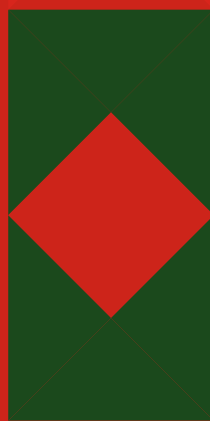


Helen West, Katja Hinz, Thalia Séguin, Donvan Ameyna,
Stephanie Bengtsson and Leanne Cameron

Teacher management in refugee settings: **Kenya**



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**Education Development Trust**

Highbridge House, 16–18 Duke Street,
Reading, Berkshire RG1 4RU

T +44 (0) 118 902 1000

E enquiries@educationdevelopmenttrust.com

W educationdevelopmenttrust.com

**unesco**

International Institute for
Educational Planning

IIEP-UNESCO

7-9, rue Eugène Delacroix,
75116 Paris, France

T +33 (0) 1 45 03 77 00

E info@iiep.unesco.org

W iiep.unesco.org

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Education Development Trust

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IIEP-UNESCO believes that, while educational planning and management must be pragmatic, it should also

envisage a better, more equitable and inclusive future, one of opportunities for all. This vision is rooted in the understanding that education is a basic human right. No child, youth or adult should be excluded from learning opportunities that will allow him or her to live decently, access and exercise their rights, and engage in civic life. IIEP-UNESCO is particularly concerned with expanding quality education to provide equitable and relevant learning opportunities to all. Therefore, IIEP-UNESCO envisages a world in which all children and youth benefit from quality learning opportunities for sustainable development and peace.

About the authors

Helen West is a Senior Education Consultant at Education Development Trust. Her areas of expertise include education in conflict-affected countries, education policy, curriculum design and teacher development. She has conducted research into the management of teachers of refugees in Ethiopia and Jordan, trained refugee teachers in Lebanon and is a qualified secondary school teacher. Helen holds a Master's degree in Educational Planning, Economics and International Development from University College London.

Katja Hinz is an Associate Programme Specialist at IIEP-UNESCO. She holds a Master's degree from the University of Bielefeld in collaboration with the École Normale Supérieure. She arrived at IIEP-UNESCO in 2014 as a Carlo Schmid-Fellow. Katja works in the crisis-sensitive educational planning team where she provides technical support to countries and conducts research including on the management of teachers in refugee contexts in Ethiopia and Kenya.

Thalia Séguin is an Associate Programme Specialist at IIEP-UNESCO. She holds a Master's degree in Human Rights and Humanitarian Action from Sciences Po Paris (Institut d'Études Politiques de Paris). She joined IIEP-UNESCO in 2014, and contributes to the Institute's work on crisis-sensitive educational planning, which aims to reinforce the capacities of Ministries of Education and support countries as they plan and manage education systems that are resilient to crisis.

Donvan Amenya is a Senior Research Officer with expertise in research and programming within humanitarian contexts. He joined Education Development Trust in 2019 and supports the design, implementation, and delivery of large-scale, multi-country educational programmes. He has experience in Kenya, Ethiopia, Somalia, Rwanda, and Zimbabwe. Donvan holds a Master's degree in Educational Planning, Economics and International Development from University College London and a Master of Education from Kenyatta University.

Stephanie Bengtsson is a Programme Specialist at IIEP-UNESCO, where she has been based since 2018. Prior to joining IIEP-UNESCO, she worked as a teacher educator, a research scholar and a consultant. Her areas of expertise include sustainable development, education policy, teachers and teaching, and education in crisis and displacement contexts. Stephanie holds a doctorate in International Educational Development from Teachers College, Columbia University, and an MPhil in Inclusive Education from the University of Cambridge.

Leanne Cameron is a Senior Consultant at Education Development Trust with experience as a researcher, practitioner, and education advisor focused on the improvement of education systems and development of teachers in low- and middle-income contexts. Her areas of interest include teacher professional development (TPD), pedagogical skills, and professional networks. She holds a PhD in Education from the University of Bristol.

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List of acronyms

ASAL	Arid and semi-arid lands	KEEP	Kenya Equity in Education Programme
BHER	Borderless Higher Education for Refugees	KICD	Kenya Institute for Curriculum Development
BOM	Board of Management	KISED P	Kalobeyei Integrated Social and Economic Development Programme
BPRM	Bureau of Population, Refugees, and Migration	KNEC	Kenya National Examination Council
CBC	Competency-Based Curriculum	LWF	Lutheran World Federation
CES-E	Certificate in Education Studies	MMUST	Masinde Muliro University of Science and Technology
CPD	Continuous Professional Development	MoE	Ministry of Education
CRRF	Comprehensive Refugee Response Framework	NACONEK	National Council for Nomadic Education in Kenya
CSO	Curriculum Support Officer	NESSP	National Education Sector Strategic Plan
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations	NGOs	Non-Governmental Organisations
DRC	Democratic Republic of Congo	OAU	Organisation of African Unity
EARC	Educational Assessment and Resource Centre	RAS	Refugee Affairs Secretariat
ECD	Early Childhood Development	SDGs	Sustainable Development Goals
EIE WG	Education in Emergencies Working Group	SHARE	Support for Host Community and Refugee Empowerment plan
FCA	Finn Church Aid	SNE	Special Needs Education
FCDO	Foreign, Commonwealth and Development Office	SOPs	Standard Operating Procedures
GCR	Global Compact on Refugees	TiCC	Teachers in Crisis Contexts
ICT	Information and communication technology	TPAD	Teacher Performance Appraisal and Development System
IGAD	East African Intergovernmental Authority on Development	TPD	Teacher Professional Development
IIEP-UNESCO	International Institute for Educational Planning - United Nations Educational, Scientific and Cultural Organization	TSC	Teacher Service Commission
INEE	Interagency Network for Education in Emergencies	UN	United Nations
IRC	International Rescue Committee	UNESCO	United Nations Educational, Scientific and Cultural Organization
KCPE	Kenya Certificate of Primary Education examination	UNHCR	United Nations High Commissioner for Refugees
KCRP	Kenya Comprehensive Refugee Programme	UNICEF	United Nations Children's Fund
KCSE	Kenya Certificate of Secondary Education	WUSC	World University Service of Canada

Overview



Globally, there are 70.8 million forcibly displaced persons, and in the East Africa region numbers of refugees have nearly tripled to almost 5 million over the past decade.¹ This unprecedented displacement poses challenges for the world's education systems.

Goal 4 of the United Nations (UN) Sustainable Development Goals (SDGs), to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, remains out of reach for many of the world's refugees. As of March 2020, only 63% and 34% of refugee children had access to primary and secondary schooling respectively.² Furthermore, according to a 2019 report from the International Rescue Committee (IRC), refugees are largely excluded from SDG-related data collection, monitoring frameworks, and national reporting and development plans.³ There is therefore an urgent need to improve the equitable provision of quality education that is inclusive of refugees.

Effective teacher management is a key policy lever to ensuring inclusive, equitable, and quality education systems. Research has shown that the quality of the teaching workforce is the most important factor affecting student learning among those that are open to policy influence.⁴ In crisis and displacement situations, the role of teachers is particularly significant; they are the 'key to successful inclusion' and are sometimes the only educational resource available to students.⁵ Teachers are a source of continuity in students' disrupted lives; they play a key role in developing their social and emotional skills and in protecting and supporting their scholastic success.⁶ However, teachers working in refugee contexts are unable to play this crucial role without appropriate support and training to be able to handle the often overcrowded, mixed-age and multilingual classrooms.⁷

Although teachers and teaching practices have received increasing attention in education in emergencies and protracted crises research in the last few years,⁸ most of the data available about teachers of refugees are limited to numbers of teachers, qualifications and certification, and compensation.⁹ Indeed, it is understandable that these data are cited most often in the discourse, considering that mass shortages, particularly of qualified teachers, are a significant problem 'across displacement settings, both at the onset of crisis and in cases of protracted displacement'.¹⁰

More research is needed – particularly from the perspectives of teachers in refugee settings – to identify the many challenges they face and support the development of strategies to overcome them. Challenges include a lack of professional qualifications, a lack of appropriate preparation to provide psychosocial support and practise self-care, uncertain career opportunities, financial and social insecurity, language barriers, gender inequality, and a lack of coordination between the many non-governmental and governmental actors involved.¹¹

As more emergencies become protracted crises and refugee populations continue to grow, there is an urgent need for evidence to guide the development and implementation of policies for the effective management of teachers working with these affected populations. Such research should pay attention to the dynamics and context of each crisis, focusing on all teachers working in refugee settings, including teachers in national schools in refugee hosting areas, as host

¹ UNHCR (2022) ² UNHCR (2021b) ³ IRC (2019) ⁴ OECD (2010); Hattie (2002) ⁵ UNESCO (2019a); World Bank (2010) ⁶ Richardson et al. (2018) ⁷ UNESCO (2019a) ⁸ INEE (2019) ⁹ Richardson et al. (2018) ¹⁰ UNESCO (2019a) ¹¹ Mendenhall et al. (2018)

Box 1: Teacher management

The studies conducted as part of this research programme examine teacher management policies in refugee settings. Broadly speaking, teacher management is a ‘process which encompasses the personnel functions relating to the appointment of teachers, their deployment, confirmation, appraisal and professional development, promotion, discipline and all other matters affecting their teaching service’.¹² Following a review of the relevant international standards and frameworks, such as the 1966 International Labour Organization/ UNESCO Recommendation concerning the Status of Teachers and the Interagency Network for Education in Emergencies (INEE) Minimum Standards for Education (2010), we have grouped these personnel functions into three key categories to guide our data collection and analysis: (1) recruitment and deployment, (2) teacher professional development (TPD), and (3) job conditions, supervision, appraisal and career path. Underpinning this research is the idea that strengthening the teacher management process will lead to improved motivation, wellbeing, teaching quality and retention in the teaching workforce, which will in turn help to ensure quality, inclusive education for refugees and host communities alike.

communities are sometimes as vulnerable as their refugee peers. This is particularly relevant for more protracted crises like in Kenya, where separate systems can develop over time and new influxes of refugees can result in entrenchment of these systems despite policies of inclusion. In other words, research is needed that will align with the ‘whole-society approach’ advocated for by the international community and support planning for the society as a whole instead of planning in parallel for the host community and the refugee community.

A programme of research in response

In 2018, IIEP-UNESCO and Education Development Trust jointly published a review of the literature relating to teacher management in refugee settings.¹³ The review concludes that, for displaced populations, realising existing legal rights can be challenging when international frameworks have not been ratified or adapted into national legal frameworks. It can be equally difficult when legal frameworks are poorly integrated into social service policies, plans and strategies

(e.g. within national education sector plans). Also, research is needed to understand what host governments managing large refugee populations have done to reconcile the tensions between their international obligations and their capacities to fulfil these. Relatedly, research is needed on how the Global Compact on Refugees will affect government capacity to effectively manage teachers in refugee hosting areas. Overall, we need to learn more about how to provide education to refugees and host communities by better exploring examples of teacher management models.

The review also concludes that much of the literature indicates that teachers from the refugee community are often well-placed to teach or play a supportive role in education provision, provided they are given adequate support. Host countries are aware of this, and are calling on refugees to support teaching and learning among their communities, and those who host them, supported by national teachers, as is the case to some extent in Ethiopia, Kenya and Turkey. Nevertheless, in many country contexts, national teachers are increasingly teaching refugees, with very limited support and preparation. Fragmented information on refugee teachers, coupled with a lack of information on host teachers charged with refugee students’ education, points to a need for more research. Issues such as access to and portability of recognised teaching qualifications and adequate pay are important management factors for both refugee and national teachers. Yet, beyond these issues, there are few studies that critically analyse teachers’ perceptions. A wider study of how teachers of refugees perceive their selection and management will contribute to ensuring policies and programmes are appropriate, effective and sustainable.

Following the review’s conclusions, IIEP-UNESCO and Education Development Trust embarked on a multi-year, multi-country research initiative aiming to provide research-informed policy recommendations for more effective teacher management in refugee settings, supporting UNESCO Member States and other partners in responding to the call set out in the *Incheon Declaration & Framework for Action for the Implementation of Sustainable Development Goal 4*:¹⁴

To ensure that teachers (...) are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems.

At the time of writing, five case studies on teacher management in refugee settings have been completed or are underway. These include published reports on Ethiopia and Jordan (two reports), an ongoing country study in Uganda, and this report on Kenya.

¹² Halliday (1995) ¹³ Richardson et al. (2018) ¹⁴ UNESCO (2015)

Kenya country study

This case study aims to contribute to the burgeoning evidence base on teachers working in refugee settings and to provide the Government of Kenya, UNHCR and other key partners with research-informed policy guidance to inform the ongoing effective management of teachers to ensure quality education for all learners.

Using a collaborative, multi-phased, mixed methods approach, the research examines how teachers are managed in policy and practice in refugee hosting areas in Kenya. The study identifies promising commitments, practices and gaps in order to reveal potential areas for further development and successful implementation of policies to support effective teacher management in refugee settings.

The study had three objectives

1. Build an understanding of the policy landscape guiding the management of primary-level teachers in refugee hosting areas in Kenya by identifying and exploring with research participants:

- a.** the Global Compact on Refugees (GCR) and other international and regional commitments emphasising the inclusion of refugees in national education systems and the implications of these commitments for teacher management in camp settings in Kenya; and
- b.** perceptions and understandings of global and regional commitments on inclusion in national systems.

2. Gain further knowledge of how teachers are managed in refugee camp settings compared to in host community public schools and against Teacher Service Commission (TSC) standards.

3. Identify promising areas for further development which support national priorities in support of durable solutions.

Durable solutions in the context of the Global Compact on Refugees refers to voluntary repatriation to the country of origin, local integration in the country of asylum or resettlement to a third country.¹⁵

Structure of report and rationale

In line with the other reports in the series and the commitment in the GCR to address the needs of both refugees and host communities, this report also explores the management practices of teachers in public schools in the surrounding host communities (hereon called ‘host community schools’) as well as in camp schools. At the 2019 Global Refugee Forum, the Kenyan Government committed to ‘strengthening support to refugee and hosting communities’ education¹⁶ and the recently published 2021 Refugee Act instructs shared spaces for refugee and host communities. Understanding and making recommendations to strengthen teacher management in both host and refugee communities aligns with government priorities.

It is also important to understand teacher management practice in the wider context of the Kenyan government’s goal of inclusion (see Part 1) – to bring camp schools into the national system and under government management. The aim is for all camp schools to adhere to TSC policies and standards; at the moment, camps schools operate through a parallel system under the management of UNHCR meaning this is not possible.

Exploring teacher management in host community schools and, where appropriate, comparing camp schools to host community schools, aims to raise awareness among government and education partners such as UNHCR of a) where practice in both communities is strong and where it needs to improve, and b) where practice in camp schools needs to be further aligned with national policy and host community school standards to prepare for inclusion. There is therefore a brief analysis, at the end of sub-sections 2b-2e, of the extent to which camp schools meet TSC policies and standards.

Recommendations in Part 3 are also made in the context of the end-goal of inclusion. Highlighted strategies focus on what needs to happen to enable the camp education system to be included into the government-managed national system rather than making improvements to the current UNHCR-managed system. An accompanying policy brief will explore a range of short, medium and longer term recommendations and practical strategies in more depth.

Table 1: Structure of report findings

Part 1	<ul style="list-style-type: none"> a. Policy landscape framing teacher management b. Perceptions and understandings of global and regional commitments
Part 2	<ul style="list-style-type: none"> a. Who teaches refugees in primary schools in refugee hosting areas? b. Recruitment and deployment c. Teacher training and professional development d. Job conditions, supervision and appraisal, and career path e. Motivation and wellbeing, teaching quality, and retention
Part 3	<ul style="list-style-type: none"> a. System-level factors and promising areas for teacher management b. Strengthening teacher management

¹⁵ 2021 Refugee Act, p.20 ¹⁶ <https://globalcompactrefugees.org/channel/pledges-contributions>

Summary of key findings

Part 1: Policy landscape

This part addresses the first of the three study objectives, to build an understanding of the policy landscape guiding the management of teachers in refugee settings.

Part 1a: Policy landscape framing the management of teachers in refugee settings in Kenya

As a signatory to the Comprehensive Refugee Response Framework (CRRF), Global Compact on Refugees (GCF), Djibouti Declaration and Nairobi Declaration on Durable Solutions for Somali Refugees, the Kenyan Government has committed to the inclusion of refugees. The Kenyan Constitution and Basic Education Act (2013) guarantees free and compulsory basic education to all children and refugees have been included in Kenya's National Education Sector Strategic Plan (NESSP) 2018-2022. The Kenya Comprehensive Refugee Programme (KCRP) 2019-2020 further supports an inclusive and multi-stakeholder approach to refugee management which is led by the Government of Kenya.

Recently published policies and plans further demonstrate the government's commitment to inclusion and local integration of refugees. The Support for Host Community and Refugee Empowerment (SHARE) plan, published in October 2020 by the Ministry of Interior and Coordination of National Government, calls for greater international support and burden sharing and a shift from a humanitarian to a more holistic and sustainable development-oriented approach that benefits refugees and host communities alike. The 2021 Refugee Act represents further alignment of policy towards the CRRF.

Part 1b: Perceptions and awareness of policies, strategies, and commitments

At the national level, interviews revealed a strong level of commitment to inclusion as well as consensus that inclusion in the national system equates to government management of all schools, with no distinction between camp schools and government schools.

Some stakeholders did call for further guidance to clarify how inclusion would be achieved and what it would look like in practice. They also voiced concerns about the funding of inclusion. In keeping with the principle of international burden-sharing outlined in the GCR and CRRF, and the Kenyan Government's commitment at the 2019 Refugee Forum to include refugees in the national education system 'subject to the provision of funding by the international community,' external funding for activities such as paying teacher salaries or training unqualified refugee teachers will be needed to both achieve and sustain inclusion. However,

stakeholders reported misconceptions among the donor community in thinking that the government would absorb the cost of educating refugees, and highlighted the need to raise awareness of their continued role post-inclusion.

Part 2: Who teaches in schools in refugee hosting areas and how are they managed?

This part addresses the second of the three study objectives, to explore teacher management in practice.

Part 2a: Who teaches refugees in primary schools in refugee hosting areas?

In camp schools, refugee teachers make up 93% of the workforce and are paid an incentive stipend, less than their Kenyan counterparts. The workforce is young, with 91% of surveyed refugee teachers and 74% of national teachers reporting to be under the age of 40. 77% of surveyed refugee teachers had been in Kenya for over ten years, making it likely that they had completed their secondary education in Kenya.

There is a shortage of female teachers in both camp and host community schools in Kenya, with male teachers making up 76% of camp teachers (UNHCR data, 2021) and 79% of those surveyed in the host community public schools (survey data, 2021). However, there is slightly more gender parity among the smaller number of national teachers in Kakuma and Kalobeyei, where 41% and 52% respectively are female. Female teachers hold lower qualifications than males and consequently teach lower grades in both camp and host community schools.

Part 2b: Recruitment and deployment

In camp schools, over half of refugee teachers do not have teaching qualifications, and those who have undertaken teacher training in Kenya still do not meet TSC criteria and are therefore not formally recognised as qualified teachers. Reasons for not being recognised by the TSC include the need for a certificate of good conduct from the country of origin and the need to be a Kenyan citizen to register. National teachers, on the other hand, are qualified Kenyan teachers registered with the TSC, so hold a P1 Certificate or higher.

While recruitment for host community schools follows the centralised TSC system for permanent and intern TSC teachers in camp schools, UNHCR's implementing partners, Lutheran World Federation (LWF) and Finn Church Aid (FCA), manage the recruitment process for refugee and national teachers. Due to the policy of encampment, refugee teachers are drawn from the camp or settlement where positions are advertised, whereas national teachers can come from over Kenya, although priority is given to teachers living locally. Requirements for refugee teachers are lower than the TSC system, reflecting lower levels of education achieved in the camps.



Box 2: Geographical scope and types of teachers included in this research

This research involved primary-level teachers at camp schools in Kakuma, Kalobeyei, and Dadaab and at Kenyan public schools in the surrounding host communities. Although Kalobeyei is an integrated settlement rather than a camp, for ease of writing we refer to 'camp settings' when writing about Kakuma, Kalobeyei and Dadaab, and distinguish between the three when there are notable differences in the data.

At camp schools there are two types of teachers who are employed by either Lutheran World Federation (Kakuma and Dadaab) or Finn Church Aid (Kalobeyei):

- **National teachers**, who are qualified Kenyan teachers registered with the TSC. Although Kenyan teachers in camp schools are not known as 'national' teachers, to distinguish between Kenyan teachers in camp schools and public schools for the purpose of this report we refer to Kenyan camp school teachers as 'national' teachers.
- **Refugee teachers** (also known as incentive teachers), who are not registered with the TSC and who may or may not have teaching qualifications from Kenya or their home country.

In the surrounding host communities all teachers are Kenyan nationals, qualified and registered with the TSC, as per TSC standards:

- **Qualified teachers on a permanent and pensionable contract** who are registered with the TSC and account for the majority of estimated 218,760 government teachers.
- **Board of Management (BOM) teachers** who are registered with the TSC, but are employed and paid by the BOM, usually on non-binding one-year contracts and primarily to address staffing shortages.
- **Teachers on annual TSC internship contracts** who are employed and paid by the TSC, primarily to address teacher shortages, and are paid less than teachers on permanent contracts.
- **County teachers** who are Early Childhood Development (ECD) qualified and employed by the County Government rather than by TSC. Although they are meant to teach pre-primary rather than primary, due to acute teacher shortages some are also teaching primary grades.

There are recruitment and deployment challenges in both camp and host community schools. In camp schools, irregular funding results in refugee teachers losing their jobs, at times temporarily until more funding arrives. In host community schools, historic marginalisation along with challenging working conditions and insecurity means that there is a shortage of TSC-registered teachers, few local teachers (from Turkana and Garissa) and a high pupil-teacher ratio.

Part 2c: Teacher training and professional development

There is no formal pre-service training for refugee teachers, although there have been some opportunities for them to gain teaching qualifications while in post. Varying forms of induction were reported across camps, but there did not appear to be a systematic formal induction process in place. There was also no induction offered for teachers in host community schools, with interviewed teachers reporting difficulties in adapting to the challenging working environment.

Capacity development for newly appointed teachers was widespread in refugee camps. Mentoring of unqualified refugee teachers by national or experienced refugee teachers appeared to be an established and widespread practice, while mentoring in surrounding host community schools did not appear to be taking place.

