentage of GDP is 6% (Table 2). Similarly, top-performing education systems spend approximately 6% of GDP on education.³ Public expenditure per pupil as a percentage of GDP per capita in the Kyrgyz Republic was 21% in 2008. In comparison, top-performing countries spend approximately 26% per pupil as a percentage of GDP per capita.⁴

Table 2. Key public education spending indicators, 2008

	Public expenditure on education as % of GDP	Public expenditure per pupil as % of GDP per capita, all levels
Belgium	6%	29%
Finland	6%	26%
Hong Kong (China)	4%	24%
Kyrgyz Republic	6%	21%

Source: World Bank, EdStats (2008) for Hong Kong (2009)

Local educational authorities are responsible for the majority of decision-making power. While principals play a strong leadership role in hiring teachers, according to laws the local educational authorities are

responsible for distributing, promoting, and firing teachers (Table 3). Principals, local educational authorities, and the Ministry of Education are responsible for evaluating teachers.

Table 3. Levels of decision-making

DUTIES	DESIGNATED AUTHORITY		
	Ministry of Education	Local Educational Authority	Principal
Hiring teachers			✓
Distributing teachers		✓	
Promoting teachers		✓	
Evaluating teachers	✓	✓	✓
Firing teachers		✓	

Source: World Bank (2011), SABER-Teachers.

Public school teachers have the legal right to join a teacher organization and collective bargaining exists. In addition, the legal right to strike exists for all public school teachers.

Goal 1: Setting clear expectations for teachers

Established ●●●○

Expectations for students and teachers are clear, but teachers may not have enough time to fulfill their duties

Expectations for what students should know and be able to do are clear. The Kyrgyz Republic has a national curriculum, which sets the contents in detail, informing teachers of required subject content that should be

³ World Bank, SABER – Teachers (2011)
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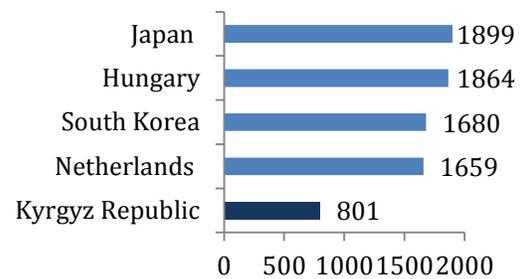
taught to students at different grades. There are also national standards that prescribe what students should know and be able to do at each grade level.

Expectations for what teachers are supposed to do are clear. Primary and secondary school teachers' tasks are explicitly laid out in legal regulations and they include: teaching, supervising students, grading assessments, integrating difficult student populations, mentoring other teachers, participating in school improvement plans, designing the curriculum, and contributing to internal evaluation activities. However, it is worth noting that teachers in the Kyrgyz Republic do not have defined performance standards. This lack of clarity around what teachers are expected to achieve may limit overall education quality.

Teachers may not have enough time to fulfill their duties. The school year consists of 489 hours at the primary level and 918 hours at the secondary level. Teachers' working time is defined as the overall number of working hours in both primary and secondary and thus encompasses teaching, lesson planning and administrative tasks. At the time of data collection, primary and secondary teachers work 32 hours per week, spending 20 hours on teaching, 6 hours on lesson planning, and 6 hours on mentoring, tutoring, and extra-curricular activities. However, the Kyrgyz Republic's Ministry of Education recently adopted an amendment changing teachers' working time to 41 hours (out of which 27 hours should be devoted to classroom teaching, and 14 hours on planning, grading, tutoring, etc.) Starting September 2011 the maximum amount of teacher's workload is 41 hours per week. Again, at the time of data collection, primary school teachers were required to work 801 hours per year, while secondary school teachers work 1,201 hours per year (**Figure 3**). In most successful systems, working time ranges between 1,520 and 1,650 hours in both levels, and in the highest-performing, it is 1,650 hours or more. In the Kyrgyz Republic, both primary and secondary school teachers are expected to devote 20 hours per week to teaching, 6 hours per week to lesson planning and grading, and 6 hours to other areas such

as tutoring. In comparison, high-performing systems allocate considerable time for tasks other than teaching.

Figure 3. Total number of teachers' working hours (primary), selected systems



Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and OECD (2010), Education at a Glance 2010 for comparison countries

Goal 2: Attracting the best into teaching

Advanced ●●●●

Pay and benefits are appealing, but initial teacher education could be more selective and data on working conditions are scarce

Entry requirements are set up to attract talented applicants, but could be strengthened. Applicants are selected into initial teacher education programs based solely on their performance in a compulsory tertiary education entrance exam. In 2009, 98.6% of applicants

were admitted to an initial teacher education program (Figure 4). In order to become a primary and a secondary school teacher, candidates must: complete the required coursework; achieve the ISCED 5B; graduate from a tertiary education program; pass an interview stage assessment; have minimum practical professional experience; and pass an assessment based on practical professional experience. In the Kyrgyz Republic, 90% or more of current primary and secondary teachers meet the requirements to enter teaching. Further, primary and secondary school teachers can enter either concurrent or consecutive initial teacher training programs.