A range of opportunities for in-service professional development was reported and confirmed by refugee and national teachers in camp schools, although host community school teachers did not appear to have as many professional development opportunities. Challenges raised about professional development in camp schools included the short length of trainings and difficulties with accessing off-site training due to limitation of movement. For teachers in host community schools, logistics, financial constraints and a lack of free time reportedly contributed to the lack of opportunities to participate.

Part 2d: Job conditions, supervision, appraisal, and career path

Despite guidance in place, 40% of refugee teachers surveyed reported not to have signed a contract. Codes of conduct were signed, although these were general codes of conduct to the implementing partner rather than contextualised for teachers. Interviewed teachers generally reported to be satisfied with contract arrangements, although late payments and differing contract conditions between implementing partners were raised as key areas for concern. Working conditions were reported to be challenging, with teachers facing large class sizes, limited textbooks and other learning resources, high levels of student absenteeism and challenging student behaviour.

Teachers in public schools similarly raised issues of class size, understaffing and workload. The remoteness of schools in host communities, low levels of infrastructure and lack of access to electricity was also raised as a challenge and deterrent for non-local teachers. For female teachers in particular issues of security and a lack of suitable housing meant that they were not posted beyond certain areas. The lack of security in Garissa has also meant that the TSC has not been posting non-local teachers to the area at all.

Supervision occurred frequently in camp schools, although there was a lack of clarity around whether refugee teachers were appraised. A key concern for national teachers was that the government Teacher Performance Appraisal and Development (TPAD) system was not used for them and so appraisal had little value. Appraisal in public schools was also not consistent, with the online TPAD system only applying to TSC-employed teachers (not BOM), and teachers reporting difficulties accessing TPAD due to a lack of computers, electricity and ICT skills.

Part 2e: Motivation and wellbeing, teaching quality, and retention

Over half of surveyed refugee and national teachers cited their passion for teaching as their key motivation. The challenging working conditions cited in 2d were reported to demotivate teachers, which manifested in high levels of teacher absenteeism. Teacher attrition was attributed to low pay with teachers moving to other employment, such as non-teaching roles in non-government organisations (NGOs), because they were better paid.

For some refugee teachers, receiving teaching qualifications reportedly enabled them to return to their country to work in education or the government. However, over 92% of surveyed refugee teachers indicated an interest in becoming certified teachers in Kenya, suggesting motivation to continue teaching if they could gain recognised qualifications.

Despite feeling that salaries did not reflect the challenging work environment, half of surveyed public school teachers wished to be in the same school in three years, either in their current position or in a more senior role, and 75% wished to remain teaching in the same region.

Part 3: Identifying promising areas and making recommendations

This part addresses the third and final objective of this study: to identify promising areas for further development and implementation to support effective teacher management in practice.

Part 3a: System-level factors and promising areas for policy and practice

In this section we present our analysis of promising commitments and practices and gaps in commitments and practice within the three categories of teacher management, as identified in Part 2 of the report and distinguishing between camp and public schools.

- We provide examples of promising commitments that we identified during data collection and analysis and that seem to be reflected in practice.
- We provide examples of promising commitments identified during data collection and analysis that do not seem to be reflected in practice, indicating more work needs to be done to support translation of promising commitment into practice.
- We list examples of promising practices not based on or reflected in commitments, indicating areas for further policy development informed by good practice.
- We identify findings which indicate gaps in both commitments and practice. The concerns listed here will require future policy development, with attention paid to how the subsequent policy would be successfully implemented in practice.

Part 3b: Strengthening teacher management in refugee hosting areas in Kenya

The study concludes with a set of preliminary recommendations aimed at strengthening the different dimensions of teacher management in refugee settings in Kenya.

To strengthen coordination and support inclusion and durable solutions there is a need to:

- Jointly develop clear guidelines for teacher management that are aligned with government policies that will facilitate inclusion in the future
- Increase collaboration between the Government of Kenya and partners to promote longer-term investments in shared infrastructure, in keeping with approaches advocated for in the Kalobeyei Integrated Social and Economic Development Programme (KISED) and SHARE
- Raise awareness among donors and other organisations of their continued role in support of national durable solutions under the GCR and SHARE plan

To sustain promising commitments that are reflected in practice, there is a need to:

Camp schools

- Bring mentoring and induction practices in camp schools in line with the Policy on Mentorship & Coaching in the Teaching Service

Table 2: Summary of commitments and promising practices and commitment and practice gaps

	Promising practice	Gaps in practice
Existing commitment	<p>Camp schools</p> <ul style="list-style-type: none"> Mentoring and induction are consistently provided in camp schools as a key component of professional development (Category 2) Implementing partners are supporting the capacity development of staff to provide inclusive education and support learners with special educational needs (Category 2) Enabling refugee teachers to gain a national teaching qualification in camp schools can lead to improved working conditions and job prospects for refugees, thus supporting durable solutions (Category 3) <p>Public schools</p> <ul style="list-style-type: none"> There have been national efforts to address teacher shortages in public schools including in refugee-hosting areas through the internship programme and prioritising the recruitment of local teachers (Category 1) 	<p>Camp schools</p> <ul style="list-style-type: none"> Over half of teachers recruited to teach at camp schools do not have teaching qualifications (Category 1) Inconsistencies in the onboarding process for new teachers across camp schools, with many teachers reporting not having signed a contract for their position (Category 3) A generic appraisal form and inconsistency in the implementation of teacher appraisal in camp schools leads to concerns about monitoring refugee teachers and career progression for national teachers (Category 3) Refugee teachers in camp schools are paid considerably less than national teachers and teachers in public schools (Category 3) <p>Public schools</p> <ul style="list-style-type: none"> Despite promising initiatives, some public schools struggle to recruit sufficient numbers of qualified teachers from the local community because of difficult working conditions, including security concerns (Category 1) While a policy on mentorship and coaching exists, there was an apparent absence of induction and mentoring in public schools in refugee hosting areas (Category 2) Despite recent government efforts to improve in-service professional development, many teachers in public schools are unable to access CPD due to location, lack of funding and time (Category 2) The TSC Professional Development Framework has the potential to ensure that all teachers develop the skills needed to effectively teach the CBC, but may not be inclusive in terms of access (Category 2) Some teachers in public schools struggle to access and use the TPAD system largely due to Information and communication technology (ICT) and connectivity challenges, which is an important mechanism for evaluation and career progression (Category 3) <p>Camp and public schools</p> <ul style="list-style-type: none"> Female teacher shortages in camp and public schools located in interior and unsecure areas (Category 1)
Commitment gap	<p>Camp schools</p> <ul style="list-style-type: none"> There is a diverse range of opportunities to access relevant CPD for teachers in camp schools, but there is as yet no systematic professional development framework (Category 2) 	<p>Camp schools</p> <ul style="list-style-type: none"> While there are many trainings offered for teachers in camp schools, these tend to be short and ad hoc in nature and lack coordination (Category 2) Teachers at camp schools reported experiencing a sense of job insecurity, compounded by the perceived lack of consultation with them about the terms of their employment and absence of a formalised career progression structure (Category 3)

Key teacher management categories: (1) Recruitment and deployment; (2) Teacher training and professional development; (3) Job conditions, supervision and appraisal, and career path

- Continue to advocate for funding for Special Needs Education (SNE) teacher capacity building and for longer term funding to enable the SNE qualification to be reinstated
- Work with the TSC and the relevant accreditation bodies in the region to ensure that refugee teachers are able to obtain portable official teaching qualifications, which improve their job prospects in the host country, country of origin, and third country

Public schools

- Conduct a review of the implementation of the teacher internship strategy and initiatives to recruit more local teachers to maximise the effectiveness of these approaches

To ensure promising commitments are more systematically translated into practice, there is a need to:

Camp schools

- Advocate for access to TSC-accredited pre-service training for refugees to ensure a larger pool of qualified candidates to staff camp schools
- Introduce a clear and consistent onboarding process for new teachers, which includes a review of roles and responsibilities and the signing of contract
- Fully implement teacher appraisal in camp schools and move towards it reflecting the TPAD system
- Move towards fulfilling the Djibouti Declaration commitment of ‘progressively aligning pay and conditions of service across host community and refugee teachers’

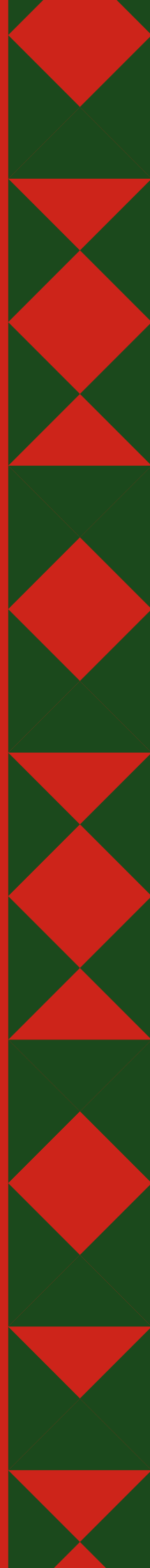
Public schools

- Explore possibilities for increasing access to safe and affordable staff accommodation to attract more teachers
- Promote both formal and informal peer support mechanisms among TSC-employed teachers at the school and cluster level
- Mobilise ICT teacher champions and Curriculum Support Officers (CSOs) at cluster level and ensure teachers have access to ICT devices to allow teachers are able to utilise the TPAD system effectively
- Female teacher shortages in camp and public schools located in interior and unsecure areas

To build commitments around promising practices, there is a need to:

- Explore the possibility of adopting the TSC TPD Framework in camp schools and, if this is not possible, align the framework for camp teachers with it as far as possible

Kenya country study



Kenya has a long history of providing protection and other essential services, including education, to refugees from neighbouring countries. Owing to its relative stability and economic resilience in a region dominated by protracted crises, the country has become a safe haven for refugees and is currently home to one of the largest refugee populations in Africa.

The Kenyan context

The Republic of Kenya has hosted refugees since its independence in 1963. As of August 2022, according to figures from UNHCR, Kenya hosted 561,836 registered refugees and asylum seekers, mostly from Somalia (57.7%), South Sudan (28.5%), the Democratic Republic of Congo (DRC) (10%), and Ethiopia (5.6%).¹⁷ The majority (84%) of registered refugees and asylum-seekers in Kenya are living in camps (43% are in the Dadaab refugee camp complex in Garissa County and 41% in Kakuma camp or the Kalobeyei integrated settlement in Turkana County); the other 16% are in urban areas (mostly in Nairobi). 40.3% of refugees in Kenya are of school-going age. Both Garissa and Turkana are remote, impoverished, marginalised and semi-arid locations with low population densities close to the borders of Somalia and South Sudan, respectively.

Refugee camps and settlements in Kenya

Dadaab refugee complex

The Dadaab refugee complex is located in Garissa County and is made up of three refugee camps; Dagahaley and Ifo, which are located in Lagdera Sub-County, and Hagadera, which is located in the neighbouring Fafi Sub-County. As of August 2022, the Dadaab refugee complex hosted 233,654 registered refugees and asylum seekers, mostly from Somalia.

Box 3: Definition of ‘refugee’

The 1951 Convention defines a refugee as ‘someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion’.¹⁸

The first camps were established in 1991, with the arrival of Somali refugees fleeing the civil war in their home country. Many of the residents of these original camps arrived during the 1990s and now have children and grandchildren who were born in the camps, which now resemble towns and act as a commercial hub connecting north-eastern Kenya and Southern Somalia.

Kakuma refugee complex and Kalobeyei integrated settlement

Kakuma refugee complex and the Kalobeyei integrated settlement are located in Turkana County in the north western region of Kenya. As of August 2022, Kakuma camp and Kalobeyei Integrated Settlement hosted 236,552 registered refugees and asylum-seekers, mostly from South Sudan, though there are large numbers from Somalia, DRC, Burundi, Ethiopia, and Sudan hosted there as well.

¹⁷ UNHCR. (2022a) ¹⁸ UN (1950)

Kakuma refugee camp

Kakuma refugee camp is located on the outskirts of Kakuma town, which serves as the headquarters for Turkana West Sub-County. The camp is divided into four, namely Kakuma I, Kakuma II, Kakuma III, and Kakuma IV. It was established in 1992, following the arrival of large groups of Ethiopian, Sudanese and Somali refugees.

With an influx of new arrivals in 2014, Kakuma refugee camp surpassed its capacity by tens of thousands, which led to congestion in various sections. Following negotiations between UNHCR, local and national governments, and the host communities in Turkana themselves, land for a new settlement was identified in Kalobeyei in 2015.

Kalobeyei integrated settlement

The establishment of the Kalobeyei settlement is intended to promote the self-reliance of refugees and host communities by providing them with better livelihood opportunities and enhanced service delivery. The KISED, a multi-agency collaboration designed to achieve this aim, will be discussed later on in this report. For administrative purposes, Kalobeyei is divided into three ‘villages’ – Village 1, Village 2, and Village 3.

Primary education in camp schools in Kenya

In line with international commitments on the social and economic inclusion of refugees, the Government of Kenya facilitates use of the Kenyan national curriculum and access to national assessment and examinations. Enrolment of host community children in camp schools is possible, and refugees are also able to enrol in host community schools.

At the time of writing, there were 21 primary schools in Kakuma Camp, five in Kalobeyei Settlement and 22 in Dadaab Camp. According to UNHCR data, as of October 2021 there were 216,781 refugees of school age (4-17 years), of whom 38% (82,055) were enrolled in pre-school, primary and secondary school as summarised in table 3 below.

Refugees enrolled in learning institutions in camps follow the Kenyan curriculum and at the end of the primary cycle, students take the national Kenya Certificate of Primary Education examination (KCPE), supervised by the Kenya National Examination Council (KNEC) under the Ministry of Education.

In 2017, the Competency-Based Curriculum (CBC) was introduced to replace the earlier 8-4-4 system, with a target date of complete transition by 2026.¹⁹ The new system is organised into three levels: Early Years of Education, Middle School and Senior School, and consists of two years of pre-primary (Grades 1-2, for ages 4-5); three years of lower primary and three years of upper primary (Grades 3-5, for ages 6-11); and three years of junior secondary as well as three years of senior secondary (Grades 6-8, for ages 12-17 years). The CBC emphasises formative evaluation and is anchored on nurturing core competencies.

Key stakeholders involved in teacher management in camp schools in Kenya

The Refugee Affairs Secretariat (RAS) and UNHCR are charged with the overall management and coordination of refugee camps, while key actors at the policy level include the MoE State Department of Early Learning and Basic Education, TSC, Kenya Institute for Curriculum Development (KICD), KNEC, UNESCO, UNICEF and the World Bank. Financing for camp-based education is met by the international community.

In terms of roles and responsibilities, UNHCR is ultimately accountable for education in the camps and, on average, pays 75% of teacher salaries, while implementing partners are responsible for sourcing the remaining 25%. In 2020 and 2021, UNICEF, the Foreign Commonwealth and Development Office (FCDO), the European Civil Protection and Humanitarian Aid Operations (ECHO) and the Bureau of Population, Refugees, and Migration (BPRM) also provided financial support for teacher salaries.

Table 3: Number of official school age refugees enrolled by level of education

Area	Pre-primary	Primary	Secondary
Kakuma	7,249	22,013	4,363
Kalobeyei	3,831	12,290	1,163
Dadaab	2,194	23,291	5,661
Total	13,274	57,594	11,187

Source: UNHCR, October 2021

¹⁹ Republic of Kenya (2017)

Table 4: The level of involvement of MoE and other government stakeholders in camp-based education

MoE / Government stakeholder	Involvement in camp schools
Teacher Service Commission (TSC)	<ul style="list-style-type: none"> Broadly speaking, the TSC is currently not involved in the provision of education in refugee camps, though national teachers employed in camp schools are registered with the TSC and can seek employment at Kenyan public schools.
MoE County Director	<ul style="list-style-type: none"> Supports registration of camp schools through the county education board Supports quality assurance of camp schools through the sub-county directors Oversees management of national examinations in camp schools in coordination with KNEC and sub-county education team.
TSC county director	<ul style="list-style-type: none"> Supports verification of registration status of national teachers through the CSOs and sub-county directors during recruitment.
Sub-County Director – MoE	<ul style="list-style-type: none"> Co-chairs Education Working Group for all actors providing education support in a particular location Supports administration of national examination in camp schools in coordination with KNEC Inspection of schools (including camp schools) to ensure they meet Quality Assurance Standards including for registration Makes recommendations on registration based on the inspection report Management of co-curricular activities (camp schools also participate in co-curricular activities).
Sub-County Director (TSC)	<ul style="list-style-type: none"> Supports verification of registration status of national teachers (when invited) during recruitment (part of the recruitment panel) Management of national examinations in coordination with KNEC Training of teachers on the new curriculum (when invited).
Quality Assurance Officer (Sub-County Office)	<ul style="list-style-type: none"> Supports quality assurance of camp schools when called upon by education partners.
Curriculum Support Officer (Sub-County Office)	<ul style="list-style-type: none"> Supports recruitment of national teachers when delegated by the sub-county director Management of national examination in collaboration with KNEC and sub-county directors Training of teachers on CBC when invited by education agencies Supports quality assurance of camp schools when invited by the education partners.
Kenya National Examinations Council (KNEC)	<ul style="list-style-type: none"> Registering camp schools that meet requirements as examination centres Coordinates management of national assessment and examination in the camp schools.
Kenya Institute of Curriculum Development (KICD)	<p>On request and facilitated by the international community:</p> <ul style="list-style-type: none"> Provision of curriculum implementation support materials such as CBC designs and teacher handbooks PD of teachers on curriculum implementation.
Kenya Institute of Special Education (KISE)	<p>On request and facilitated by the international community:</p> <ul style="list-style-type: none"> Pre -and in-service professional development of teachers on special needs education Technical support to education partners on development of strategy for mainstreaming of SNE.

Implementing partners manage schools and teachers in the camps on a day-to-day basis, with education at the primary level being delivered by Lutheran World Federation (LWF) in Kakuma and Dadaab, and by Finn Church Aid (FCA) in Kalobeyei. These two implementing partners receive funding from UNHCR as well as other sources.

There are many organisations providing education interventions in Kakuma, Kalobeyei and Dadaab, with some also operating in the nearby public schools. Many of these organisations have representatives at the national level in Nairobi as well as technical staff at the camp level, and there are a number of channels supporting horizontal and vertical communication and collaboration within and between partners.

Of particular relevance for this study are the meetings of the national **Refugee Education Working Group**, a national level inter-agency mechanism chaired jointly by UNHCR and LWF and developed to ensure that interventions, including issues relating to host communities and refugees, are coordinated across different stakeholders, and progressively aligned with the national education system.²⁰ In addition, **Education Working Groups** for Dadaab and Kakuma, which mirror the national level group meet monthly and are the main forum where all operating and implementing partners come together to discuss programme updates and strategic issues. Building upon these existing mechanisms and an inter-agency working group set up in Kakuma in 2019,²¹ a **sub-Working Group on Teacher Management** has been established, which holds monthly meetings and has the goal of harmonising teacher management practices in camp schools with the national education system.²²

²⁰ Other members of the REWG include AVSI Foundation, Futbol Mas, Windle International, Film Aid, Finn Church Aid, Save the Children, Francis Xavier Project, RefuShe, Humanity and Inclusion, WUSC, JRS, NRC, African University Network, Open Society Foundation, UNICEF, and the Education in Emergencies Working Group. ²¹ Pearson (2019) ²² In addition, the Education Development Partners Coordination Group (EDPCG) at the national-level aims to ensure of development partner and government priorities, agendas, and activities for the Kenyan education sector as a whole, which has implications for teachers and learners in camp settings. Currently, the EDPCG is spearheading the application of GPE, World Bank grants and other initiatives.

Research approach and methods



The research in Kenya followed a collaborative, mixed methods, multi-phased approach. The research was iterative, meaning that research tools and the original research design and initial data analysis were shared with key stakeholders to inform further data collection and analysis, the writing up of research findings and the drafting of policy recommendations.

Throughout the research process, the research team, comprising international researchers from IIEP-UNESCO and EdDevTrust and local researchers from Research Plus, a Kenyan-based research organisation, worked closely with key stakeholders from Kenya, including the MoE and UNHCR, to ensure the ethics, rigour and robustness of the research design, data collection, and analysis. Furthermore, the study aimed to include the voices and perspectives of school principals and teachers.

In terms of scope, this research focuses on formal primary education (Grades 1 to 8), excluding other education system levels and alternative, non-formal or accelerated basic

education. Primary schools in the refugee camps of Dadaab, Kakuma and Kalobeyei Integrated settlement were the focus, along with nearby public primary schools in Turkana and Garissa counties. Due to the nature of Turkana and Garissa counties, most public schools were in remote rural locations. Urban refugee settlements in Nairobi were not included in this study. Data for this study were collected at multiple levels, including the national, county, sub-county and school levels through document analysis, semi-structured interviews, and a teacher survey. A summary of the three phases of data collection is provided below, followed by a brief overview of the regions included in the research.

Table 5: Three phases of data collection

Phase	Dates	Activities
Phase 1 Desk-based research	September – November 2020	<ul style="list-style-type: none"> Literature review Policy document collection.
Phase 2 Data collection – National and implementing partner interviews	November – December 2020 March – June 2021	<ul style="list-style-type: none"> 15 semi-structured interviews with key representatives at the national and camp level (including MoE, TSC, RAS, UNHCR, UNICEF, LWF and FCA). Teacher survey in schools in Kakuma and Dadaab camps, Kalobeyei settlement and in host community public schools in Turkana and Garissa. A total of 450 in camp/settlement schools and 291 host community public school teachers were surveyed. The survey was conducted in person or by telephone by Research Plus Africa and consisted of mostly closed-ended questions. Local enumerators travelled to public schools in host communities and conducted telephone surveys with teachers in refugee camps. The survey gathered demographic information about teachers in addition their experience of being recruited to their current school, number of years experience, qualifications, training experience and needs, workload and working experiences, motivations and future aspirations.
Phase 3 Data collection – County and education actor interviews	June – August 2021	<ul style="list-style-type: none"> 5 semi-structured interviews with key representatives from the county and sub county level (MoE and TSC) 19 semi-structured interviews with key representatives from implementing partners and organisations involved in aspects of teacher management Interviews and focus groups with headteachers and teachers in camp/settlements and host community schools.

Table 6: Teachers surveyed in refugee camps/settlements by gender and teacher type surveyed

Location	Refugee teachers		National teachers (camp/settlement)	
	Male	Female	Male	Female
Ifo (Dadaab)	56	11	4	0
Dagahaley (Dadaab)	55	8	8	0
Hagdera (Dadaab)	53	10	3	2
Kakuma I	71	29	5	9
Kakuma II	29	7	2	2
Kakuma III	35	9	4	2
Kakuma IV	29	9	6	2
Kalobeyi Village I	10	8	0	0
Kalobeyi Village II	9	4	11	8
Kalobeyi Village III	5	2	0	0
Total	352	97	43	25
Total (male and female combined)		449	68	

Table 7: National teachers surveyed by gender and location

Location	Male	Female
Garissa	159	20
Turkana	70	42
Total	229	62
Total (male and female combined)	291	

Table 8: Location, sample size, and characteristics of teachers participating in Phase 3 data collection activities

Location	Data collection activity	Participant	Sample size	Average years teaching	Gender
Garissa	Interview	Refugee teacher	16	9	Male (7) Female (9)
		National teacher in camp school	5	10	Male (2) Female (3)
		Headteacher in camp school (refugee)	7	11	Male (7)
		Headteacher in host school	7	11	Male (7)
	Focus group	National teacher in host school	10 FGDs (41 teachers total)	6	Male (32) Female (9)
Turkana	Interview	Refugee teacher	11	4	Male (4) Female (7)
		National teacher in camp school	6	7	Male (4) Female (2)
		Headteacher in camp school	5	7	Male (3) Female (2)
		Headteacher in host school	10	18	Male (7) Female (3)
	Focus group	National teacher in host school	10 FGDs (36 teachers total)	12	Male (22) Female (14)

Analysing policy commitments and practice

To understand the interaction between policy and practice, some scholars argue that a nuanced approach to policy analysis is required; one which considers socio-political contexts and the complex interactions between various policy actors, particularly at the local level and between levels.²³ The study explores existing policy commitments relating to refugees and to teacher management and the extent to which these commitments are realised in practice. Finally, it explores whether there is room for good practice to inform the development or revision of policy commitments.

Based on a review of the literature, discussions with key stakeholders (including representatives from the Kenyan MoE and UNHCR and our national research partners), and our previous and ongoing research on teacher management in refugee settings, we elaborated a coding scheme and preliminary analysis worksheets to support our analysis work. The main categories of codes in our coding scheme were those related to the three ‘personnel functions’²⁴ of teacher management, the ‘goals/outcomes’²⁵ of teacher management, as well as those related to awareness and understanding of international, regional, and national policy commitments. We also developed an analysis framework that allowed us to articulate if promising teacher management policies are enacted in practice and where there are gaps in policy and practice in each of the three personnel function dimensions of teacher management. This framework is depicted in table 9 below.

- In the top left quadrant, we provide examples of existing international and national commitments that we identified during data collection and analysis that seem to be reflected in practice.
- In the top right quadrant, we provide examples of existing commitments that we identified during data collection and analysis that do not seem to be reflected in practice, indicating that more work needs to be done to overcome the barriers preventing the translation of promising policy into practice.

- The bottom left quadrant includes examples of promising practices that are not based on or reflected in commitments, indicating a promising area for further development of guidance and strategies informed by good practice.
- The bottom right quadrant captures findings which indicate gaps in both commitments and practice. Any findings in this quadrant will require future development of guidelines and strategies, with attention paid to how the subsequent guidance would be successfully implemented in practice.

Limitations and challenges

Limitations in scope

While many of the challenges and strategies identified in this study may be relevant for other sectors – for example, secondary schools for refugees also face a shortage of qualified teachers – or for urban settings – for example, challenges in supporting mother tongue instruction for refugee learners – further research is needed to determine the extent to which these issues are pertinent. Issues specific to BOM teachers, while referenced in relation to teacher management, were not explored in more depth. Furthermore, although there are nomadic populations in Turkana County and a NACONEK representative was interviewed as part of data collection, it was not within scope to delve into unique nomadic-related teacher management issues.

With the primary focus of the report being on camp schools, the policy documents covered in Part 1 focus on international, regional and national commitments around the rights of refugees to education and inclusion into the national system. Specific national teacher policy documents are not addressed in this section because, as noted above, the camp school system is currently separate to the government system. A range of national policies has been addressed in Parts 2 and 3 on the basis of their relevance to teacher management and to both the camp and host community school contexts. However, it is not within the scope of this study to address all national system teacher management policies.

Table 9: Analysis framework

	Promising practice	Gaps in practice
Existing commitment	Existing commitments reflected in practice	Existing commitments not systematically reflected in practice
Gaps in commitment	Promising practice not based on/reflected in existing commitments	Gaps in both commitments and practice

²³ Schulte (2018); Steiner-Khamsi (2012); Tyack and Cuban (1995) ²⁴ The three personnel functions include: (1) recruitment and deployment, (2) teacher professional development, and (3) job conditions, supervision and appraisal, and career paths. ²⁵ The goals/outcomes include: (1) motivation, (2) wellbeing, (3) teaching quality, and (4) retention.

Data collection limitations and challenges

During school visits in Garissa County, enumerators faced challenges of not being able to locate teachers and schools, schools being empty, or high number of absent teachers. This caused delays with data collection and resulted in additional days required for the team of enumerators to travel to other locations. Headteachers and teachers interviewed reported that some teachers had not returned after COVID-19 school closures, and some schools had closed entirely.

Due to COVID-19 restrictions and safety measures in camps or settlements, interviews with refugee teachers and headteachers were conducted remotely via telephone. This posed challenges in reaching some teachers who recently changed number or had moved on from the camp. No interviews were conducted with BOMs due to the nature of field visits and COVID-19 restrictions in camps.

Document analysis limitations and challenges

Accessing documentation was a challenge throughout the duration of the project. Officials, implementing partners, and headteachers and teachers consistently referred to guidelines and procedures, though were often unable to locate and share the documented guideline or procedure being followed when asked by the research team. This caused challenges in determining whether guidelines were being followed or whether there were gaps in guidelines, procedures or policies. Where documentation was available, however, implementing partners were open in sharing for analysis.



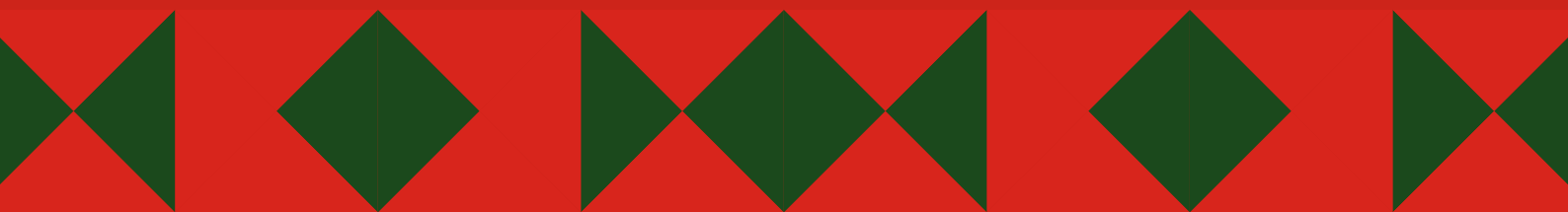
Part 1

Policy landscape

This part addresses the first of the three study objectives, to build an understanding of the policy landscape guiding the management of primary-level teachers in refugee hosting areas in Kenya by identifying and exploring with research participants:

- a.** the Global Compact on Refugees and other international and regional commitments emphasising the inclusion of refugees in national education systems and the implications of these commitments for teacher management in camp settings in Kenya;
- b.** perceptions and understandings of global and regional commitments on inclusion in national systems.

The main sources of data analysed for this part of the report include policy documents and semi-structured interviews with central-level stakeholders and key representatives from sub-national stakeholders, including government representatives and camp-based education partners. We also looked at school-level interview and focus group data to complement our analysis.



Part 1a

Policy landscape framing the management of teachers in refugee settings in Kenya

This part identifies international, regional, and national agreements and policies framing the Government of Kenya's response to the refugee crisis, including in education, as well as those that guide the management of primary-level teachers working in refugee settings in the country.

Refugee response frameworks

The Comprehensive Refugee Response Framework and Global Compact on Refugees

In 2016, as a response to the burgeoning global refugee crisis, the international community came together during a Leader Summit to formulate a more equitable and predictable refugee response. At this summit, UN member states, including Kenya, adopted the New York Declaration for Refugees and Migrants, thereby agreeing upon the core elements of a CRRF.²⁶ The Global Compact on Refugees (GCR)²⁷ was affirmed by the UN General Assembly on 17 December 2018.

Nairobi Declaration on Durable Solutions for Somali Refugees

Regionally, Kenya, Djibouti, Eritrea, Ethiopia, Somalia, South Sudan, Sudan, and Uganda formed the East African Intergovernmental Authority on Development (IGAD) in 1996 to pursue a comprehensive approach to 'achieving peace, prosperity and regional integration in the IGAD region'.²⁸ In March 2017, Kenya and other IGAD member states signed the Nairobi Declaration on Durable Solutions for Somali Refugees. In the Plan of Action that accompanied the Nairobi Declaration, Kenya made seven pledges, including an educational pledge on expanding enrolment of refugees in basic education and extending educational access at all levels.

The Djibouti Declaration and Plan of Action on Refugee Education

At an IGAD meeting in December 2017, member states adopted the Djibouti Declaration and Plan of Action on Refugee Education, which became the cornerstone of regional efforts for the integration of refugee education into national systems. On the issue of teacher management, the Plan of Action outlines plans to '[s]trengthen' regional frameworks to promote the inclusion of refugee teachers, and their professional development and certification, in national education systems and support of equivalency,²⁹ including through:

- facilitating accreditation across borders,
- implementing methods for fast-tracking training and certification,
- progressively aligning pay and working conditions across host and refugee communities,
- supporting pre- and in-service professional development for both refugee and host community teachers, and
- increasing gender parity and equalising career progression opportunities.

Kampala Declaration on Jobs, Livelihoods, and Self-Reliance for Refugees, Returnees, and Host Communities

The Kampala Declaration on Jobs, Livelihoods, and Self-Reliance for Refugees, Returnees, and Host Communities was signed in March 2019 by IGAD member states, including Kenya, and contains commitments related to the labour market and community resilience, which are considered to be an important part of realising the objectives of the GCR in the IGAD region.

²⁶ UNHCR (2001-2021) ²⁷ UNHCR (2019a) ²⁸ IGAD (2021) ²⁹ IGAD (2017, p.2)

Table 10: International and regional commitments, conventions, and policies on refugees

Agreement	Nature	Author	Year
UN Convention relating to the Status of Refugees	Global	UN	1951
Protocol of the Refugee Convention	Global	UN	1967
OAU Convention governing the Specific Aspects of Refugee Problems in Africa	Regional	OAU	1969
New York Declaration on Refugees and Migrants	Global	UN	2016
Comprehensive Refugee Response Framework (CRRF)	Global	UN	2016
Nairobi Declaration on Somali Refugees	Regional	IGAD	2017
Djibouti Declaration and Plan of Action on Refugee Education	Regional	IGAD	2017
Global Compact on Refugees (GCR)	Global	UN	2018
Kampala Declaration on Jobs, Livelihoods, and Self-Reliance	Regional	IGAD	2019

National refugee policy framework

National refugee response pre-CRRF, including the 2006 Refugee Act

In the 1990s, the collapse of the Somalian government and rising political instability and crisis in the wider region led to a massive influx of refugees in the country, overwhelming Kenya's existing refugee management system.³⁰ As a result, the Kenyan government handed over responsibility for refugee status determination (RSD) and refugee management to UNHCR in 1992, and established Dadaab and Kakuma refugee camps, effectively limiting movement of refugees within the country.³¹

Through the 2006 Refugee Act, the Department of Refugee Affairs (DRA) under the Ministry of Immigration and Registration of Persons was created,³² and the first Commissioner for Refugee Affairs was appointed in 2007.³³ With a rise in terrorist attacks and insecurity in the country in 2012 and 2014, the Kenyan government made amendments to the Refugee Act, seeking to enforce its encampment policy more strictly, which would limit numbers of refugees coming into the country and restrict refugees' residence exclusively to camps.³⁴ In 2016, the DRA was disbanded, and its mandate taken up by the Refugee Affairs Secretariat (RAS) under the auspices of the Ministry of Interior and Coordination of National Government.³⁵

The CRRF and GCR in Kenya

The Government of Kenya formally adopted the global CRRF in October 2017 and the country has made considerable progress in terms of supporting self-reliance and inclusion measures for refugees, under the leadership of the RAS and UNHCR, and with the support of key partners.³⁶

As part of its efforts to support the roll out of the CRRF in Kenya, UNHCR has outlined the context and challenges, strategic priorities, achievements, planned responses, and areas in need of attention and knowledge development in

the KCRP 2019-2020.³⁷ The KCRP 2019-2020 aimed to support a more holistic, development-oriented and inclusive approach to refugee programming that builds on existing national, regional, and global policy priorities and frameworks and to provide a rationale for a multi-stakeholder approach that is led by the Government of Kenya.

In October 2020, the Ministry of Interior and Coordination of National Government published the Kenyan CRRF, entitled Support for Host Community and Refugee Empowerment (SHARE). The SHARE plan calls for a new approach in refugee management, as envisioned in the global CRRF and GCR, which includes greater international support and burden sharing and a shift from a humanitarian- to a more holistic and sustainable development-oriented approach that benefits refugees and host communities alike.

While the SHARE plan explicitly emphasises that voluntary repatriation of refugees is the preferred durable solution, it also acknowledges a need to strengthen capacities and resilience of refugees while residing in Kenya:

*At the heart of this approach is the need to ensure that refugees enjoy various rights and freedoms so that they can develop their skills, become self-reliant and contribute to local economies and to their own and their communities' wellbeing thereby decreasing their dependence on humanitarian aid.*³⁸

The three pillars of engagement of the SHARE plan are:

1. Enhancing the protection space for asylum seekers and refugees;
2. Supporting immediate and ongoing needs for asylum seekers, refugees and host communities;
3. Promoting regional cooperation and international responsibility-sharing in the realisation of durable solutions for refugees.

³⁰ RCK (2019) ³¹ Nanima (2017) ³² Mendenhall et al. (2017) ³³ RCK (2019) ³⁴ Mendenhall et al. (2017) ³⁵ RCK (2019) ³⁶ Owiso & Manji (2020) ³⁷ UNHCR (2019c) ³⁸ MoINCG (2020, pp.2-3)

2021 Camp closure announcement

In April 2021, the Government, referring to ‘completing’ the repatriation programme started in 2016,³⁹ announced their intention to close the Kakuma and Dadaab camps by June 2022, with the plan to repatriate some refugees and give others residency. The UN and Kenyan Government subsequently announced that a joint team would be formed to develop and implement a road map towards closure in line with the Global Compact on Refugees. At the time of writing the camps have not been closed.

2021 Refugee Act

The 2021 Refugee Act supersedes the 2006 Refugee Act and is aligned with the CRRF and GCR commitments to the three durable solutions for refugees. Local integration, defined as ‘the gradual process through which refugees are incorporated into the society through a process that ensures that refugees attain broader rights, have improved standards of living and positively contribute to the social life of the host country’ (p.200), is explicitly addressed. Here, the Commissioner is directed to ensure ‘shared public institutions, facilities and spaces’ between refugees and host communities.

A key departure from the previous act, the 2021 Act states that the Commissioner of Refugee Affairs ‘shall issue movement passes to refugees and asylum seekers wishing to travel outside the designated areas and within Kenya’ (p.206). And rather than confining refugees to camps, designated areas are to now ‘temporarily’ accommodate refugees, with counties being expected to host refugees at the request of the Cabinet Secretary. The Act also increases refugees’ abilities to gain formal employment through greater access to the required documentation, have rights to identification and civil registration documents, and for the Refugee Identity Card to ‘have a similar status to the Foreign National Registration Certificate’ (p.218).

Commitments related to refugee education

Inclusion of refugees in the national education system

The Refugee Act and Kenyan Constitution and Basic Education Act (2013) both state that all refugee children have the right to education and in an important recent development, refugees have been included in Kenya’s NESSP 2018-2022.

In addition to a detailed review of the refugee situation in Kenya, the plan identifies a number of priority actions and considerations related to refugees, namely:

- developing criteria for including refugees and foreign learners in the National Education Management Information System (NEMIS),
- developing an Education Policy for the Inclusion of Refugees and Asylum Seekers,
- reducing disparities in education access for refugees and other vulnerable children and youth, and
- training support officers for on-site coaching and guidance to teachers in refugee and host communities.

At the Global Refugee Forum in December 2019, Kenya further made the pledge to ‘continue to enable refugee children access to its education system [and] adopt a policy of systematic inclusion of refugees in the national education system, including through the endorsement and implementation of the Education and Training Policy on the Inclusion of Refugees and Asylum-Seekers and costed implementation plan’.⁴⁰ According to a representative from the MoE interviewed for the research, this is currently being acted on through:

Mapping partners working on issues around refugees to bring them together and show level of support and availability.

The SHARE plan mentioned earlier highlights the importance of building the capacity of IGAD Member States to implement commitments on quality education for both refugees and host communities and stating that:

*The Government is committed to progressively advance the inclusion of refugees and asylum seekers into the national education system by eliminating all disparities and inequalities in education and promoting a safe, inclusive and protective learning environment.*⁴¹

It envisions a lead role for the Government of Kenya in the management of learning institutions in refugee hosting areas to help ensure more equitable and sustainable socioeconomic development, and emphasises the importance of global partnerships and commitments, particularly when it comes to the international mobilisation of resources to support quality education in refugee hosting areas. According to SHARE, a draft policy document is under development on the inclusion of refugees in the national education system, which comprises corresponding implementation plans and budgets and builds on the key challenges and required strategic responses outlined in the SHARE plan, which are summarised in box 4, page 34.

³⁹ Joint statement by the Government of Kenya and the United Nations High Commissioner for Refugees: Dadaab and Kakuma Refugee Camps Roadmap, April 2021. <https://www.unhcr.org/uk/news/press/2021/4/608af0754/joint-statement-government-kenya-united-nations-high-commissioner-refugees.html> ⁴⁰ <https://globalcompactrefugees.org/channel/pledges-contributions>

⁴¹ MoINCG (2020, p.11)

Refugee hosting area education strategies

Kenya has three refugee programme areas, namely Kakuma and Kalobeyei, Dadaab, and urban zones,⁴² each with its own education strategies developed by UNHCR and/or the Kenyan Government. With the number of government ministries, UN organisations and NGOs involved in the provision of education in camps, strong systematic communication and operating processes are seen as crucial.

Box 4: Challenges in and strategic responses on education, as identified in the SHARE plan

Challenges faced by learners in both refugee and host communities are recognised as similar and include:

- overcrowding due increasing school enrolments without corresponding investments;
- parallel education institutions in camps that are not managed by the Government leading to problems with predictability, sustainability, and quality;
- shortage of qualified, experienced TSC-registered teachers in refugee-hosting schools;
- high proportion of out of school children in refugee hosting areas.

Required strategic responses on education

Based on the identified challenges, there is a need to:

- expand public education provision in refugee hosting areas including integration of camp-based institutions in the national education system;
- strengthen teacher management and teachers' professional development and certification in refugee hosting areas by increasing the number of qualified Kenyan teachers and investing in training of refugee teachers as professionals;
- enhance support for refugee learners with disabilities in line with existing policy;
- invest in expansion of higher education opportunities for refugees and host communities to overcome unique challenges within refugee-hosting areas.

The Kalobeyei Integrated Socio-Economic Development Plan⁴³

In 2018, the first phase of the KISED – the 2018-2022 Comprehensive Refugee and Host Community Plan in Turkana West, Kenya – was launched. The KISED considers the needs of the sub-county of Turkana West as a whole, including Kakuma refugee camp, the Kalobeyei integrated settlement, and the surrounding host communities, and supersedes any camp strategies in the area, for example, the Education Strategy for Kakuma Refugee Camp. As KISED covers the entire sub-county, this plan encompasses both government schools and those run by the international community.

In KISED there is a focus on placing interventions within the wider policy framework of inclusion in the national system. The influence of wider policies is evident throughout and it is explicitly written that the document is:

Informed by the outcomes of the 2016 World Humanitarian Summit, the Global Compact on Refugees (GCR) and puts the Comprehensive Refugee Response Framework (CRRF) and the Nairobi Declaration and Action Plan (NAP) into practice in Turkana West.

2016-2020 Joint Strategy for Education in Dadaab and the 2017 Education Strategy for Kakuma

The Dadaab Education Strategy, produced before the Global Compact on Refugees was signed, nevertheless places education within the broader framework of the Sustainable Development Goals as well as the National Education Sector Plan 2013-2018 in order to be aligned with government policy. It covers strategic outcomes and indicators for teacher management with related actions including coordinating initiatives through inter-agency collaboration and alignment with national frameworks, providing refugee teachers with career pathways and supporting education managers and officials. There is also a 2017 Education Strategy for Kakuma refugee camp, outlining goals such as the facilitation and recognition of foreign certificates for refugees and strengthening school level quality assurance and supervision mechanisms.

⁴² Note that urban zones are out of the scope of this study, which focuses on the refugee camps and settlements in Garissa and Turkana County. ⁴³ UNHCR (2018)

Part 1b

Perceptions and awareness of policies, strategies, and commitments

This section outlines how Government representatives at the national and camp level perceive the policy of inclusion in Kenya, including what inclusion might look like in practice and what the challenges may be.

MoE representatives and education partners indicated a strong level of commitment to supporting inclusion of refugees in the national system, as per international and regional agreements

Interviews with key participants from the central-level MoE indicated a commitment to following through on pledges made with regards to the inclusion of refugees in the national education system, with one representative noting that ‘we are working hard to actualise what we promised after signing the documents’ and another explaining that children in camp schools ‘will receive the same services as children in host community schools.’

Indeed, there seemed to be a consensus among central-level stakeholders that inclusion of refugees in the national system involves ensuring little if any distinction between camp schools and government schools. For example, according to an interviewee at UNHCR, inclusion is when ‘the government becomes responsible for the school and runs it as a public learning institution’, a sentiment echoed to some extent by a representative from the central-level MoE, who noted:

The idea of inclusion is multi-sectorial. We are currently working on the concept of inclusion to ensure we do not have parallel systems in management of refugee education. The aim is to ensure refugee education is integrated into the national education system.

Interviews with key education stakeholders highlighted that conscious efforts to align education for refugees with the national system have been taking place. According to a representative from UNHCR, there is an effort to shift from a humanitarian perspective to a system which is government led, where teachers are recruited and managed by the TSC. In Dadaab, efforts have been made by the LWF to align camp-based education with the national education system, as explained by one of their representatives:

To feed to the current government curriculum, we are trained also to align ourselves to that which is there with the government.