Pay and benefits are appealing to talented candidates.

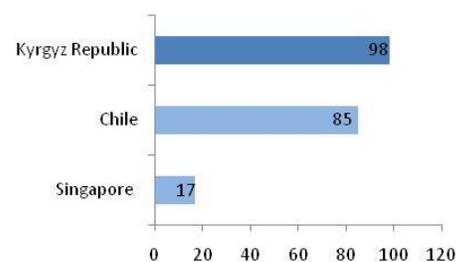
Starting salaries are highly competitive (around 123% of GDP per capita) and substantially higher than in most successful school systems. In 2010, teachers in the Kyrgyz Republic were always paid on time. Salaries changes considerably over a career: after 15 years of service, a teacher with the minimum education qualifications can expect to earn around 1.9 times the starting salary. Further, the salary schedule is differentiated by both geographic area and student population, and teacher pay takes into account performance evaluations. Teachers are entitled to both retirement and health benefits and compensation packages are quite generous, including: monetary bonuses, health benefits, travel benefits, paid sick leave, paid maternity/paternity leave, scholarships for professional development, and pension benefits upon retirement.

There are no data on the number of schools meeting minimum maintenance standards, but student-teacher ratios are low.

There are no data on how many schools meet minimum standards for infrastructure, hygiene and sanitation. Because teachers (as most professionals) care about their working conditions, having this information could help recruit effective teachers. Student-teacher ratios are low by international standards: 24:1 in primary and 15:1 in secondary.

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.

Figure 4. Percentage of teachers admitted to initial teacher education programs



Sources: World Bank (2011), SABER-Teachers 2011

Goal 3: Preparing teachers with useful training and experience

Established ●●●○

There are standards for teacher training programs; practical professional experience may be short, but a 24 month induction program exists

There are minimum standards for pre-service training. There is an accreditation process for pre-service teacher

training programs. This is positive because it allows institutions seeking to enter the teacher training market to be evaluated, certifying that their courses reach the system-wide standard and have the potential to train students to become successful teachers. There are also specifications for how much initial teacher training programs should devote to the teaching of pedagogy theory, teaching methods, mathematics, language, and science—both for primary and secondary school teachers. Further, programs for both primary and secondary school teachers include more hours of subject matter than pedagogy. These findings align with policies of successful education systems.

Those studying to become teachers are required to have classroom experience. Primary and secondary school teachers are required to have 3 to 6 months of practical professional experience. In contrast, most successful school systems have mandatory classroom experience of at least a year and often longer, for both primary and secondary school teachers.

New teachers have a smooth transition into their first teaching job. At both the primary and secondary levels, beginning teachers are required to participate in an induction or mentoring program to help smooth their transition from training to work or from different classroom environments. More than 24 months of an induction and/or mentoring program is required. Similarly, successful education systems usually offer an induction program of at least one year in length (Figure 5).

Figure 5. Induction programs for beginning teachers



Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and OECD (2005), Teachers Matter for comparison countries.

Reform box. The Ministry of Education started a pilot implementation of a voucher mechanism in teacher professional development. This voucher program gave teachers an opportunity to select upgrading professional development programs by themselves, which has made it possible for many other training providers.

Source: World Bank (2011), SABER-Teachers 2011.

Goal 4: Matching teachers’ skills with students’ needs

Established ●●●○

There are monetary incentives for teachers to work in hard-to-staff schools and some incentives for teaching critical shortage subjects.

Teachers are provided with monetary incentives to work in hard-to-staff areas. In addition to a higher basic salary, teachers receive a monetary bonus, scholarships or loan assumption, housing support, travel benefits, and plots of land for teaching in hard-to-staff schools. It is also worth noting that public school teachers in the Kyrgyz Republic cannot request to be transferred to other schools.