Further guidance is needed to clarify how inclusion would be achieved and what that would look like in practice

Although stakeholders were aware of inclusion in national systems being the goal of the CRRF, in the absence of further guidance there was a lack of clarity about how inclusion would be achieved and what it would look like in practice. Although there was an understanding that inclusion would mean that there was one system rather than two parallel education systems, there was confusion about how this would be implemented. One interviewee questioned how schools in Dadaab could be registered without teachers being qualified. An interviewee working in Kakuma noted that the registration of schools in Kakuma and Kalobeyei as public entities was a positive step, but that benefits would be ‘minimal’ until further details were available because the eventual support was not yet clear.

The absence of clear guidance at the central level was identified as a problem by one camp-based education partner, who noted:

If there are no structured... guidelines at national level, then it becomes difficult to implement at the field level.

While education stakeholders recognise the importance of coordination to support inclusion, challenges persist

Interviewees noted that there were good working relationships between different education stakeholders (including government and implementing partners) and that a number of mechanisms had been developed to support joint planning at national and sub-national levels. This was considered essential to building consensus around policy priorities and implementation strategies and avoiding duplication of efforts on the one hand or gaps in provision on the other. However, as one education partner explained, heavy individual workloads across different partners meant

that existing working group meetings were ‘more or less about giving updates for projects’. While an implementing partner working in Dadaab noted that these platforms have proved helpful in allowing knowledge sharing ‘so they can learn from one another’ and general data and information collection, it seems clear that to date insufficient time has been devoted to cross-cutting issues and joint planning.

Another education partner in Dadaab noted that documenting roles and responsibilities, particularly through agreements between government entities and education partners would be crucial in ensuring effective joint planning to support the realisation of international and regional commitments to refugee education. She suggested a Memorandum of Understanding between the TSC, the MoE, and education partners on training leading to formal qualifications for refugee teachers, which would be helpful in supporting the return to their home countries. This MoU would therefore be aligned with the proposed activities in the Djibouti Plan of Action discussed earlier and could also potentially help with building clearer guidelines for teachers at the primary level, as another implementing partner noted that the MoE has stricter guidelines for secondary school teachers than primary school teachers.

Lack of sustainable, predictable funding remains one of the greatest challenges for supporting teacher management in refugee hosting areas

Education partners at both the central-level and the camp-level identified funding as a serious challenge, both in terms of deadline-driven funds allocation and in terms of unpredictable and dwindling resources for education. On the first point, one central-level interviewee noted:

When funds are received they must be used immediately. It would be better if donors would allow funds to be used over a longer period, beyond one year.

They noted that such problems were compounded by time taken by the various negotiating and tendering processes in securing additional resources when current funding cycles were closing.

Two implementing partners in Dadaab explained that there has been a huge budget cut in recent years, which has made it difficult to recruit, train, support, and retain adequate numbers of qualified, experienced teachers. In the words of one of them:

This year is different because the funding for education reduced heavily, you realise that in the education sector, the first area to be cut off is the human resource, the teaching workforce.

External funding remains essential, even if refugees are fully included in the national education system

According to one stakeholder at a UN-agency, some donors and partners were under the impression that inclusion meant that the government would absorb the costs of educating refugees and were therefore using it as an ‘exit strategy.’ However, this stakeholder pointed out:

It’s not the case that when the government will take over nobody will need to finance this.

She emphasised this point, adding that a crucial insertion in Kenya’s pledge to the GCR was that the inclusion of refugees in the national education system ‘is subject to the provision of funding by the international community.’

In other words, in keeping with the principle of international burden-sharing outlined in the GCR and CRRF, even if refugees are fully included in national education systems, external funding is essential and activities such as paying teacher salaries or training unqualified refugee teachers will be contingent upon the amount of international funding available.

Education interventions that target both refugees and the host community and that prioritise communication and community engagement are perceived to be more effective in supporting quality education for all

According to a county representative from the MoE in Turkana, there is a perception that ‘teachers in the camps are better off than their counterparts in host community schools’. The representative explained that security is believed to be better in the camps, and that camp schools are easier to staff than public schools in the surrounding host communities, despite high levels of turnover due to funding cuts and voluntary repatriation. For several of the interviewees, particularly those working at the camp level, it is therefore important to ensure that interventions aim to address equity issues by analysing and responding to these challenges for refugees and the surrounding communities and that communication and community engagement mechanisms are improved.

On this first point, several interviewees highlighted the Kenya Equity in Education Programme (KEEP), which was in its second phase at the time of writing, as a promising example of an initiative designed to support both refugees in Dadaab and Kakuma camps and in the surrounding host communities. Specifically, KEEP aims to improve attendance, retention and learning outcomes of marginalised girls in primary and secondary schools by identifying and addressing the underlying causes of marginalisation in the refugee hosting areas as a whole.

On the second point, one of the implementing partners working in both Dadaab and Kakuma noted that partners have increasingly noted the importance of meaningful engagement with the community in recent years:

Before 2010, communication and community engagement was not really a mainstream response, but there has been a lot of change. Communication has slowly been integrated as a component. The affected community needs to be active. They need to be aware and own the decision, which is a broad objective in the sector.

As noted by another implementing partner, it is important that the government provides clear guidance on any initiatives related to education, including in the area of teacher management, explaining that ‘there must exist community sensitisation and justification for such initiatives.’

Teachers are seen by many to have an important role to play in community building

A number of interviewees highlighted the role of the teacher in refugee hosting areas as extending beyond one of service provider. One implementing partner active in both Dadaab and Kakuma explained that they often rely on teachers to disseminate information to the community regarding education-specific issues, such as the introduction of the Competency-Based Curriculum (CBC), and more general issues, such as the biometric registration system, because ‘teachers are very influential over the children.’ Another pointed out that ‘human engagement is important, even when you are working with a technological platform. This interviewee highlighted the importance of listening to teachers in ensuring successful education interventions because it ‘makes them feel that you are taking into account what they want’, which promotes a sense of ownership and belonging.

Part 2

Who teaches in primary schools in refugee hosting areas and how are they managed?

This part addresses the second of the three study objectives, to explore teacher management in practice by examining:

- a.** who is teaching refugees in camp primary schools and surrounding host community public schools?
- b.** recruitment and deployment,
- c.** teacher professional development,
- d.** job conditions, supervision, appraisal, and career paths, and
- e.** motivation and wellbeing, teaching quality, and retention

Part 2a

Who teaches in primary schools in refugee hosting areas?

This section covers characteristics of teachers in refugee and public schools, including qualifications, roles in school, gender and the background of refugee teachers.

The majority of teachers at camp schools are refugees

Records from UNHCR show that in March 2021, there were 1,733 primary school teachers across the Kakuma and Dadaab refugee camps and Kalobeyei Settlement, with refugees making up 93% of that teacher population.

Surveyed refugee teachers came from a range of countries, were relatively young, and over three quarters had been in Kenya for over ten years

In line with the demographic distribution of the refugee population in Kenya, Somali teachers constituted the largest group, making up 44% of the surveyed teacher population.

South Sudanese were the second largest, with 25%, followed by Sudanese (12%), Congolese (Democratic Republic; 8%), Ethiopian (4%), Ugandan (3%), and Burundian (2%).

A total of 94% of surveyed refugee teachers reported to have lived in Kenya for six years or more; 77% reported that they had been a refugee in Kenya for over ten years, while 17% reported to have been in Kenya for between six and nine years. Only 6% had lived in Kenya for five years or less, and just one teacher had been in the country for less than a year. Together with teacher survey results showing that 51% of refugee teachers are between 20 and 29 years old, it is evident that a majority of teachers surveyed had spent their adolescent years and completed their secondary education in Kenya.

Table 11: Summary characteristics of camp teachers, 2021
(data provided by UNHCR and, where specified, from the teacher survey)

Refugee teachers	National teachers
Make up 93% of the camp teacher population	Make up 7% of the camp teacher population
42% of those surveyed reported to hold a teaching qualification	96% of those surveyed reported to hold a teaching qualification ⁴⁴
82% are male, 18% are female	While the proportion of female national teachers is 41% in Kakuma and 52% in Kalobeyei, they make up only 10% in Dadaab
91% of teachers surveyed are below the age of 40 and 57% are below the age of 30	74% of teachers surveyed are under the age of 40, and 37% under the age of 30
77% of those surveyed had lived in Kenya for over ten years and 94% had lived in Kenya for 6 years or more	71% of those surveyed were not from the county in which they were teaching (Turkana or Garissa). However, there were camp differences: in Hagdera Camp, Dadaab, 100% of teachers surveyed were from Garissa County, whereas in Kakuma IV, Kakuma, only 12% were from Turkana County.
99% of refugee teachers surveyed had completed secondary level schooling or higher	–

⁴⁴ 4% (2 teachers) reported to not hold a teaching qualification. This survey differs slightly from UNHCR-provided data for 2021, which shows that 100% of national teachers had a teaching qualification at certificate-level or above.

40% of refugee teachers responding to our survey in Turkana have **less than 2 years teaching experience** with only 7% of teachers having over 10 years experience.

43% of national teachers in host schools responding to our survey in Turkana have **over 10 years teaching experience** with 6% having less than 2 years experience.

Over three quarters of national teachers surveyed held a post of responsibility in camp schools compared to 20% of refugee teachers

A total of 77% of surveyed national teachers in camp schools reported to hold roles in addition to or instead of classroom teaching. Roles mentioned included class teacher with additional responsibilities (29%), headteacher (26%), deputy head (3%) and head of curriculum (3%). 23% surveyed held only the role of class teacher; compared to 80% of refugee teachers surveyed.

There is a shortage of female teachers across camp and host community public school settings

Male teachers make up 76% of refugee teachers (UNHCR data, 2021) and 79% of those surveyed in the host community public schools (survey data, 2021). There is less of a gender gap in Kakuma Complex for national teachers, where females make up 44%. In Kalobeyei Settlement and Dadaab, 36% and 29% of national teachers are female, respectively.

Figure 1: Length of time refugee teachers have lived in Kenya for, N=751 (survey data 2021)

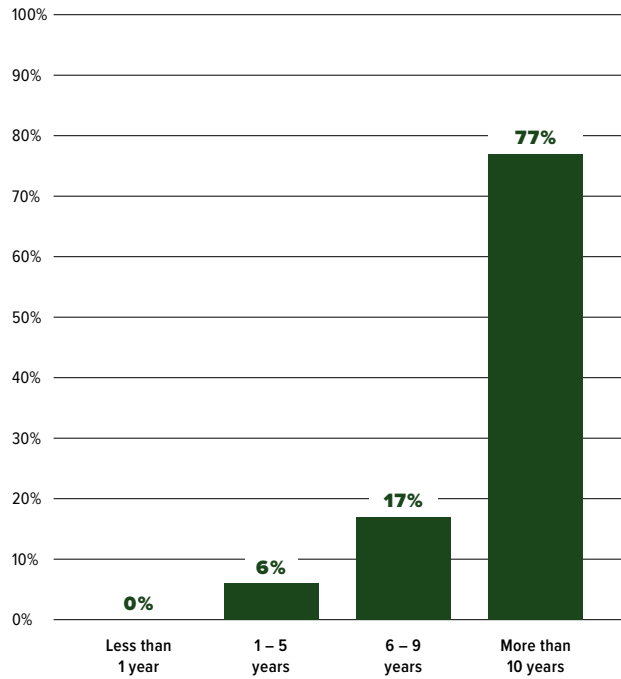
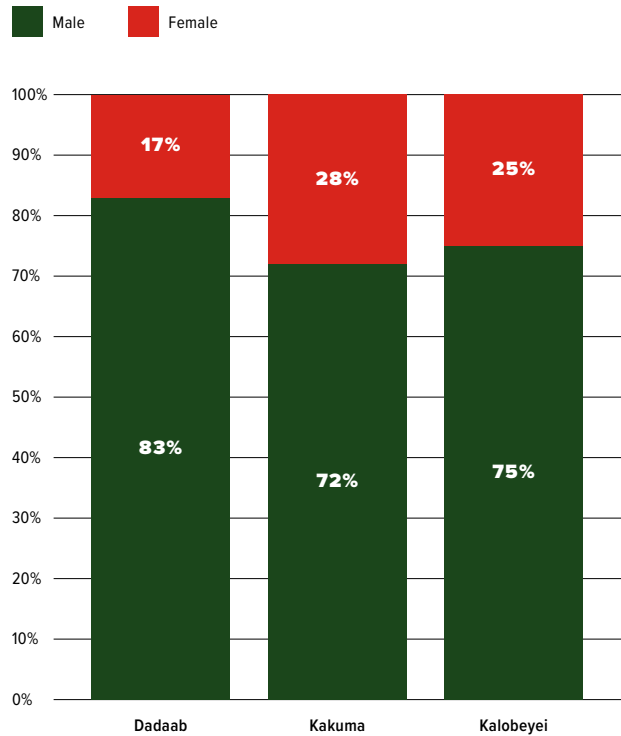


Figure 2: All teachers in refugee settlements by gender (UNHCR data, 2021)



While refugees make up 93% of teachers in camps, over half are unqualified

According to the teacher survey, while 96% of national teachers in camp schools reported to hold at least a Primary Teacher Education certificate; the minimum requirement to be a qualified teacher, over half of refugees held no teaching qualifications (see Part 2b for further details on teacher qualifications).

Female teachers generally hold lower qualifications than males and teach lower grades at camp and host community schools

Although 99% of refugee teachers surveyed had completed at least secondary level education, only 42% of female teachers had completed education above secondary level compared to 69% of male refugee teachers, and none had completed post-graduate studies.

In host community public schools, 13% of male teachers surveyed had a bachelor compared to 5% of females, although among national teachers in camps 66% of female teachers surveyed held a bachelor level qualification compared to 20% of males.

Despite the reported higher level of education among female national teachers in camps, a higher proportion of females across all settings taught lower grades. As can be seen in table 12 below, more female teachers who responded to our survey across all settings taught Grade 1 compared to male teachers. This pattern was then reversed for Grade 8, with an even wider gender gap for the three types of teachers.

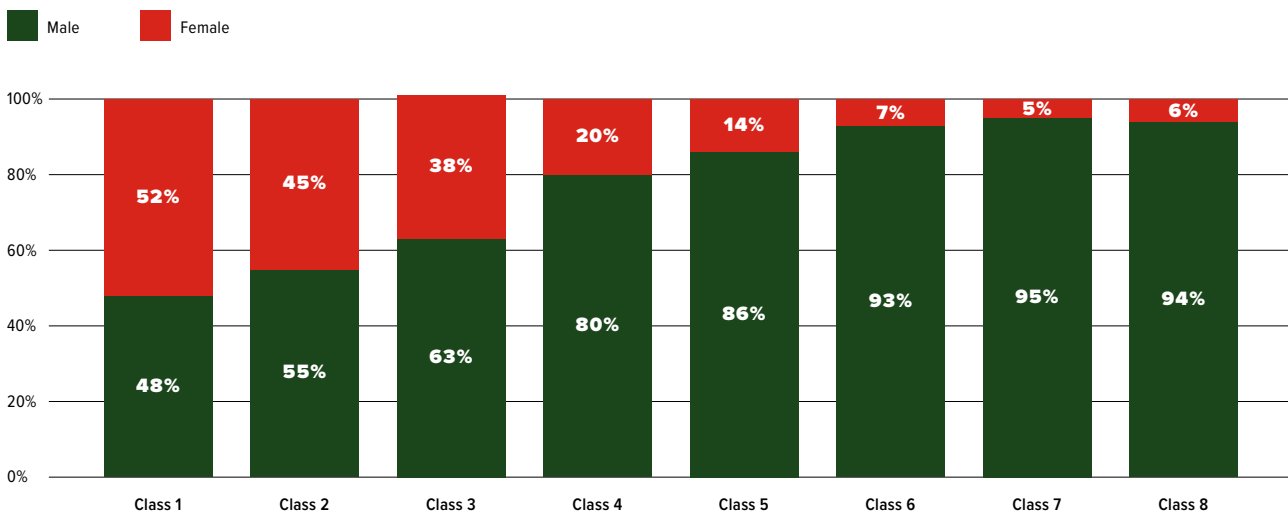
For refugee teachers there is a clear link between gender and level of grade taught, as the number of female teachers steadily decreases as the grade level increases. The below chart shows the gender of teachers at each grade level among those responding to our survey.

Table 12: Percentage of surveyed teachers by gender and setting teaching grade 1 and/or grade 8 classes (survey data, 2021)*

Grade	Camp schools		Camp schools		Public schools	
	Refugee teachers		National teachers		Teachers	
	Female	Male	Female	Male	Female	Male
1	42%	9%	12%	7%	44%	28%
8	12%	50%	48%	72%	26%	50%

*Note that some teachers may not teach Grades 1 or 8 so the totals below do not add up to 100%

Figure 3: Share of refugee teachers by gender and by class level, N=751 (survey data 2021)



Part 2b

Recruitment and deployment

This section explores recruitment and deployment in camp schools and public schools, including the guidelines that exist to support recruitment, minimum qualification requirements, recruitment and deployment processes, and challenges and strategies for effective recruitment and deployment. It ends with a discussion around the extent to which camp schools meet TSC policies and standards.

Guidelines on recruitment in camp schools

There is no formal government policy applied to teacher recruitment in camp schools. Instead, UNHCR⁴⁵ has overall accountability for teacher recruitment, although the process is carried out through formal agreements with the main implementation partners, namely LWF and FCA. The former reported following the LWF Teacher Recruitment Guidelines and the global 2003 UNHCR Education Field Guidelines; FCA did not share any formal recruitment guidelines.

Despite limited involvement in the day-to-day management of education in refugee camps, the Ministry of Education has the overall mandate to enforce standards and provide quality assurance, including approving UNHCR regulations. Furthermore, as camp schools follow the Kenyan curriculum and their students are expected to sit the KCPE exam, they must recruit a qualified Kenyan national as a headteacher, who should be registered with the TSC (in order to be officially registered as examination centres and be allowed to administer exams). Interviews found that, in Kakuma and Kalobeyei, all headteachers were Kenyan nationals, and refugee teachers who used to be headteachers now

held positions such as Deputy Head. However, in Dadaab headteachers are all still refugee teachers. Interviews with the implementing partners raised the concern that replacing existing headteachers with nationals would result in the unfair demotion of experienced refugee headteachers and affect both teacher motivation and retention.

Minimum qualification requirements for teachers in camp schools

The minimum qualification requirements for Kenyan nationals are as per TSC standards (see table 13 below), while implementing partners have their own, slightly lower standards for refugee teachers. The academic requirements for refugee teachers stipulated in the LWF guidelines are lower than for their national counterparts, reflecting the lower levels of academic achievement in camp settings.

Data from the teacher survey, along with implementing partner and teacher interviews, demonstrated that these requirements were generally fulfilled in practice for both national and refugee teachers. 96% of national teachers surveyed reported to hold a teaching qualification, although 4% (two teachers) reported that they did not. 99% of refugee teachers surveyed had completed secondary education, with two having only completed primary level, and 42% reported to hold a teaching qualification. The LWF Guidelines do not give guidance around employing those who received an education and/or teaching qualification outside of Kenya, but implementing partners reported during interviews that they require completion of secondary education (regardless of outside or inside of Kenya) and good English communication skills.

Table 13: Minimum requirements for recruitment as a primary school teacher in camp schools

Minimum requirements for national teachers	Minimum requirements for refugee teachers
Be registered by the TSC	LWF (Kakuma and Dadaab) require a minimum KCSE score of C- for male and D+ for female teachers
Possess a certificate of good conduct as a national teacher	FCA (Kalobeyei) require a minimum of secondary education with at least D+ for male and D for female teachers
Hold a professional certification, a minimum of a primary teacher 1 certificate (see box 9, page 50, for more details) or diploma in education certificate	Be registered as a refugee and reside in a camp
Meets the required minimum qualification for admission into teacher training colleges (C+) along with good passes in English and Maths	Good communication skills in English

Source: Implementing Partner interviews

⁴⁵ UNHCR (2003)

Minimum qualification requirements for teachers in public schools

The Constitution of Kenya (2010) mandates the TSC to manage human resource within the education sector which includes registration of trained teachers, recruitment, deployment, exercising disciplinary control over trained teachers and reviewing the standards of education and training of persons entering the teaching service.

Recruitment process in camp schools

According to the LWF Guidelines, advertisements should circulate for 14 days before a panel of three from human resources, the education team and an accountability officer at the camp level agree on a shortlist and then interview shortlisted candidates. Box 6 below details how candidates should be scored according to LWF Guidelines.

Interviewees affirmed that these guidelines were generally followed in practice. Adverts for refugee teachers were posted at the beginning of every term due to high rates of attrition, whereas national teacher positions were advertised annually, in line with the TSC recruitment window. There is coordination with the sub-county education office

(both MoE and TSC) for circulation of national teacher positions and the host community is specifically asked how many positions they can fill. One element not included on the LWF Recruitment Guidelines, but acknowledged through interviews, is that ‘first priority is given to local teachers to empower the local community.’

Once shortlisted, implementing partners reported that interviews take place, and that for national teachers, representatives from the sub-county education office, usually the TSC sub-county director, and UNHCR are present. The primary role of the sub-county director is the authentication of registration certificates. However, while implementing partners stated that the TSC is involved during recruitment of national teachers, one TSC official lamented their lack of involvement during the recruitment process and noted that it could result in the hiring of teachers who do not meet expected standards. According to that official:

In normal circumstances, we are supposed to be involved in recruitment for the camp teachers, however organisations ignore and sometimes recruit substandard teachers. Agencies should be involved in recruitment so that we can check on the technical aspects such as quality of certification.

Box 5: TSC minimum requirements for recruitment as a primary school teacher in public schools

Up until 2023 the minimum requirement for a primary school teacher will remain as a P1 Certificate. From 2023, all teachers will be required to hold a diploma and those with a P1 qualification will be required to upgrade to a diploma.

To qualify for appointment, candidates must:

- Have a KCSE minimum grade of C(Plain)/C- (minus) for visually and hearing-impaired candidates or other recognised equivalent qualifications.
- Have a Primary Teacher Certificate or its approved equivalent.
- Be registered as a teacher and in possession of a valid Certificate of registration.
- Be of a good moral standing-have a certificate of good conduct from the Directorate of Criminal Investigations Department.

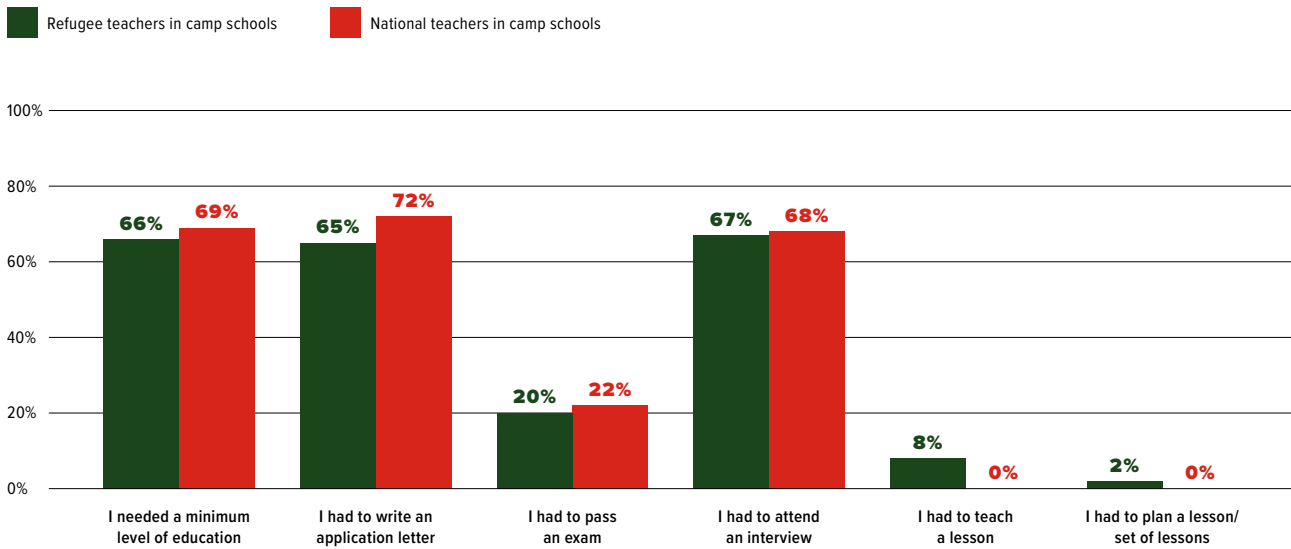
Source: Career Progression Guidelines for Teachers, 2018

Box 6: Selection of camp school teachers according to the LWF Teacher Recruitment Guidelines

Scoring is based on the following criteria:

- 1.** Minimum academic and professional qualification: P1 Certificate or Diploma in primary Education for Kenyan nationals. Refugee teachers must have a KCSE certificate with a minimum Mean Grade of C- for men and D+ for women, with D+ in English and Mathematics
- 2.** Consider persons with disabilities and a third gender rule⁴⁶
- 3.** Earlier engagements with LWF, especially as a teacher, is an added advantage
- 4.** Qualified teachers who may have been dropped because of camp closure or reduction in funds is an added advantage
- 5.** Certificate of good conduct (for Kenyan nationals)
- 6.** Teachers Service Commission Certificate (for Kenyan nationals)

⁴⁶ The two third gender rule representation stipulates that no more than two thirds of employees should be of the same gender.

Figure 4: Reported requirements to be recruited as a teacher, N=751 (survey data 2021)

Recruitment process in public schools

Recruitment is done by TSC at the central level, with the county being allocated slots based on reported staffing needs and available resources. According to interviewees, there is a policy that there should be at least four TSC teachers per public school. To select applicants to become permanent contract and pensionable teachers at the primary level, a points-based scoring system is used based upon P1 qualifications, evidence of internship service, and length of time since graduation (with those who graduated a longer time ago without having been employed by the TSC being prioritised). In areas where there are teacher shortages, as in Turkana and Garissa, Policy Priority 3 of the KESSP 2018-2022 calls for improved equity and inclusion in the utilisations of teachers, and, in order to bring high teacher pupil ratios down to 1:50, Target II calls for the establishment of 'differentiated staffing norms in marginalised regions and areas of extreme low enrolment' (p.59). The hiring of BOM and the TSC intern programme are nationwide approaches to addressing teacher shortages, both of which are used in Turkana and Garissa.

Due to lower levels of school completion and attainment, both Turkana and Garissa counties face a particular shortage of local teachers, who are preferred due to familiarity with language,⁴⁷ the environment and culture. Affirmative action (not reflected in policy) is reportedly taken at the county level to recruit more local teachers by awarding those who have graduated more recently the same points as those who graduated years earlier. Yet despite this initiative, the teacher survey found that, out of 291 teachers who responded, only 25% were from Garissa or Turkana.

Overall, few of the surveyed schools in either Turkana or Garissa were able to recruit the required four TSC teachers, with BOM teachers making up 41% of the workforce and 11% being ECD, rather than primary, qualified. It appeared that ECD qualified teachers had been recruited as primary teachers; 72% of the ECD qualified teachers reported to teach Grade 4 and above, and 36% taught Grade 8. In some schools the headteacher was the only TSC teacher and there were only two or three teachers in total, meaning that the teacher pupil ratio was high. At one school in Garissa County, ECD qualified teachers reported being the only teachers and responsible for all grades.

Teacher deployment

Teacher deployment in camp schools

Although not in any shared guidelines, implementing partners reported that successful applicants were placed into two categories; the top performers would be deployed immediately, whereas the 'good' and 'average' performers would be put on the waiting list for when further opportunities arose, a step taken in order to reduce the need for multiple interview rounds.

According to LWF Guidelines, for both national and refugee teachers, references and original academic and qualification certificates should be produced before a contract is signed and a teacher is deployed to teach at a camp school. Beyond these requirements, it was not clear if formal deployment guidelines existed for camp schools; none were shared for the purpose of this report. Implementing partners

⁴⁷ Kenya has a policy of using mother tongue or the language of the catchment area as the language of instruction until Grade 4.

across camps consistently explained that deployment of refugee and national teachers in camp schools is informed first of all by the availability of vacancies, teacher nationality; to ensure that teachers share the cultural background of children at a school, and subject specialism.

Teachers also reported during interviews that they are transferred between schools within camps to address vacancies or to improve the balance of teachers from certain backgrounds. One education stakeholder described the transfer process as 'haphazard' and demonstrating a lack of strategy or coordination. Both national and refugee teachers indicated that they had been transferred with little notice and no consultation.

Teacher deployment in public schools

Teacher deployment in Kenyan public schools is largely guided by school-level shortages and the need for replacements occasioned by natural attrition. The guiding principle contained in the NESSP 2018-2022 is to ensure the teacher ratio is 1:50. Although teachers are able to indicate preferred regions when they apply to the centralised system, these are not guaranteed and teachers are ultimately deployed to where there is a need. Newly recruited teachers are required to serve in a district or school for a minimum of five years before being transferred,⁴⁸ although after this time transfers can be requested at any point, providing that there is a willing replacement teacher.

Challenges to effective teacher recruitment and deployment in refugee hosting areas

Lack of funding is a key barrier to meeting teacher qualification requirements in camp schools

Funding was raised by every stakeholder interviewed as a key barrier to meeting TSC staffing requirements in camp schools. The channeling of funding affects recruitment because, according to one UN representative, donors do not wish to fund teacher salaries. Funding shortfalls in salaries mean that quotas of national teachers, who are paid in line with public school teacher salaries, cannot be met, with one stakeholder commenting that 'the funding has been going down... this year, I don't know if we will manage even one [national teacher] per school.' Stakeholders in Dadaab stated it had only been possible to employ 14 national teachers for 22 schools in Dadaab in 2020. Irregular funding also affects the recruitment of refugee teachers, because while UNHCR pays around 75% of teacher salaries, the remaining 25% is dependent upon external donors and therefore uncertain and subject to change year to year.

Implementing partners reported having to let go of teachers when the funds were no longer available to pay their salaries. LWF recruitment guidelines even state that 'qualified teachers who may have been dropped because of camp closure or reduction in funds is an added advantage.' While implementing partners and other organisations made attempts to secure funding, even when successful, funding periods often have a defined timeframe rather than being sustained in the long term.

Resource constraints, compounded by the effects of historical marginalisation, mean that there are still not enough permanent TSC teachers in Turkana and Garissa counties

Despite a number of efforts since the Jomtien Education for All Declaration of 1990 to address social inequality and regional disparities in access to education, the effects of historical marginalisation in the arid and semi-arid lands (ASAL) counties, including Garissa and Turkana, on education sector and more particularly on teacher levels continues to be visible through the high pupil-teacher ratios. As noted in the 2018 Education Sector Analysis, 'Baringo, Nyeri or Tharaka-Nithi counties have nearly twice or thrice the number of teachers compared to counties like Turkana, Mandera, Garissa for the same size of school' (p.125). Financial resource constraints within the TSC together with an increase in enrolment mean that, even with the planned strategy to establish a national standard for teacher distribution and utilisation,⁴⁹ funding of Kshs. 73.7 billion needs to be found to cover the targeted additional 61,500 teachers across Kenya by 2023/4.⁵⁰

Security concerns lead to difficulties when attempting to attract and recruit national teachers to work in refugee hosting areas

Security continues to be a major barrier for recruitment and retention (the latter is addressed in Part 2e). According to one education stakeholder, insecurity can 'obstruct the acceptance of national teachers to work in this place [the camp].' A sub-county official confirmed that there were many vacancies in Dadaab that went unfilled because of security concerns, and in times of insecurity the TSC recalls and does not deploy non-local teachers. Other government officials stated that 'the only challenge we experience is insecurity' and that 'potential teachers who could have made a difference in area cannot work in these areas, and when they get posted there, they are always concerned with insecurity.'

⁴⁸ TSC. (2019). Strategic Plan for the Period 2019-2023. https://planipolis.iiep.unesco.org/sites/default/files/ressources/kenya_tsc_strategic_plan_2019-2023.pdf ⁴⁹ Strategy 6.1, TSC. (2019). Strategic Plan for the Period 2019-2023. ⁵⁰ P.27, TSC. (2019). Strategic Plan for the Period 2019-2023.

Box 7: Security concerns identified at schools in the study that may make it difficult to recruit and retain teachers

Al Shabaab militiamen attacked School A and three students and a teacher died.

All non-local teachers whom were TSC teachers left the school. The telephone mast which was located within school compound was destroyed twice by bandits, in effect crippling telephone communication. In response, the Kenya defense forces set up a base inside the school compound.

School B is located near the Kenya and Somalia border.

After several attacks by the Al Shabaab militia, 7 TSC teachers withdrew from the school due to insecurity. Being a boarding school the remaining teachers and students reside within the school compound.

School C is located in a rural and remote area where water is a scarce commodity.

Pupils fetch water from the nearby dam. Non locals teachers fear to teach in the area because of insecurity and there is no government security facilities within the area like the police.

Box 8: Suggested strategies to increase the number of female teachers (Dadaab Education Strategy 2016-2020)

Suggested strategies include: providing additional incentives and mentoring for female teachers; targeting girls in the final year of secondary school for recruitment into the teaching profession, and providing them with tutorial support; and providing child-care facilities attached to schools (p.19)

The Strategy recommends that a coordinated systematic, multi-sectoral approach be taken to teacher recruitment and selection,

with agreement across authorities and implementing partners, with a strong focus on community sensitisation, with one aim being to build an accessible career structure for females that addressed the root causes of low numbers of female teachers (p.25)

The indicator framework also contains an explicit gender dimension to ensuring an 'appropriate system of incentives in place to ensure adequate

teacher recruitment and retention' (Target 4.1) through:

- providing tuition support for female secondary school students interested in joining the teaching profession during the final long holiday to enable them to maximise teacher training instruction;
- providing additional incentives to teachers, especially female teachers, to teach in Dadaab (p.42)

Recruiting and deploying female teachers can prove challenging

Due to a combination of lower female school completion rates and achievement in the host communities, challenging working conditions and security concerns, recruiting and deploying female teachers is a challenge across both public schools and camp settings. School completion rates among girls are lower in the camp settings and host communities, meaning that the pool of recruitment for female teachers is smaller. There are initiatives to encourage girls to complete their schooling, such as KEEP, run by WUSC and Windle international, which

has been implemented in Kakuma and Dadaab refugee camps and host communities in Garissa, Wajir and Turkana counties since 2017. As these initiatives are still in the implementation phase the impact is not yet clear.

Challenges around recruiting female teachers are acknowledged in the 2016-2020 Dadaab Education Strategy, which suggests a range of demand and supply strategies to increase the number of female teachers (see case study, page 55). It is unclear to what extent these strategies were implemented and monitored, and there did not appear to be corresponding gender

strategies in Kakuma or Kalobeyei. However, interviews with implementation partners did bring to light affirmative action being taken at the camp level in Kakuma and Kalobeyei to encourage more female national teachers to take up positions of authority. Eight out of 17 headteachers surveyed were female, and implementing partners reported that female national teachers already teaching at camp schools were actively encouraged to apply for headship roles as they became available.

In host community public schools, county level stakeholders revealed their own deployment strategies to ensure the safe placement of female teachers. According to a TSC official, male teachers are more likely to be deployed in remote schools, whereas, in Turkana for example, ‘the furthest I can post a female teacher is Letea and Makutano area and along the road to Lokichogio where they can get a house. In Nanaom, we have houses but cannot take a female teacher due to insecurity.’ Another county-level stakeholder reported that most schools in interior areas do not have any female teachers and that non-local female teachers are not posted at all to insecure areas.

To what extent do recruitment and deployment in camp schools meet TSC policies and standards?

There are various barriers preventing refugee teachers from meeting TSC recruitment policies, even if they hold a teaching qualification from their home country. First of all, Kenyan citizenship is required to be eligible for employment by the commission, but most refugee teachers do not hold Kenyan citizenship.

Secondly, a key requirement for recruitment as a teacher is having a valid registration certificate as per Section 23(1) of the TSC Act, 2012. For non-Kenyan citizens, registration requirements include having academic and professional certificates equated by relevant public body in Kenya, valid work permit issued by the department of immigration and a valid certificate of good conduct issued by the relevant law enforcement agency in the country of origin. Survey findings suggest that some of the refugee teachers were either born in Kenya or relocated at a very young age, hence security agencies in their countries of origin may not have information about them. In addition, due to protracted crisis in their countries of origin, obtaining a certificate of good conduct may be challenging due to weakened institutions.

Thirdly, for refugees to be eligible to formally work in Kenya, they need a Class M permit issued by the department of immigration. Requirements for issuance of the permit include submission of a copy of national passport as well as valid organisational tax compliance certificate for new cases, but many refugees do not hold any identification document beyond the refugee ID card.⁵¹

⁵¹ Note that the 2021 Refugee Act may make it easier for refugees to register with public bodies, but how the policy will be implemented was not known at the time of writing.



Part 2c

Teacher training and professional development

This section covers pre-service training, induction and professional development opportunities for refugee and national teachers in Kakuma, Kalobeyei, and Dadaab, and national teachers in public schools in Turkana and Garissa counties. It ends with a discussion around the extent to which camp schools meet TSC policies and standards. Information is drawn from survey and interview data, as well as TSC and partner guidelines and documents.

Pre-service teacher training

Pre-service teacher training and upgrading programmes for teachers working in camp schools

In camp schools, national teachers work side-by-side with refugee teachers who include both qualified and unqualified candidates. There is currently no dedicated pre-service teacher training for refugees culminating in a teaching qualification, although refugees do have access to tertiary education in Kenya, so can train alongside nationals at teacher training colleges. However, in reality there are practical barriers including lack of funds, limits on movement, and a lack of local, accessible colleges. In addition, the low KCSE scores in refugee camps limit the number of students who would meet TSC requirements; according to 2020 performance data for Kakuma and Dadaab camps,⁵² just 2% of students would be eligible to attend teacher training colleges.

To enable refugees to gain teaching qualifications and improve the quality of education students, programmes which enable refugee teachers to gain ECD and SNE qualifications, or a Diploma in Primary Education, have been running in recent years. The Jesuit Refugee Service offer the Professional Teacher Education Programme, an ECD Certificate-level course, which requires a D+ rather than a C, and Special Needs Education courses have also been available (see Box 11, page 57, for more details). In Kakuma, 65% of refugee teachers in Kakuma gained a diploma through Masinde Muliro University (MMU) between 2012-2018.⁵³ This course was an accelerated version of the TSC-recognised Diploma in Primary Teacher Education and was delivered through a blended modality during school holidays. To enable more participation by female refugee teachers, whose grades were commonly too low to enrol on the diploma programme, a certificate bridging course was developed.

In Dadaab, a partnership of York University in Canada, and Kenyatta and Moi universities in Kenya, UNHCR, University of British Columbia and Windle Trust Kenya ran the Borderless Higher Education for Refugees (BHER) project between 2013 - April 2022.⁵⁴ York University delivered a one-year Certificate in Education Studies (CES-E) for refugees who did not have any post-secondary qualifications. At the end of the course, providing they met the minimum KCSE grades (see Part 2b), the 30 credits gained could be put towards a Diploma in Teacher Education delivered by Kenyatta University. Although refugee and Kenyan teachers studied alongside each other at this stage, only Kenyan teachers had their diploma recognised by the TSC.

At the time of writing, only the ECD programme was still continuing; neither the BHER and Masinde Muliro University courses nor the SNE qualification were being run, reportedly due to a lack of longer term funding from donors.

For national teachers, 82% of those surveyed indicated that they felt well-prepared for camp schools by their pre-service teacher training. In the interviews, however, opinions varied. One national teacher interviewed said that she received training on how to support refugee students as part of her studies, while another said that he felt ill-prepared to motivate students in refugee schools and found the behavioural aspect challenging. The impact of training – or the lack thereof – on teacher motivation is discussed in further detail in Section 2e.

Pre-service teacher training for teachers working in public schools

Although the primary teachers interviewed and surveyed at the public schools were almost all qualified teachers, some noted that the pre-service training provided by the public school system did not adequately prepare them for teaching in hardship areas or in schools with high pupil-teacher ratios. This was also acknowledged at the county-level, where it was explained that teachers from outside the region found it difficult to adapt to the environment and faced a 'culture shock' (see Part 2d). Both the MoE and TSC at the county level recommended that teachers have training in adapting to the environment and life skills training, security, development of resources and multi-grade teaching; the latter of which

⁵² Performance data provided by UNHCR. ⁵³ Implementing partner interviews. ⁵⁴ At the time of writing funding to continue the project had not been obtained.

is common due to low staffing levels. It was recommended that guidance and counselling training be offered to enable teachers to address the issue of underage marriage and, in Garissa, to support those students who had been affected by militant groups and to prevent radicalisation.

In-service professional development

Capacity development for newly appointed teachers in camp schools

Early capacity development is crucial for refugee teachers who join the profession with no teaching qualifications or experience, and there is some evidence that their transition

to work in the camp environment is supported by capacity development and mentorship opportunities. A contextualised INEE Teachers in Crisis Contexts (TiCC) introductory training has been developed and, in 2019, UNHCR, with the support of the Turkana County Government and operating NGOs, agreed that it would be provided to all teachers in Kakuma and Kalobeyei. There is a Standard Operating Procedures (SOPs) document in existence, which outlines support for headteachers and newly recruited teachers to camp schools. However, the extent of its implementation is unclear. In Kakuma and Kalobeyei neither teachers nor education partners referenced this training pathway in interviews. Implementing partners did refer to induction during interviews and one headteacher in Dadaab referred to a two-day induction training for all teachers which appeared to be more than focussing on administrative issues. However, it is not clear if there is a defined and systematic process in place for providing pedagogical and inclusive training for all new teachers.

According to stakeholder interviews, national teachers used to provide mentoring and capacity building support to newly appointed refugee teachers rather than teaching in the classroom. However, most national teachers now teach, with the teacher survey showing that just two teachers out of 65 reported to have a supervisory role with no teaching responsibilities. Despite this, it is clear that mentoring is still occurring; from the survey sample of 68 national teachers, 66 of those teachers, or 97%, reported to provide mentoring for refugee teachers.

Capacity development for newly appointed teachers in public schools

Two programmes are highlighted in this professional development section which are relevant to new teachers. The Mentorship and Coaching policy is addressed below, while the recent TSC TPD Programme is explored in the following in-service section. Although relevant to newly-appointed teachers, it spans 30 years so is treated as in-service rather than explicitly for newly qualified teachers.

The May 2020 TSC Policy on Mentorship and Coaching in the Teaching Service provides guidelines for a mentorship and coaching scheme for orienting newly recruited teachers, interns, and administrators, along with those teachers 'experiencing challenges in professional conduct and performance in the teaching service' (p.14), to the codes of conduct and behaviour that guide teachers' working lives. The mentor is an experienced teacher or expert who 'assists a teacher to grow in all spheres of their life as a professional' (preface). All new TSC permanent teachers and interns are eligible. The model is meant to be flexible, applied at the zonal and cluster level, and lasts for one year.

Box 9: Pre-service teacher training for Kenyan teachers

The P1 Certificate was phased out in June 2021 and has been replaced with a Diploma in Primary Education. It is understood that those teachers who have a P1 Certificate will continue to teach and be recruited into the TSC, but that they will have to upgrade to a Diploma. As most primary teachers currently teaching have the P1 Certificate, the brief overview below will cover both P1 and what is known about the new Diploma.

P1 Certificate

The duration of the P1 Certificate was two years and covered primary school content subjects, teaching methods and practice, and professional studies. Trainees studied ten subjects in the first year and nine in the second year, and also specialised in the second year in either science or humanities. There were three sessions of three weeks of teaching practice; two sessions in the first year and one in the second year, although it has been reported that the third teaching practice session was focused on assessment rather than practice.⁵⁵ Assessment was exam-oriented, with one exam at the end of the first year and a final exam at the end of the second year.

The new Diploma in Primary Education⁵⁶

The duration of the new Diploma in Primary Education is three years and teachers specialise in three subject areas. There are also four mandatory subjects, including one in Kenya sign language for the hearing impaired. In addition to coursework and assessments, there will be three months micro-teaching, during which time trainees will prepare lessons and practise teaching on their peers.

⁵⁵ Bunyi et al., 2013 ⁵⁶ It is acknowledged that there will be upgrading implications for both public school and camp school teachers, although these are not discussed in detail in this report due to details not being clear at the time of writing.

This policy, or any other specific training offered to first-time teachers, was not referenced in public school stakeholder interviews, nor was mentoring a practice which appeared to take place. Headteachers and teachers interviewed reported to be short on time due to the low numbers of teachers in schools and the many classes they had to teach. BOM teachers, making up almost half of those surveyed, are also not included in the policy. Stakeholders at the county level and some public school teachers recommended refresher trainings for those who have experienced a gap between graduating as a qualified teacher and being allocated a permanent teaching position.