There are identified critical shortage subjects, but no monetary incentives for teachers to focus on them. Ensuring that there are skilled teachers in every subject area is a challenge faced by most education systems. The Kyrgyz Republic has taken steps to identify critical shortage subjects and provide non-monetary incentives. Critical shortage subjects include: mathematics, foreign languages, Russian language and literature, ICT, physics, and physical education. In addition, there are shortages of primary education teachers. Teachers teaching critical shortage subjects receive scholarships or loan assumption, housing support, travel benefits, and plots of land. However, teachers teaching critical shortage subjects do not receive better chances of promotion or any monetary incentives. In comparison, top-performing education systems provide incentives for teaching critical shortage areas. In addition, many top-performing education systems differentiate pay by subject, geographic area, grade, or student population. These countries offer salary differentials or bonuses to incentivize individuals to teach particular subjects, including critical shortage subjects (Figure 7). The Kyrgyz Republic might consider looking at whether

shortages in subjects that offer more competitive job market opportunities (e.g. mathematics, ICT, physics) can be addressed through monetary incentives to entice qualified individuals to choose to enter teaching. In addition, to attract mid-career professionals from other fields, the Kyrgyz Republic might consider establishing more flexible routes into teaching such as abridged courses for experienced professionals.

Figure 6. Pay incentives for teaching particular subjects

School systems with payment for teaching a particular subject, by type of salary adjustment			
	Base Salary	Annual Payments	Incidental Payments
Finland	✓	✓	✓
Kyrgyz Republic	✗	✗	✗
Mexico	✓	✓	✗
Netherlands	✓	✓	✓
New Zealand	✗	✓	✗
South Korea	✗	✓	✗

Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and OECD (2010), Education at a Glance 2010 for comparison countries.

Goal 5: Leading teachers with strong principals

Established ●●●○

Entry requirements and performance-based incentives exist for school leadership; principals' decision-making power could be strengthened

Clear requirements and selection processes exist to become a principal. Principals must have completed an educational level of at least the ISCED 5A, a minimum of 5 years of professional teaching experience, work experience as a Deputy, and complete a supervised internship with satisfactory performance. Principals are not required to have completed a special course or other training, pass a written test, or participate in a mentoring or induction program. On average, principals in the Kyrgyz Republic have 8 years of teaching experience.

Principals are provided with incentives to perform well. Principals are explicitly required to provide guidance to teachers for curriculum and teaching-related tasks, which should help teachers in their schools to improve their instructional practices. In addition, principals must participate in regular performance evaluations, conducted by local educational authorities. Principal pay is highly competitive: principals are paid around 217% of the GDP per capita. In addition, principals are allowed to receive monetary bonuses based on their performance on the job.

Principals play a strong leadership role in guiding teachers to improve instruction, but cannot fire teachers. In the Kyrgyz Republic, principals can propose teacher candidates to hire, but according to laws and regulations, they do not have a voice in firing teachers in their schools (Figure 8). Principals can influence how their teachers distribute their time during school hours

and they are responsible for evaluating teacher performance, evaluating the school's overall performance, managing and overseeing the school's budget, providing guidance for curriculum and teaching-related tasks, responding to requests from local educational authorities, representing the school in the community, teachers' duties and responsibilities, disciplining of students, disciplining of teachers for absenteeism, payment for overtime and payment for extra responsibilities. Yet, principals do not have a say in deciding which teachers in their schools should be promoted. This is decided by the local educational authorities.

Figure 7. Role of principals in teacher hiring and firing decisions

School systems where most principals have discretion over teacher hiring and firing		
	Hiring	Firing
Canada	✓	✓
Chile	✓	✓
Hong Kong	✓	✓
Israel	✓	✓
Kyrgyz Republic	✓	✗
Netherlands	✓	✓
New Zealand	✓	✓

Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and OECD (2011), *Building a High-Quality Teaching Profession for comparison countries*.

Goal 6: Monitoring teaching and learning

Established ●●●○

There are annual, census-based student assessments; teacher evaluations exist, but are only conducted every 5 years

There are enough student achievement data to inform teaching. The Kyrgyz Republic conducts two national assessments annually: National Testing for grade 11 (age 17), and the Summative Attestation for grades 9 and 11 (ages 15 and 17). Students’ scores can be linked to individual teachers on the Summative Attestation. The Kyrgyz Republic also participated in the Programme for International Student Assessment (PISA) in 2006 and 2009.

Teacher performance evaluations are conducted, but they could take place at more regular intervals. Participation in internal evaluations is mandatory for all public school teachers, and teachers are evaluated every five years by the school in which they work. In comparison, top-performing systems internally evaluate at least 80% of their secondary teachers on an annual basis (Figure 9). In assessing teachers, the school relies on: a teacher’s self-assessment, assessment by the principal, assessment by colleagues, assessment by students, and a classroom observation. Internal teacher evaluations assess a teacher on wide-ranging criteria, including: (i) teacher attendance/ absenteeism; (ii) knowledge of subject matter; (iii) compliance with the curriculum, (iv) teaching methods, (v) use of homework in the classroom; (vi) assessment methods, (vii) teacher-student interactions, (viii) students’ academic achievement (Figure 9); (ix) students’ socio-emotional development; (x) students’ level of participation; and (xi) teacher-parent interactions. In the Kyrgyz Republic, it is not mandatory for teachers to participate in external evaluations, which refer to the evaluation of teachers’ performance that is conducted by an educational authority (either national, sub-national or

local). Of the 2,980 teachers that participated in external evaluations in 2008, only 0.2% failed.