In-service professional development in camp schools

In camp schools, to improve and upgrade teachers' existing professional skillsets, there is a range of training opportunities provided by the MoE, universities, and education organisations. Over 15 organisations provide or have provided professional development opportunities. Further, the government has been involved in supporting camp teachers through the KICD and Kenya Institute of Special Needs Education (KISE).

In line with the 2018 National Curriculum Policy, the majority of teachers in camps have been trained on the CBC by the MoE, as indicated by survey results which show that 72% of refugee teachers questioned had received this training. However, most of these opportunities are short term and are not formally recognised or certified.

Both survey data and interviews indicate that almost all teachers in camps have opportunities to participate in professional development. 93% of refugee teachers surveyed reported to have participated in at least one training since working as a teacher in a camp school and 33% had participated in over 8 trainings. All 68 national teachers surveyed had participated in at least one training.

Across the interviews, camp teachers generally noted that the trainings provided were effective. When asked about the impact of training on their teaching practice, responses from both refugee and national teachers indicated that they were better able to implement curriculum, to support and understand the challenges special needs education learners and girls face, to prepare lessons and to manage large classrooms. According to one refugee teacher, 'These trainings have helped me a lot. As untrained teacher I am able to teach the letter sounds, I have improved my lesson delivery and identification of child problem areas easily.' A national camp leader commented on the relevance of the training and appreciated the instruction on how to handle the diverse groups of refugee children, including those from Congo, Sudan, Somalia, and Ethiopia, who might struggle

with English and Swahili. There were also references to increased confidence, improved subject knowledge and becoming role models for other teachers. Examples of promising in-service professional development opportunities in camp schools are provided in box 11, page 57.

However, when compared with refugee teachers, more national teachers in camp schools raised issues around the effectiveness of training, with responses focusing on the lack of relevance for career progression, highlighting the importance of linking CPD with an incentivised career path. One national teacher explained that 'trainings are not part of the appraisal [and so] they don't add any value to professional development,' while another commented that there was 'no career advancement after the trainings.' Both national and refugee teachers lamented the lack of formal recognition from participating in trainings.

In-service professional development in public schools

National teachers working in public schools engage in in-service training guided by the TSC approach, although there has been no compulsory professional development framework in place until September 2021. Launched after

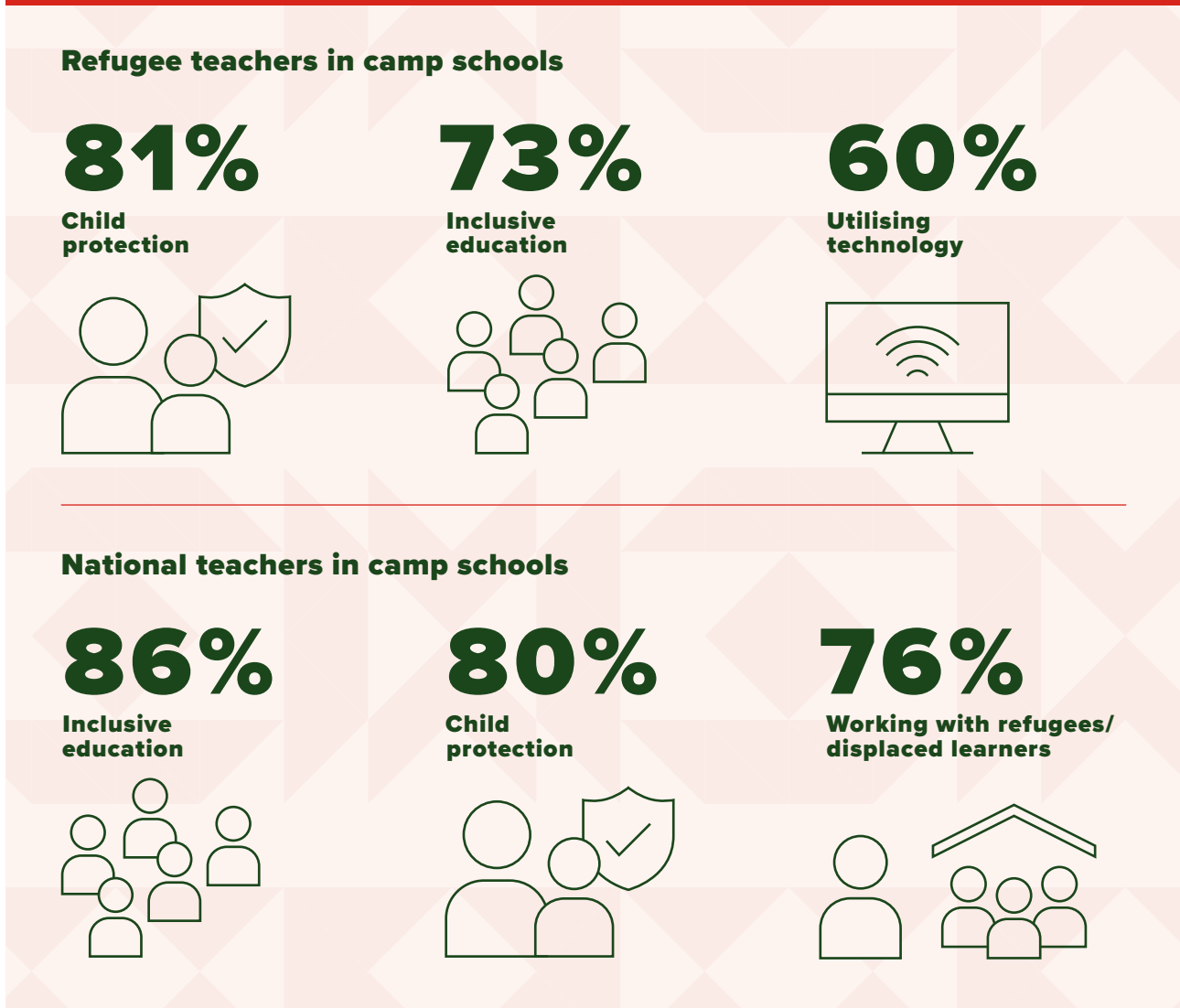
Box 10: Key elements of the TSC Teacher Professional Development Programme

- Four providers have been approved to deliver the course; Mount Kenya University, Riara University, Kenya Education Management Institute and Kenyatta University.
- There will be six competence levels, each of which takes five years to complete.
- The TSC has introduced a requirement for each teacher to recertify every five years, qualifying to do so by undertaking at least five modules within each level during this period. Those who do not complete the training will not have their teaching certificate renewed, rendering them unable to practise teaching.
- Blended learning is to be utilised, with teachers undertaking face-to-face courses during the holidays and online learning during term time.
- Assessment will take the form of reflective journals, portfolio development, presentations and a final synthesis.

fieldwork for this report had taken place, the new TSC TPD programme is compulsory, standardised and applies to every teacher throughout a 30 year period. The overall objectives of the TPD are to improve learning outcomes by offering opportunities for lifelong learning to teachers and school leaders, equipping teachers with 21st Century Skills and enhancing teacher capacity to create supportive, safe and healthy learning environments. The training is compulsory for all teachers in both public and private school, including BOM teachers. However, only government employed teachers in public schools are eligible for the TSC subsidised training, where teachers contribute a modest fee of Kshs 6,000/USD 53 per year. Private school teachers and BOM teachers will have to pay higher rates (undisclosed at the time of writing).

At the time that fieldwork in schools was undertaken, headteachers and MoE officers reported that professional development can take place at the zonal, cluster (formed of around five geographically proximate schools) or at school level. At the school level, once the headteacher understands teacher needs identified during the annual teacher appraisal process (which will be discussed in more depth in Section 2d), they are to inform the zonal TSC Curriculum Support Officer (CSO) of the school needs and liaise with them to arrange training.⁵⁸ Training may be facilitated by the CSO, headteacher or a teacher who specialises in a particular area. For example, in order to train teachers on using online tools, the TSC might first train 'ICT champions' who would then support teachers in nearby schools.

Figure 5: Top five most frequently self-identified professional development needs by teacher type, N=751 (survey data 2021)



⁵⁸ Curriculum Support Officers were established in 2015 with the mandate of supporting curriculum implementation in schools. Roles and responsibilities include: carrying out school visits to support and advise teachers on methods and resources needed for effective teaching and learning; collating school data; supporting and organising co-curriculum activities; identifying teacher training needs; providing support to teachers on curriculum implementation, supervision and evaluation; organising in-service education and training programmes; supporting and coordinating teacher appraisal and the mentoring and coaching of teachers.

However, only those teachers deployed through the TSC are able to attend government-led trainings. For example, during CBC training, stakeholders reported that the practice was to train two TSC-employed teachers per school, who would then train their colleagues. In schools with just one TSC-employed teacher this has been challenging, with headteachers reporting difficulties in finding time during the school day to train BOM teachers.

A further challenge noted was the gap between their pre-service training and securing a TSC job: as noted in Section 2b, with more qualified teachers than available teaching positions within Kenya, there can be a gap of up to ten years from completing the P1 certificate and being posted to a government school. As such, one interviewee recommended that there be refresher courses for such teachers. Financial training to support younger headteachers was also recommended by a county-level stakeholder in Turkana who explained that, due to the lack of teaching staff in the county, some headteachers may only have five years' experience of teaching and did not have budget management experience.

Challenges for teacher training and professional development in refugee hosting areas

Training has often been short term

The 2016-2020 Dadaab Education Strategy references research which observed that 'NGO training tends to be short term, and sometimes sporadic, due to short funding cycles.'⁵⁹ The survey results show that both camp and public school teachers agreed that trainings needed to be more intensive. 51% of refugee teachers, 54% of national teachers in camp schools, and 35% of public school teachers all agreed that trainings should last for a week or more. CBC training was highlighted by a number of teachers as being an area where teachers needed further support. For some, the training provided gave only a small taste of what was needed to actually implement it in practice, as noted by one public school teacher:

We wish we could get more training on CBC. It is just theory based and it's hard to implement. The course is hastened, a big section of learning done in just two days and you are expected to implement the next day. We need them to increase the duration in CBC training.

In contrast, the reported success of the Teachers for Teachers programme in Kakuma, delivered through Teachers College, Columbia University in partnership with UNHCR, Finn Church Aid and the Lutheran World Federation from

2014 - 2017, was partly attributed to sustained support; teachers participated in face-to-face training, followed by a period for implementation along with peer-to-peer support, followed up by reflection and further training.⁶⁰

Uncoordinated and unpredictable funding in camp schools, informed by donor priorities

A number of stakeholders interviewed mentioned the risks of such a plethora of uncoordinated interventions. An education stakeholder reflected on how Kakuma was becoming a 'crowded and uncoordinated space... a test site for pretty much every initiative' and suggested that UNHCR was 'losing an opportunity to leverage different partners and the resources they were bringing in'.

Stakeholders spoke of the challenges of being reliant upon external funding which is uncertain from year to year, meaning that trainings are not always predictable and that it is not currently possible to support all refugee teachers to gain qualifications. It was also reported that the three key areas which needed financial support; teacher salaries, capitation grants, and infrastructure, were not areas which donors wished to support. A number of stakeholders noted how donors, including UN agencies, had a tendency to prioritise their own organisational strategies and that organisations felt pressure to deliver on these strategies; 'as much as they are in the EIE WG, they also work hard to meet the objectives of funding they have received from different donors. Sometimes we have fewer organisations stepping in when we have the need for organisations to support specific responses.'

Difficulties with free movement limit access to off-site professional development for refugee teachers

The distance from training facilities and difficulties with free movement were raised as challenges in providing professional development in Dadaab. Without the appropriate passes, restriction of movement prevents teachers in Dadaab accessing training colleges. One UN organisation highlighted one example of longer-term training conducted far from camp which led to issues because refugees needed a movement pass to travel. There were reportedly instances of police harassment, even if refugees had the correct documents. The distance of training also required the teachers to be away from their families and miss out on other forms of work (e.g. at the market), as it was conducted during the holidays. Another stakeholder reported that, in 2018, one externally funded programme in Dadaab experienced an 80% drop out rate of teachers, largely attributed to the distance to reach the training facilities and further compounded by

⁵⁹ Pearson et al., 2013, cited in Dadaab Education Strategy ⁶⁰ For more information about the programme, visit <https://www.tc.columbia.edu/refugeeeducation/projects/teachers-for-teachers/>

security concerns. A more successful training was attributed to the training taking place on site which enabled teachers to go home in the evening and to continue during the COVID-19 pandemic.

Limited opportunities for professional development in practice in public schools

With many schools being remote and isolated in Turkana and Garissa, it was reported that logistics limited the amount of practical support the Curriculum Support Officer could offer. The geography and distance from urban centres means that vehicles and fuel are required, which are either not always available or unaffordable. Financial constraints were noted as a key challenge in the provision of professional development. One headteacher in Turkana explained that schools were unable to organise professional development opportunities due to the cost involved. This headteacher also said that, although teachers could attend more central courses if they wished, a payment of around Kshs 35,000 was expected and that most teachers could not afford this.

A second constraining factor was the lack of free time. Due to the low numbers of teachers working in some public schools, teachers teach many classes, leaving little time to arrange in-service training; when teachers do go for training, it often results in school closures due to lack of staff. Some county-level stakeholders and headteachers commented that NGOs provided training to public as well as camp schools; for instance, Humanity and Inclusion provided training on inclusion. One headteacher in Kakuma also noted that schools use Google Classroom as a way of connecting all teachers in the cluster and offering informal peer support, although this was dependent upon electricity and internet access.

To what extent professional development in camp schools meets TSC policies and standards

Pre-service training and upgrading

The Diploma in Primary Teacher Education programme that was offered to refugee teachers is comparable to the curriculum in teacher training colleges. However, it does not lead to a qualification recognised by TSC because the course has not been delivered by a teacher training college or moderated by the Kenya Institute of Curriculum Development (curriculum) and Kenya National Examinations Council (assessment). In addition, admission into teacher training colleges is subject to attainment of minimum qualification in KCSE which is determined by the Teachers Service Commission. At the time of writing, there were

no colleges offering a Diploma or P1 certificate courses around Kakuma, Kalobeyei or Dadaab. For Kakuma/Kalobeyei, the nearest college is the upcoming Lodwar teacher training college which is about 150 km away. For Dadaab, the nearest college is Garissa Teacher Training College which is 107 km away. A combination of funding constraints, long distances to the nearest college and encampment policy limits prospects of refugee teachers acquiring requisite qualifications.

With the phasing out of the P1 Certificate and the introduction of the new Diploma in Primary Education, all Kenyan teachers holding a P1 will be required to upgrade to a Diploma. The details around this were not clear at the time of writing, but it is something which implementing partners may need to consider for both national and qualified refugee teachers in camps.

In-service training

Those in camp schools generally appear to have more access to external training opportunities than those in public schools, with funding being the main restraining factor for the latter as detailed above. However, trainings are often dependent upon external providers and funding, meaning there is an element of uncertainty around what will be provided and when. UNHCR, together with the Refugee Education Working Group, is currently developing a professional development framework for camp teachers.

Case Study

Teacher training in Special Needs Education in Dadaab (interview with the SNE assessor in Dadaab)

Overview

In line with the Kenyan policy on integration of Special Needs Education (SNE) learners within the education system, implementing partners in Dadaab's three camps have made efforts to support learners with special educational needs by establishing Educational Assessment and Resource Centres (EARCs), setting up SNE units in some of the schools, and providing CPD teacher training in SNE. These activities are funded by ECHO, UNHCR, Humanity and Inclusion,⁶¹ the Church of Sweden, Educate a Child, and LWF, who also employs a full time Special Needs Education Officer to oversee and coordinate SNE activities.

There are three EARCs in Dadaab (one per camp), which are staffed by a multidisciplinary team as follows: (1) an audiologist, (2) a psychosocial counsellor, (3) an occupational therapist, and (4) a SNE assessor. In addition, two SNE mobilisers, who are community members undertake outreach activities at community level to identify and refer out-of-school children to the EARC. Once assessed, learners are placed within a school with an SNE unit, if available and appropriate. In Dadaab, ten schools have SNE units, which specialise in areas such as braille, sign language or supporting life skills. The SNE units are staffed by trained SNE teachers who support learners, including within mainstream classes. At the time of writing, Humanity and Inclusion was funding an initiative to allow refugees with no teaching qualifications (also referred to as assistant teachers) to provide additional SNE support in classrooms. Learners with special educational needs who have not passed through the EARC can be screened by SNE teachers and referred to the EARC for assessment and placement.

Teacher training courses

HI provides specific teacher training on CBC requirements to enable teachers to adapt assessment for SNE learners. HI engages consultants from KICD to deliver training and teachers receive a certificate of participation upon completion. At the time of writing, 75 teachers were participating in SNE training. Funding challenges and a reluctance among donors to fund longer-term initiatives have meant that the programme currently only consists of 4-5 days of activities and does not result in a qualification.

Previously, refugee teachers used to be trained by Kenya Institute of Special Education (KISE) in Dadaab itself on SNE methodology, based on an MoU that was put into place in 2013 when KISE opened a satellite campus in Dadaab. However, due to insecurity, this campus closed in 2015. KISE then sent lecturers to Garissa Teacher Training College to provide training, and with support from AVSI and Save the Children teachers were identified and facilitated to travel to Garissa for the training. The course provided led to a certificate in SNE and enabled those who completed the course to undertake a diploma. Although there is currently no funding in place for this training, the MOU is apparently still in existence and there is hope that training will recommence if and when funds are provided.

Impact on teachers

- Implementing partners report increases in enrolment and primary completion rates among SNE learners – in 2022 there will be 39 SNE learners sitting the KCPE compared to 24 in 2019 – and they attribute this to teachers being better able to support SNE learners, outreach activities at community level that led to more SNE children being enrolled in school and reduced cases of dropouts.
- The SNE certificate training resulted in salary increases and career progression for untrained refugee teachers, who on completion moved from a position of 'untrained' to 'trained' teachers. With improved capacity, it was also reported that many Somali teachers voluntarily returned to Somalia and were able to secure employment as a result of their SNE training. The SNE specialist in Dadaab gave an example of how, after training 50 teachers, 30 had returned to Somalia.

Alignment with Government policy

- The EARCs, staffing of SNE units and focus of the teacher training is aligned with both the 2018 MoE Sector Policy for Learners and Trainees with Disabilities and CBC requirements to train teachers on adapting assessment for SNE learners.
- It was reported that host community teachers, through the sub-county office, are offered 10% of the places for trainings in camps.

⁶¹ HI is an operating partner for SNE with whom LWF have an MOU with to build the capacity of teachers and staff.

Part 2d

Job conditions, supervision, appraisal, and career path

This section covers the job conditions, supervision, appraisal, and career paths of refugee and national teachers in Kakuma, Kalobeyei, and Dadaab, and national teachers in public schools in Turkana and Garissa counties. It ends with a discussion around the extent to which camp schools meet TSC policies and standards.

Contracts, salaries, and working conditions

Contracts, salaries, and working conditions in camp schools

Contracts and salaries were points of concern for teachers in camp schools participating in the focus group discussions and interviews. LWF Recruitment Guidelines state that successful candidates must produce references and original academic and qualification certificates before signing a contract. Interviewees from the UN and implementing partners also asserted that, particularly for child protection reasons, all teachers were required to sign a contract without exception, and that in the camps contracts were signed directly with implementing partners. However, according to data from the teacher survey, nearly 40% of refugee teachers reported that they had not signed a contract. In terms of contract duration, while many teachers reported that they were on one-year contracts, in some cases, funding constraints led to the issuance of shorter-term contracts or uncertainty as to whether contracts would be renewed at all. As explained by one refugee teacher in Kakuma: ‘job security is not guaranteed; it all depends on availability of funds on the employer’s part.’

In addition to signing contracts, teachers signed codes of conduct that outlined their ethical responsibilities. Teachers were generally introduced to a code of conduct as part of a week-long induction period for new teachers organised by a Quality and Standards Officer, which outlined expectations for teachers, included professional preparation, and informed teachers about the approach to education working in the camps. As explained by one headteacher from Dadaab, familiarising teachers with the code of conduct was a key part of teacher orientation:

A new teacher needs to learn how to prepare before delivering lessons to learners. [The] methodology used

to teach young children and class management. Child protection, [the] code of conduct and making the class a safe place for the children.

The LWF staff code of conduct regarding sexual exploitation and abuse, abuse of power, fraud and corruption, for example, is applicable to all LWF staff and is, ‘intended to assist all LWF employees to make ethical decisions in their professional and private lives, both within and outside office hours, and to better understand the obligations placed upon their conduct.’ As explained by one education stakeholder, UNICEF did develop a code of conduct contextualised for teachers in Dadaab that would apply to all teachers and ensure accountability, but, despite being widely circulated, it was found to be difficult to enforce as it was not legally binding.

Several teachers expressed general satisfaction with the contract arrangements, but drew attention to specific issues such as delayed payments, limited leave days and varying contract terms. Indeed, it appeared that certain contract terms differed depending on education partner employing the teacher. As one UN representative explained: ‘These teachers normally remain on the payroll of the agency that is recruiting and the salaries would vary. They are not standardised so you will find that even if teachers have equal qualification [...] a different grading system and package [might be applied]’. Differences between salaries for refugee and national teachers were also emphasised through the interviews, with the latter receiving higher pay and, at times, additional benefits such as transport allowance. It is important to clarify that not only are refugee teachers paid around 1/5 of the national teacher salary, but also that their compensation for teaching, similar to other formal employment in the camps, is classed as an incentive rather than salaried income. It was suggested that salaries in Kalobeyei settlement were better aligned with TSC pay scales than salaries in Kakuma, although teachers in Kalobeyei did not enjoy the same benefits (e.g. hardship allowance, housing allowance) as their counterparts employed by the TSC. Payment did also differ according to training, with there being four categories for refugee teachers, each with an incremental increase; untrained, trained, deputy and headteachers (the latter for Dadaab only).

Generally, teachers did not receive incentives in addition to their salary: only 6% of surveyed teachers in camp schools reported having received such benefits. Many refugee teachers emphasised that salaries were simply too low, with some expressing that they struggled to support themselves and their families. Nonetheless, given that refugee teachers are paid below the taxable income bracket, higher salaries would require them to acquire work permits.

Teachers spoke about challenging working conditions, including large class sizes, addressing learner needs (as a result of the experiences that refugee students suffered), lack of teaching and learning materials, and living conditions due to remoteness and low levels of infrastructure. Refugee teachers interviewed commented on class sizes in excess of 70 children (with the highest class size 150 students), and teaching without any textbooks or other learning materials. The latter was often cited as being the biggest perceived challenge teachers faced in the classroom. Other teachers commented on students, typically boys, fighting in classrooms making teaching challenging. Another key challenge raised by teachers related to student absenteeism. Teachers cited religious practices, early marriage, girls doing chores and boys working as the key factors affecting student attendance.

Contracts, salaries, and working conditions in public schools

Government teachers on TSC contracts were on permanent and pensionable terms, with access to additional benefits such as hardship allowance, transport, and housing. However, in addition to government teachers employed by the TSC, some teachers working in public schools were employed as BOM or intern teachers. As explained by a headteacher in Garissa County, the different terms of service across categories of teachers sometimes led to challenges: 'We encourage the under-performing teachers to do better. Working with the BOM and NGO teachers is a problem because we work under different rules, the BOM are under the parents while the NGO are under their contractors'. Similarly to the challenges facing teachers in the camps, issues highlighted in relation to the BOM contracts for teachers in public schools included low and late payments, and uncertainty related to contract renewal. As noted in Section 2c, BOM teachers were also unable to access professional development opportunities because they were not employed by the TSC.

Many of the challenges related to working conditions identified by teachers in camp schools were echoed by teachers in public schools in Garissa and Turkana counties, including class size, understaffing, and workload.

Box 11: Spotlight on gender – female teachers and job conditions in camp schools

Stakeholders and teachers highlighted the lack of benefits, inadequate maternity leave and support for those who have children, and lack of role models in higher roles as key areas affecting female teacher working conditions and retention in camps.

One stakeholder working in Kakuma and Dadaab, '[A]n assumption is that it's not the most convenient place for a woman to be if they have families. If benefits were improved, it would attract more female teachers'. Several refugee teachers noted that maternity leave periods for refugee teachers were much lower than those of their Kenyan counterparts and differed according to the organisation employing them.

However, national teachers were also affected by having children. One stakeholder, who used to teach at secondary level in Kakuma, explained how support decreased when she became pregnant:

If you are single, you are given accommodation at the compound, so you stay in there with a room and a fan and some meals, but the moment you become pregnant, you step out you have to fend for yourself. The ladies who have children need more support and it is difficult to find a home in the town....Mental health and psycho-social support is also key, because if you become a parent while teaching in the camps, which happened to me, it's a bit tough. It is not easy to survive – security

issues, fending for yourself. After my child I did it 10 months and I realised I could not make it. I had to quit and volunteer in a nearby NGO.

Further, some stakeholders suggested that there was a lack of role models for female teachers, and that seeing females in higher administrative roles, was important to motivate female teachers. Indeed, the stakeholders interviewed, while generally positive in vision of how the circumstances could evolve, emphasised that targeted efforts would be needed to improve working conditions to attract and retain female teachers in both camp and public school settings.

According to one UN official, underdevelopment in the region is a key driver of staffing challenges: 'Because of the underdevelopment of education in Turkana, there are not a lot of local teachers. If you don't have a sufficient number of local teachers, you struggle with the retention on non-local teachers.' In Garissa County, issues related to security were emphasised, while in both counties, challenges included the remoteness of schools and low levels of infrastructure: regional settlements often lack consistent electricity, water, access to health care, and even mobile signal coverage. With schools being located in remote localities, teachers may have to travel long distances to reach their work sites. However, while some teachers stressed that housing and walking long distances to access school were key challenges, others reported having access to housing and school meals, which were highly appreciated. Other factors raised by headteachers and teachers related to security concerns (see figure 7, page 64, for more details).

Supervision and appraisal

Supervision and appraisal in camp schools

The 2017 Education Strategy Kakuma Refugee Camp Kenya calls for strengthening school level quality assurance and supervision mechanisms through regular monitoring with partners. UNHCR disburses funds to partners to carry out responsibilities such as managing teachers, and can become involved to address problems such as disciplinary issues.

Many teachers interviewed from camp settings reported experiencing regular supervision or appraisal. One implementing partner explained that, in the schools operated by their organisation, all teachers are appraised using a general template which is also used to appraise non-teaching staff. However, according to interviewees, there appeared to be some divergence in terms of whether refugee teachers were appraised and according to what standards. A number of refugee and national teachers working in camp schools asserted that only national teachers were appraised, while others held that supervision and appraisal activities were the same for both national and refugee teachers. One headteacher in Kakuma explained the appraisal process at her school as follows:

I am appraised by my immediate supervisor – [the] education officer. I appraise national teachers. We don't appraise incentive teachers. For national teachers, there is a questionnaire, they fill their part and I fill my part ... then we hold a joint discussion.

Classroom supervision occurred frequently in camp schools. While some teachers reported weekly visits, other stated that observations were monthly or annually, by individuals

or organisations in different positions, including the MoE and implementing partners. As explained by one refugee teacher in Dadaab:

Observations take place many times. The Ministry of Education comes to school and conducts the observation. They come like once a term. Peer observation takes place sometimes. Sometimes the headteacher does the observations. The result is they tell you your weakness and your strength so that you can improve.

In the event that appraisal or supervision activities identified areas in need of improvement, discussions were often held between teachers and headteachers, which sometimes led to additional support. As explained by one refugee teacher in Kakuma:

If a teacher is underperforming, nothing is done to them but we only ensure that we find out what is wrong with them and offer them guidance and counselling, check the methodology of teaching if poor then change it to another and see if performance will increase, more training can also be offered but only if the teacher has a problem with delivery.

When appraisals were favourable, teachers reported feeling encouraged or asserted that positive reviews led to motivation 'through word of mouth'. Some teachers also reported that positive appraisals could improve the chances of contract renewal, as explained by one national teacher in Dadaab:

When a teacher is performing extremely well ... you will just be recognised, and also considered to renew the contract.

Supervision and appraisal in public schools

Public school teachers are appraised through TSC's Teacher Performance Appraisal and Development System (TPAD), which aims to provide clear standards for performance and career progression for national teachers.⁶² However, similarly to the situation for both refugees and national teachers in camp schools, the frequency and vigour of supervision and appraisal activities did appear to differ between schools. While some teachers and headteachers reported that the TPAD system functioned efficiently, others reported that they were unaware of the system's existence or that it has not yet started in their schools. Further, while some public school teachers spoke about the effectiveness of the system, others drew attention to the ICT skills and equipment and internet access needed to complete the appraisals correctly. As explained by one headteacher, 'The TSC's appraisal system [of] TPAD exists and we use it here, but the location and lack of reliable service in this area makes the filling up and uploading of appraisal very difficult, sometimes we ask our colleagues in Garissa town to do it for us.'

⁶² For more on the TPAD process, see: <https://tpad2.tsc.go.ke/>; <https://tpad2.tsc.go.ke/auth/videos>

Figure 6: The three things about my work I would most like to change are, N=751 (survey data 2021)

Area teachers would most like to change: (highest ranking responses by teacher type)

Refugee teachers in camp schools

24%

Financial
compensation



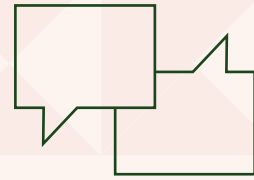
15%

Educational
resources



12%

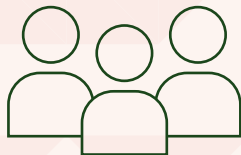
Relationship with
colleagues



National teachers in camp schools

17%

Support from/
relationship with the
camp community



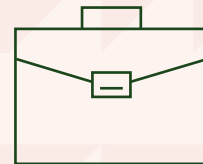
17%

Financial
compensation



13%

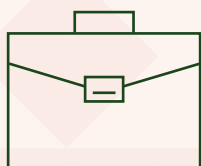
Workload



Teachers in host community schools

21%

Workload



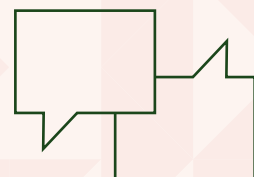
20%

Financial
compensation



19%

Relationship with
colleagues



Career progression and career paths

Career progression for teachers in camp schools

While some refugee teachers reported they had few opportunities for promotion, others stated that promotion to certain roles, such as trained teacher, senior teacher and deputy headteacher, was possible. This is supported by UNHCR payscales, which compensate refugee teachers according to roles.

Several refugee teachers also expressed interest in one day becoming an education officer. Indeed, a main opportunity identified for career progression for refugee teachers was through becoming a Community Support Officer, although they do not teach and so this is not a school-based progression pathway (see box 12 below).

It was suggested that career opportunities were more prevalent for national teachers, as they were able to transition back into the TSC system. When vacancies opened, national teachers working in camps could apply for positions like any other teacher within the TSC system. As explained

Box 12: Community Support Officers

NB: different to Curriculum Support Officers in public schools.

Community Support Officers do not teach but take on community-related issues and strengthen links between schools and the community. Being refugees themselves, they understand the needs of the communities and so are able to help and help identify where there may be issues. They are camp-based rather than designated per school.*

In terms of teacher management, Community Support Officers the understanding of national equivalencies in terms of foreign certificates and finding refugee teachers for subjects which are not in the Kenyan curriculum, such as Arabic. They also participate in school assessment monitoring and offer support more generally (e.g. preparedness of schools and organising community mobilisation meetings with headteachers).

**Note: At the time of writing there were two Community Support Officers per camp in Dadaab (three camps) and one per zone (four zones in total) in Kakuma.*

by one stakeholder, they also may have 'the advantage of experience' because they had taught children who had gone through trauma and lived in difficult environments, which could give them an advantage during recruitment interviews.

Career progression in public schools

The TSC's Career Progression Guidelines (2018) for the teaching service provides basic requirements for career progression, training, and promotion of teachers and ensures pathways for teachers are defined and clear job descriptions/specifications are provided at every level for public school teachers. The 2018-2022 NESSP also included plans to improve the existing TPAD system to better link teacher professional development programmes to professional progression pathways. TSC teachers were able to apply for promotions when vacancies were available, and intern teachers had opportunities to be hired as full-time teachers by the TSC. Several teachers agreed, however, that opportunities for BOM and NGO teachers to pursue more permanent teaching role were infrequent.

Some teachers viewed professional development as a path towards career progression, with one deputy headteacher from Kakuma explaining:

[I have] undertaken computer and peace training courses. The courses helped in promotion – currently I am a deputy headteacher.

However, others emphasised that promotion was ultimately be based on formal recruitment processes. As explained by one teacher in Turkana county:

Nowadays completion of a [professional development] course does not always lead to promotion - you apply, get interviewed and promoted if you pass the interview.

Extent to which job conditions, supervision and appraisal, and career progression meet TSC regulations and minimum standards

Contracts, salary, and working conditions

The registration of schools in camps as public entities that commenced in 2014 aimed to help allow camp schools to have a quality assurance review in terms of staffing, infrastructure, assessment, and public health and to move away from a parallel system of education service delivery by aligning more closely with national public schools. Nonetheless, minimum standards and regulations for public schools were not always met by schools in refugee hosting areas, and most schools within the camps were not

Table 14: NESSP 2018-2022 baseline and targets for national primary schools

Indicator	2017	2022
Pupil-teacher ratio	41	40
% of BOM teachers	14%	10%
Average class size	35	40

Source: NESSP 2018-2022 (MoE, 2019).

registered as public entities at the time of writing. Key areas highlighted in the interviews where national standards were not met by either camp or host community public schools included educational materials, infrastructure, class sizes and, for public schools, the percentage of BOM teachers (see table 14 above).

At the same time, the financial feasibility of meeting the TSC standards at camp schools in terms of salaries was identified by some stakeholders as a potential area of concern, and the broader implications of camp schools meeting government standards were emphasised. As explained by one UN stakeholder, there are challenges paying refugee teacher salaries even at the existing lower rate: 'We cannot currently meet the cost of refugees in the camps even though they are paid about 1/5 of the Kenyan teachers.' In addition to financial feasibility, concerns were also raised about future employment opportunities for refugee teachers who may not meet TSC qualifications requirements, but who have been employed as teachers in the camps.

Supervision, appraisal, and career progression

The TPAD system has not been extended to teachers in camp schools for either refugee or national teachers, and there does not appear to be a consistent, contextualised appraisal system in place in camp schools. In terms of career progression, national teachers were able to be promoted and apply for headteacher roles, as per the national system. However, this was not the case for refugee teachers, who were unable to apply for headteacher positions in camps in Kakuma or Kalobeyei.

As discussed earlier, in order to work in public schools or progress to certain positions, such as headteacher, a teacher must be registered with the TSC. In part, this limits the career opportunities for refugee teachers, as they can only progress so far beyond their role as a teacher (e.g. senior teacher, deputy headteacher, CSO).

Part 2e

Motivation and wellbeing, teaching quality, and retention

As noted previously, underpinning this research is the idea that strengthening the teacher management process, specifically through interventions in the three interconnected dimensions of teacher management - recruitment etc' - will lead to improved motivation, wellbeing, teaching quality, and retention in the teaching workforce. In this section, therefore, we explore the vision that the Government of Kenya has for the teaching profession and examine stakeholder perceptions of the current status of the profession as it relates to these concepts.

The vision for the future of the teaching profession in refugee settings in Kenya

Teacher motivation and wellbeing as connected to teaching quality and retention figure tacitly in policies guiding camp education. The 2016-2020 Joint Dadaab Strategy called for teachers to 'have the necessary knowledge, skills, attitudes, and motivation to teach well' (p.40) but also the many challenges in the work environment which impede wellbeing and increase teacher stress. Improved work conditions and incentives for teachers are presented as potential solutions to retain experienced teachers and thus improve the overall quality of education available.

The current status of motivation and wellbeing, teaching quality, and retention in refugee settings

Motivation, wellbeing, teaching quality, and retention in camp schools

We asked teachers what motivated them (see figure 7, page 64). As reported across data sources, camp teachers – refugee or national teachers alike – face a variety of obstacles in their professional lives, with potential impact on their motivation, wellbeing, and intention to remain in the field. Indeed, as elaborated in Part 2d, camp schools present a number of challenges for teaching quality in particular, ranging from a lack of materials to difficulties with diverse student populations. From Section 2c, it is apparent that unqualified refugee teachers often lack pre-service training which provides a foundation in dealing with common

classroom challenges, such as large classrooms or coping with multiple academic levels within one student group. All groups, regardless of previous training, commented on the challenge of overage students. Taken together, the teaching environment often presented as demotivating, though, as discussed in Part 2d, positive relationships with students provided a counterbalance.

Teacher absenteeism, with washback effects on teaching quality, was a frequent topic for discussion among both refugee and national teacher interviewees. Interviewees linked absenteeism with illness, security concerns, transportation distances and domestic issues. But it was also viewed as a natural occurrence within camp life, with several teachers noting that refugee teachers may be absent for bi-monthly relief food pick-ups or for external training activities. Absenteeism was frequently linked to poor motivation due to poor professional conditions, including inadequate mentorship opportunities and low pay, and one camp school headteacher called for improved salaries and 'scholarships to incentivise them.'

With the demands of the job, a pervasive complaint from both refugee and national teachers within the camps is around salaries. As noted in Section 2d, there are few tangible benefits to teaching in camp schools. Without these incentives, teachers and school leaders noted the frequent attrition as teachers would leave for 'greener pastures and better pay'. Furthermore, implementing partners reported that retention of experienced teachers, especially those who are fluent in English, is a continuing challenge as those with qualifications may be able to gain opportunities for less demanding work for more money, while sickness, resettlement and a desire to start a business have also been cited as reasons for leaving the role.⁶³ According to one refugee teacher:

I do not want to remain a teacher, even if I am added money, unless its 200,000. I want to go back to Somalia and look for a better job when I finish my degree. Not in teaching but a job in offices and organisations because with a degree I could be earning around 500,000 per month, now I earn 8,000 only.

⁶³ Rapid Assessment of Barriers to Education in Kakuma Refugee Camp With a focus on Access and Quality in Primary Education (2015, LWF) p.8 https://kenyadjibouti.lutheranworld.org/sites/default/files/documents/Barriers%20to%20Education%20in%20Kakuma%20Refugee%20Camp%20Assessment_0.pdf

Figure 7: Factors that motivate teachers in their work by school and teacher type, N=751 (survey data 2021)

Factors that motivate teachers by teacher/school type:

Refugee teachers in camp schools

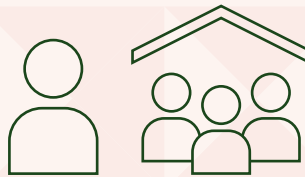
56%

Passion for teaching



15%

Opportunity to work with refugee children



10%

Desire to help others



National teachers in camp schools

58%

Passion for teaching



21%

Opportunity to work with refugee children



8%

My colleagues



Teachers in host community schools

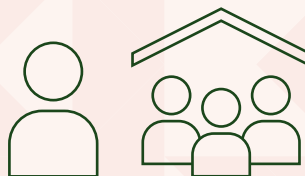
79%

Passion for teaching



7%

Opportunity to work with refugee children



3%

Desire to help others



Among refugee teachers, only 34% of those surveyed wished to stay in Kenya in the long term while 39% hoped to return to their home country and 28% aimed to be in another country. In Dadaab, a number of teachers have already returned to Somalia to teach. The camp teaching qualifications are accepted in certain regions of Somalia, so Somali teachers in Kenyan refugee camps can return to Somalia and work as teachers there. Trained teachers are sought after in Somalia, according to one implementing partner:

I trained 50 teachers on special needs... one year down the line I look at the list of teachers that I have only 20 remaining. 30 had gone to Somalia. We train teachers and every year they are taken up in Somalia.

Interviews and teacher survey data suggests that access to better training and improved job conditions could improve refugee teacher motivation and encourage them to remain teaching in the camps for longer. In the survey, 92% of refugee teachers reported that they would be interested in becoming a certified teacher in Kenya and 88% indicated that they would register with the TSC if it were possible. These findings suggests that refugee teachers typically intend to remain in the teaching profession in the future, though existing barriers to enrolment would need to be addressed.

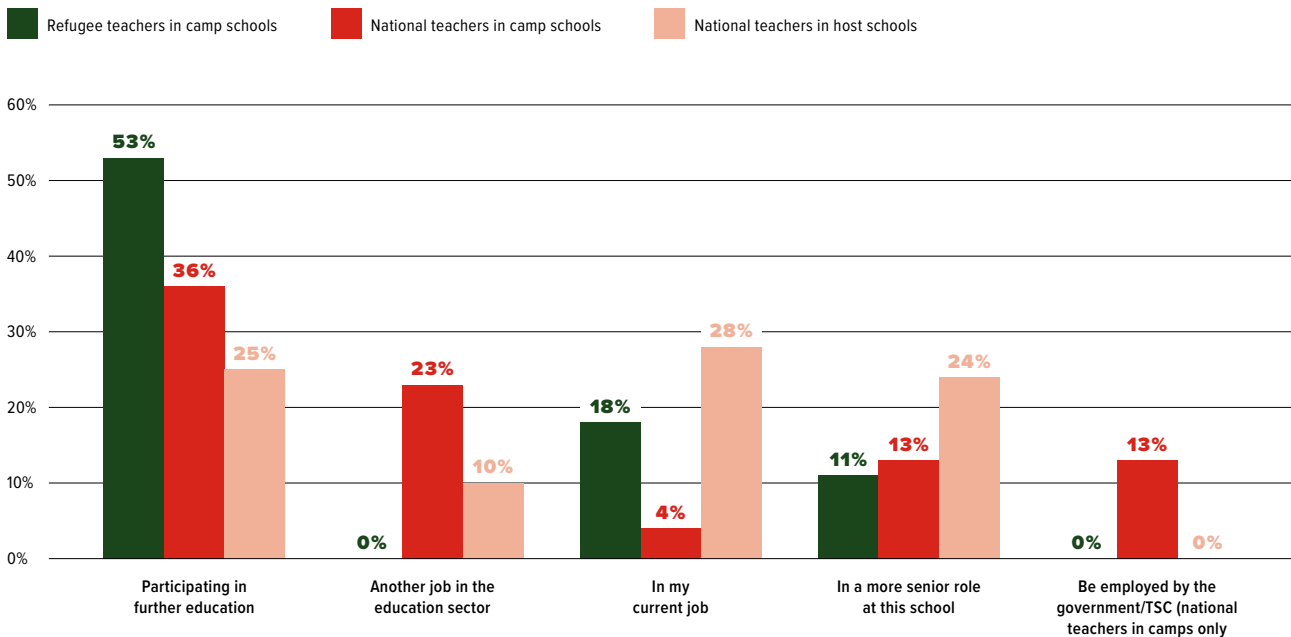
For national teachers, the opportunity to work in camp schools was perceived as a challenge, but, given the difficulties for teachers finding jobs in Kenya, they tended to remain in their jobs in the camps. One implementing partner reported that the retention rate for national teachers was ‘almost 99.9%,’ notwithstanding funding cuts.

Motivation, wellbeing, teaching quality, and retention in public schools

While national teachers working in public schools overwhelmingly selected ‘passion for teaching’ when asked what motivated their work, they indicated that the salaries were not commensurate with the challenges of the work environment (discussed in Section 2c and 2d). Though while they were not initially motivated by pay, when interviewed teachers specifically linked low salaries with poor retention. According to one teacher in Garissa:

The salary teachers are getting is not enough compared to other professions, yet they are the ones who prepare people who take up other professions. This will make the field of teachers be empty.

Figure 8: What surveyed teachers hope to be doing in three years’ time, N=751 (survey data 2021)



Part 3

Identifying promising areas and making recommendations

This part addresses the third and final objective of this study, which was to identify promising areas and gaps and make recommendations to support effective teacher management in policy and practice. While recommendations are primarily aimed at education decision-makers in Kenya, this part may also appeal to a wider audience including policymakers in other countries, as well as stakeholders at other levels in the education system.



In line with the conceptual framework of this study, the research recognises policy implementation as a complex, dynamic process and considers socio-political contexts. The research explored international, regional and national commitments that frame teacher management in refugee-hosting areas in Kenya and presented findings on local practice, which revealed both strengths and gaps. In this part, we aim to examine these promising areas and gaps in more depth and to identify recommendations to improve the management of teachers in refugee-hosting areas in Kenya.

In Part 3a, we begin with a reflection on our analysis of the policy landscape in Part 1, and draw out the system-level factors that are either enabling or limiting when it comes to

supporting effective teacher management in refugee-hosting areas, focusing on factors relating to the coordination of education provision for refugees and host communities. Then, we present our analysis of promising commitments and practices and gaps in commitments and practice within the three categories of teacher management, as identified in Part 2 of the report and using the matrix below. We also distinguish between camp and public schools.