Figure 8. Frequency of internal evaluations, secondary



Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and OECD (2011), *Creating Effective Teaching and Learning Environments - First Results from TALIS for comparison countries*.

Figure 9. Use of student achievement data to evaluate teachers



Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and OECD (2011), *Creating Effective Teaching and Learning Environments - First Results from TALIS for comparison countries*.

Goal 7: Supporting teachers to improve instruction

Established ●●●○

Teacher performance data is used to support teaching and content-specific requirements for professional development exist

Teacher performance data from evaluations are used to inform classroom practice. All professionals can constantly improve, and teachers are no exception. In the Kyrgyz Republic, the schools conduct teacher performance evaluations and use these results to inform teachers as to how they can develop their instructional practices and to provide professional development opportunities. In addition, evaluations are used to make both promotion and salary decisions. Under-performing teachers, as judged on the evaluation results, may be assigned a supervisor and/or required to enroll in professional development. In addition, they could be removed from the classroom and could face salary implications.

Professional development is used in a focused approach to improve instruction. Similar to high-performing education systems, professional development is required for both primary and secondary teachers (Figure 11). In the Kyrgyz Republic 14.4 hours of professional development are required annually. Further, professional development activities go beyond the traditional courses and workshops or education conferences and seminars and include: a qualification program, observation visits to other schools, participation in a teacher or school network, individual or collaborative research, mentoring or peer observation, and self-education. According to laws and regulations, a national educational authority is responsible for funding teacher’s professional development. However, in practice the national authority, schools, individual teachers, and teacher organizations fund professional development activities.

The content of professional development for both primary and secondary school teachers is broad, including: (i) knowledge and understanding of subjects; (ii) understanding and teaching the curriculum; (iii) relating the curriculum to meeting the required learning standards; (iv) classroom management; (v) knowledge and understanding of instructional practices in main subjects; (vi) teaching students with special learning needs; (vii) school management and administration; and (viii) activities focusing on multilingual instruction.

Figure 10. Professional development requirements



Sources: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and Eurydice (2009), Key Data on Education in Europe 2009 for comparison countries.

Goal 8: Motivating teachers to perform

Established ●●●○

There are accountability mechanisms in place and good teaching is rewarded; some sanctions for low-performance exist

There are mechanisms in place to hold teachers accountable, but the level of enforcement is unknown.

There are requirements for both primary and secondary school teachers to remain in the profession, including both training and evaluation. Every five years, teachers in the Kyrgyz Republic are required to take part in professional development activities and to pass a teacher performance evaluation. In addition, teachers must maintain standard pedagogical ethics requirements, provide students' learning achievements at a rate above the required national educational standard, and exhibit good performance. Further, teacher misconduct or child abuse could result in dismissal. There are sanctioning mechanisms in place to censure unauthorized teacher absenteeism. Teacher absenteeism is taken into account in the internal evaluation, and may result in both salary deductions and/or dismissal. In the Kyrgyz Republic, the Labor Code stipulates that an employee may be dismissed if he/she is absent from the working place 3 or more hours without a serious reason or warning.

Teacher performance-related incentives exist. Performance-related pay and monetary bonuses for good performance are available in the Kyrgyz Republic. High performing teachers not only have a chance to obtain a higher salary, but also get better chances of promotion and greater public recognition.

There are some sanctions in place for low-performing teachers. There is no minimum mandatory length of probationary prior to awarding an open-ended appointment to new teachers (Figure 11). However, performance on the job is used to decide whether to

grant an open-ended appointment, and includes: (i) years of teaching experience; (ii) employment status; (iii) educational qualification; (iv) performance on the job; and (v) subject taught. There are pay cuts for low-performing teachers, but unsatisfactory performance on an evaluation does not result in dismissal.

Figure 11. Probationary periods for teachers, selected countries



Source: World Bank (2011), SABER-Teachers 2011 for Kyrgyz Republic and Eurydice (2009), OECD (2005). *Teachers Matter: Attracting, Developing and Retaining Effective Teachers*.

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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 on policies in the area of Teachers.

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