Part 3b builds on the analysis presented in Part 3a and puts forward recommendations to strengthen and improve coordination between stakeholders to support the inclusion of refugees into the national education system and the achievement of durable solutions.

Part 3a

System-level factors and promising areas for policy and practice

In this part, we draw out the key findings from Part 1 and Part 2 of the report to highlight: (1) the system-level factors that are either enabling or limiting when it comes to supporting effective teacher management in refugee-hosting areas, and (2) the promising commitments and practices and gaps in commitments and practice within the three categories of teacher management identified during fieldwork.

System-level factors enabling or constraining teacher management in refugee-hosting areas

The Global Compact on Refugees calls for a ‘whole of government, multi-stakeholder approach’ (p.4) while the SHARE plan calls for a government-led partnership between the Government of Kenya and humanitarian and development partners. The NESSP sees education, training and skills development for all refugees and host communities as an important component of the CRRF approach, and ‘places an emphasis on inclusion of displaced populations in national systems,’ with inclusion in Kenya meaning that there is no distinction between government public schools and camp schools; both are government-led. If fully realised, this would mean that all schools, including camp schools, are managed by the MoE and all teachers are registered by the TSC.

The KISED initiative, which takes an inclusive area-based approach by covering both the host community and refugee population in Turkana West, is a positive example of shared planning and partnership between Government and development partners. Being co-led by the Government and UNHCR is a positive step towards being fully government led, with Phase 1 having the explicit goal of ‘strengthening the humanitarian-development nexus’ (Exec summary). Partners are also called upon to ‘promote national service delivery’, which represents a move towards supporting government, rather than organisational, priorities.

Established working relationships between UNHCR and the Kenyan Government

The KISED has been developed jointly by the county government and UNHCR (although this is not recognised at the national level). The MoE are involved in quality assurance of camp schools and the Education Working Group is co-chaired by UNHCR, UNICEF and the County Government. The TSC are on the interview panel for national teachers in camp schools, the MoE train camp teachers on the CBC. The MoE at the county and sub-county level has been involved in the development of standardised TPD routes in Kakuma and Kalobeyei.

An enabling environment created by a multi-stakeholder approach towards camp service delivery

The many agencies and organisations currently involved in camp education provision across all camp settings have co-created an enabling environment in terms of multi-stakeholder camp service delivery. A range of projects to support teacher management are funded and implemented through external support, as called for in the CRRF and SHARE strategy under the call for international cooperation and burden sharing. There is evidence of regular cooperation between UN agencies, education partners and government representatives, who meet regularly through Working Groups and other mechanisms to share initiatives and to plan future interventions.

Initial steps taken to align camp education to the national system

In recent years there have been concerted efforts to begin aligning the camp system to the national system. All camp schools follow the Kenyan curriculum and headteachers in Kakuma and Kalobeyei are Kenyan nationals as per TSC policy. Education partners are also restructuring positions to more closely mirror public school structures.

The persistence of parallel education systems for refugees and host communities

However, at the time of writing, a parallel system persists, with UNHCR and implementing partners managing education in camp settings and limited involvement by the MoE and TSC. While the TSC is involved in the recruitment of national teachers who teach in camps, and the MoE is involved in monitoring of standards and training of teachers on the CBC, the government is supporting primary education in camp settings rather than leading it.

Within the public education system, teachers are employed in accordance with guidelines issued by the TSC. One of the key requirements for employment as a teacher in Kenya is having a valid registration certificate as per Section 23(1) of the TSC Act, 2012. For non-Kenyan citizens (which includes refugees), registration requirements include having:

- academic and professional certificates equated by relevant public body in Kenya,
- a valid work permit issued by the department of immigration, and
- a valid certificate of good conduct issued by the relevant law enforcement agency in the country of origin.

Refugees hoping to work as teachers face barriers when attempting to register with the TSC. For example, our survey

findings suggest that some of the refugee teachers were either born in Kenya or relocated at a very young age, hence challenges obtaining the required certificate of good conduct. Weakened institutions due to protracted crisis in their countries of origin also make acquiring this paperwork difficult. Other barriers include a lack of awareness and ability to navigate the system for qualified teachers, and the inability to access teacher training colleges to gain TSC recognition for unqualified teachers due to the encampment policy (restricting movement of refugees out of camps) and lack of funds. National teachers, while TSC registered, also work outside of the TSC system and so do not have access to TPAD or gain accreditation for courses undertaken. It remains to be seen what the implications of the new Teacher Professional Development Framework are for national teachers if they are not able to participate (due to either eligibility or financial reasons) and renew their teaching certificate every five years.

Misunderstanding among donors about their role post-inclusion

The reported misunderstanding among donors that their financial and technical support will not be needed in a system where camp schools are managed by the government means that the necessary preparations and strategies may not be being made. As noted in part 1b, Kenya stated in the 2019 Global Refugee Forum that the extent to which inclusion will be implemented is 'subject to the provision of funding by the international community.' Not understanding that financial support will continue to be needed long term to support the Kenyan Government sustain an inclusive environment risks that the funds will not be there when needed and therefore only partial inclusion may be achieved. Linked to this is the concern that agencies, donors and NGOs continue to provide support which is aligned to organisational strategies rather than government priorities in advancement of durable solutions. The reluctance of the international community to fund teacher salaries, for example, despite this being a reported priority, is an additional barrier to fully including refugee teachers in the national system.

Promising areas and gaps in commitments and practices

In this section, we describe existing commitments and promising practices, together with commitment and practice gaps that have emerged during the fieldwork. Following each example, the relevant teacher management category is given in parentheses, i.e. Category 1 is Recruitment & Deployment, Category 2 is Teacher Training & Professional Development, and Category 3 is Job Conditions, Supervision and Appraisal & Career Path.

Promising commitments reflected in promising practices

Camp schools

Mentoring and induction are consistently provided in camp schools as a key component of professional development (Category 2)

Mentoring and induction have been included as a promising practice, reflecting commitments in the Policy on Mentorship & Coaching in the Teaching Service, May 2020. Although practice in camps predates the policy, the aim of inclusion is for camp schools to be managed by the government and to follow its guidelines. It is therefore useful to highlight where current camp practice is already aligned with government policy.

The Mentorship and Coaching policy covers both induction and mentoring, areas highlighted by the NESSP as gaps in practice. Unlike public schools, induction and mentoring of new refugee teachers appears to consistently take place in camp schools. While interviews highlighted some inconsistencies in the length and structure of induction, a form of familiarisation with work procedures and standard requirements, as per the TSC policy, was provided by implementing partners. Although national teachers were no longer able to be deployed with the sole remit of supporting their refugee colleagues, mentoring was also taking place through more informal mechanisms, in areas such as SNE and, as reported in Dadaab, through ‘mentorship forums’.

Implementing partners are supporting the capacity development of staff to provide inclusive education and support learners with special educational needs (Category 2)

The 2018 MoE Sector Policy for Learners and Trainees with Disabilities states that learners should be supported within regular institutions and that training and capacity building should be provided to all staff who teach learners with SNE. In camps, this training predates the 2018 policy, but education partners referred to the policy in interviews. Implementing partners have dedicated SNE specialists and work with other inclusion-focused organisations, such as Humanity and Inclusion, meaning camp teachers are able to access training beyond that which is currently accessible to teachers in public schools. Humanity and Inclusion’s partnership with the government to develop training modules reflects efforts to align practice with government policy.

Enabling refugee teachers to gain a national teaching qualification in camp schools can lead to improved working conditions and job prospects for refugees, thus supporting durable solutions (Category 3)

Enabling unqualified refugee teachers to gain a Diploma in Primary Teacher Education or Certificate in Early Childhood

Development is aligned with the NESSP and Kenya’s SHARE plan, as well as being an indicator in the KISED 2018-2022. As well as increasing teacher capacity and improving the quality of education received in camp schools, certifying teachers in Dadaab, Kakuma and Kalobeyei has resulted in salary increases for qualified teachers and employment opportunities in the camps (outside of teaching) and through further education opportunities outside of Kenya. Investing in teacher qualifications is also an example of laying the foundation for sustainable return, as per the SHARE strategy and the Djibouti Declaration and Plan of Action. The qualifications are recognised in regions of Somalia and teachers who have completed training are reportedly working in government in Sudan and Somalia. This demonstrates how formal teacher education and accreditation of refugees’ teaching qualifications opens up access to the formal labour market in home countries and improves working conditions for refugees – thus, supporting durable solutions, including voluntary repatriation.

Public schools

There have been efforts to address teacher shortages in public schools in refugee-hosting areas through the internship programme and prioritising the recruitment of local teachers (Category 1)

The recent teacher internship programme is a promising strategy to increase the number of teachers in host community public schools, thereby reducing the teacher-pupil ratio to the target 1:50. Paying teachers a stipend rather than a full salary offers an affordable way of recruiting more teachers when there is not enough funding to employ the required number of teachers on permanent and pensionable TSC contracts. The 30 bonus points awarded to intern teachers is also a practical and meaningful incentive. Additional localised efforts to address shortages include placing interns close to urban centres to reduce expenditure on transport.

Flexibility in the graduation year for local qualified teachers within Turkana and Garissa is an example of establishing ‘differentiated staffing norms in marginalised regions and areas of extreme low enrolment’, a target stated in the NESSP. Recruiting from more recent graduation years widens the pool of teaching candidates from local areas and enables more teachers who are familiar with local communities to be employed. However, while these innovative government initiatives to increase the number of teachers deployed to marginalised counties have seen some success, teacher shortages remain a challenge in public schools in Turkana and Garissa, as will be discussed in the section below on promising commitments that are not systematically met in practice.

Promising commitments not systematically met in practice

Camp schools

Over half of teachers recruited to teach at camp schools do not have teaching qualifications (Category 1)

While there is a shortage of qualified teachers in both camp and host community schools, the shortage is particularly acute in camp schools. Recent funding challenges mean fewer national teachers have been placed in camp schools and there are insufficient qualified refugee teachers to compensate. Stakeholders reported that in the past, schools would have three national teachers each, but that number has now dropped to one or none in some schools, with that teacher likely being in a leadership role rather than classroom-based. Despite efforts to enable refugee teachers to gain teaching qualifications, not all programmes are currently running, including one which was delivered by Masinde Muliro University in Kakuma, which enabled teachers to gain a Diploma in Primary Teacher Education. This means that as qualified refugee teachers leave, they are being replaced by unqualified teachers with no possibility of becoming qualified. Without concerted efforts to enable more refugee teachers to qualify to Kenyan standards, the ratio of qualified teachers will likely drop further with little chance of recovery, negatively impacting on the quality of education received by children in camp schools.

Retention of qualified teachers is also a challenge. According to implementing partners, national teachers use the camp setting as a springboard to join the TSC, with evidence of teaching in challenging environments being looked upon favourably. While the number of national teachers may remain limited due to donors preferring not to fund national teacher salaries, retaining existing national teachers is beneficial to students for stability and because they come to understand the environment in which they teach. For refugee teachers, qualifying as a teacher in Kenya opens up opportunities for education, higher paid or less intensive jobs in NGOs, and even opportunities to teach on return to their home countries. The latter is a good example of supporting durable solutions and voluntary repatriation, but does result in fewer qualified teachers remaining in the camps to provide a quality education to the sizeable school-going population.

Lack of access to teacher training colleges (Category 2)

Although refugee teachers legally have access to teacher training colleges alongside their Kenyan counterparts, funding challenges plus the encampment policy means

that, in reality, few are able to access a recognised P1 certificate. The teacher training college which opened in November 2021 in Lodwar is the first teacher training college in Turkana, meaning that there was earlier no opportunity for refugees in Kalobeyei or Kakuma to access recognised pre-service training in the county. As well as limiting movement, the costs of fully funding the required number of refugees to attend teacher training colleges (including board and living allowances) would be unsustainable.

Inconsistencies in the onboarding process for new teachers across camp schools, with many teachers reporting not having signed a contract for their position (Category 3)

Despite LWF guidelines and interviews with implementing partners stating that contracts should be and are signed, nearly 40% of refugee teachers participating in our survey reported not having signed a contract. This area of confusion demonstrates a clear gap to be addressed in ensuring teachers understand the terms of the work and feel accountable, including for issues relating to child protection. For teachers who did have contracts, a number reported to be on annual contracts and commented on the resulting lack of job security. Although stakeholders and implementing partners explained that external funding issues were the cause of short or no contracts, this area needs to be addressed for both the safety of the pupils taught and motivation of teachers.

Inconsistencies in the implementation of teacher appraisal in camp schools leads to concerns about monitoring refugee teachers and career progression for national teachers (Category 3)

Although implementing partners reported that all teachers in camp settings were appraised and shared an example appraisal template, some teachers and headteachers reported that only national teachers were appraised. While interviews with implementing partners and teachers confirmed that general supervision, in the form of observations, took place regularly, the lack of a consistently implemented annual appraisal process makes it challenging for headteachers and implementing partners to track and manage the quality of education provided by teachers. However, doing so is critical in a setting with high numbers of unqualified teachers whose experience and access to training varies greatly.

Furthermore, the appraisal document shared by one implementing partner⁶⁴ was generic; applicable to all implementing partner employees rather than being contextualised for teachers, so it was unclear to what extent the appraisal would support the future development

⁶⁴ No appraisal template was shared by the other implementing partner.

of teachers. The document also does not recognise the effect of or explicitly allow for capacity building opportunities to link to career progression. As noted in Section 2d, national teachers raised the issue that trainings are not recognised and have no value in terms of career progression. This was reported to demotivate national teachers to take part in such opportunities.

Refugee teachers in camp schools are paid considerably less than national teachers and teachers in public schools (Category 3)

Despite the Djibouti Declaration commitment to ‘progressively align pay and conditions of service across host community and refugee teachers as it relates to experience and qualifications,’ refugee teachers, like other refugees employed in the camps, are paid a lower incentive stipend rather than a full salary. While there are increments commensurate with training, teachers still receive an amount under the taxable Kshs 15,000 threshold so as to avoid the need for a work permit. This is despite some teachers, such as those who have received the Diploma in Primary Education from Kenyatta University through the BHER project, having undertaken qualifications identical to their Kenyan counterparts. Such a low salary contributes to low teacher motivation, teacher turnover in terms of trained teachers leaving to work for local NGOs, and the need for a number of teachers to take on additional jobs.

Public schools

Despite promising initiatives, some public schools struggle to recruit sufficient numbers of qualified teachers from the local community because of difficult working conditions, including security concerns (Category 1)

Despite the innovative government strategies to increase the number of teachers deployed to marginalised counties discussed earlier, teacher shortages remain a challenge in public schools in Turkana and Garissa. That researchers came across schools with no teachers, schools with teachers that do not meet requisite qualifications and schools with too few TSC-employed teachers demonstrates the continued challenges that the counties face in teacher recruitment. As found by the teacher survey, many of those who do teach in public schools in Turkana and Dadaab are not from the county, resulting in linguistic and cultural challenges and a failure to meet policy commitments for mother tongue instruction in lower grades along with a lack of commitment to the local communities. Security challenges, particularly in Garissa where teachers have been targeted in attacks in recent years, deter teachers from accepting jobs, and the lack of infrastructure, housing and telecoms network along with the scarcity of water in some areas are additional deterrents. The opportunity to work for NGOs with higher salaries also means that teaching may not be the first choice for those local teachers with qualifications.

While a policy on mentorship and coaching exists, there was an apparent absence of induction and mentoring in public schools in refugee hosting areas (Category 2)

That there was no reported induction or mentoring taking place in public schools implies that the 2020 Policy on Mentorship & Coaching in the Teaching Service is not yet being implemented. With few TSC-employed staff and a heavy timetable, it could be that there are not enough TSC-employed staff in schools to act as mentors or be mentored, or that staff do not have the time outside of teaching to provide an induction. Although there are provisions in the policy for a flexible model that allows for interaction at the cluster or zonal level, this may still be challenging for more remote and isolated schools with little transport infrastructure or the funds to pay for transport. Equally, it could be that the policy has not yet filtered down to more remote host community public schools due to COVID-related school closures.

Despite recent government efforts to improve in-service professional development, many teachers in public schools are unable to access CPD due to location, lack of funding and time (Category 2)

Public schools in Turkana and Garissa faced a number of challenges in accessing training, particularly those in remote and hard to reach areas. A cluster-based professional development system is challenging to effectively implement when schools are isolated and teachers are unable to pay transport costs to visit other schools or even external venues, often in more urban areas, to access training. This is not just an issue for teachers but also for county officials, who reported that they neither had the money to hire a car nor to pay for fuel to visit and support schools in more remote areas.

Even if the funds were available, the low numbers of teachers and resulting high teacher pupil ratio and number of classes restricts the time available to undertake training. This is the case not only for attending external training but also for internal training; such as the providing internal support on the CBC. A full teaching timetable due to a lack of full teaching staff leaves little time for additional professional development.

The TSC Professional Development Framework has the potential to ensure that all teachers develop the skills needed to effectively teach the CBC, but may not be inclusive in terms of access (Category 2)

In all schools in refugee hosting areas, further training on the CBC was requested so that teachers can feel more confident in teaching it. Stakeholders in public schools noted that they were working alongside the MoE to facilitate the transition to CBC, especially in communicating with the community, but often lacked funding to support trainings.



The new Teacher Professional Development Framework discussed in Section 2c reflects NESSP Policy 4: ‘to institutionalise a Teacher Professional Development Framework’, and has the potential to meet teacher training requirements around the CBC, being a long-term programme which is subsidised for TSC-employed teachers, making it long-term and affordable. However, the three key barriers of location, access and time noted above could still be barriers to those in Turkana and Garissa. The proposed blended learning approach should increase accessibility to those teachers in more remote schools as some elements will be school-based, but the lack of electricity, internet and resources in some marginalised areas means that access will be a challenge unless offline modules are available.

Concerning affordability, the training is subsidised for TSC-employed teachers, meaning those on a permanent contract and teacher interns. There is a risk that, if BOM teachers are not offered the training at a subsidised cost, it may be unaffordable to a large number of teachers in Turkana and Garissa counties and lead to teachers leaving the profession if they are not able to afford the training leading to recertification. A further concern is the proposal that teachers complete self-study components in their non-teaching periods; a key finding was that the lack of non-teaching time due to low numbers of teaching staff was a barrier to undertaking professional development.

Some teachers in public schools struggle to access and use the TPAD system, which is an important mechanism for evaluation and career progression (Category 3)

Teachers in both Turkana and Garissa reported issues in accessing and using the TPAD system, and some teachers in Garissa had not heard of TPAD. A lack of electricity and connectivity continues to impede access to TPAD, despite government initiatives such as the Last Mile Connectivity Programme aiming to have all households connected to electricity by 2020. Practices such as calling people in more urban centres to log onto TPAD on another teacher’s behalf illustrates the challenge of having an online TPAD system in areas without network connections. An additional challenge was having a computer and the knowledge to use that computer to access TPAD. A number of teachers reported having to travel to use somebody else’s computer or, again, call somebody to log onto the system and update it on their behalf. Furthermore, while TSC teachers and interns have access to TPAD, BOM teachers do not. In a number of schools in Garissa and Turkana there is only one TSC teacher, which can lead to difficulties managing BOM teachers, who are not subject to a formal appraisal or able to formally identify their development needs.

Camp and public schools

Female teacher shortages in camp and public schools located in interior and insecure areas (Category 1)

The Government’s 2015 Education and Training Sector Gender Policy and the two third gender rule representation (stipulating that no more than 2/3 of employees should be of the same gender) is not currently being met in Turkana and Garissa across host community or camp settings. Cultural norms such as early marriage and low rates of secondary school completion for girls contribute to a low supply of local qualified female teachers, while security concerns and a lack of housing to support families means that non-local female teachers ask to be transferred, and, in areas with a heightened risk of insecurity, they are not deployed at all.⁶⁵

While gender equality is a key component of KISED 2018-2022, the plan does not explicitly refer to increasing the numbers of female teachers in Turkana West; nor does the 2017 Kakuma Camp Education Strategy. In Dadaab, although the 2016-2020 Dadaab Education Strategy suggested a variety of strategies discussed in Section 2b to encourage more female teachers and included female teacher actions in the indicator framework, it is not clear to what extent these have been actioned (analysis of the 2016-2020 was reportedly ongoing at the time of writing). There are promising initiatives in Garissa and Turkana, such as the KEEP project, which aims to increase the number of girls completing upper primary and secondary school and has provided training to female teachers to act as role models. However, it is too early to identify the impact on the supply of female teachers.

Promising practices not systematically reflected in commitments

Camp schools

There is a diverse range of opportunities to access relevant CPD for teachers in camp schools, but there is as yet no systematic professional development framework (Category 2)

As noted in Section 2c, a range of capacity development opportunities are offered and almost all teachers have had the opportunity to take part in at least one training since starting as a teacher in a camp school. A plethora of organisations offer training in areas such as child protection, gender and special needs education, while the MoE provides training on the CBC. That 93% of refugee teachers and 100% of national teachers surveyed had taken part in at least one training demonstrates that

⁶⁵ In practice, the TSC has temporarily stopped deploying teachers non-local teachers to some parts of Garissa/Dadaab due to security risks. Recent adverts for teachers in the region giving preference to local teachers specify three year contracts, implying that this does not indicate a change in TSC policy on deployment but is a short term intervention.

access is widespread. When questioned about the impact of trainings teachers overwhelmingly judged them to be effective and felt that they were better able to implement curriculum, to support and understand the challenges SNE learners and girls face, to prepare lessons, and to manage large classrooms. It should be noted that there is a professional development framework currently being developed by UNHCR as part of the Refugee Education Working Group, but it had not been finalised or implemented at the time of writing.

No information at the time of writing was available about the availability of the TSC Professional Development Framework mentioned earlier to camp schools. However, as refugee teachers are not TSC-registered it is unlikely that they are covered. It is also unclear whether national teachers in camps will be either able to or required to access the course, and how this affects their reintegration into the national system if they return to teaching in public schools. National teachers are not employed by the TSC so even if they are required to access the course, it is unlikely that they will receive subsidised rates, raising concerns around affordability.

Gaps in both commitments and practice

Camp schools

While there are many trainings offered for teachers in camp schools, these tend to be short and ad hoc in nature and lack coordination (Category 2)

As reported, camp schools provide a wide variety of trainings from different organisations, with topics including children's mental health and resilience, special educational needs, gender, and literacy and numeracy. However, concerns were raised that trainings have been short term and based on the availability of external donor funding. There have been over 20 organisations involved in education provision at the primary level in camps settings in recent years, providing qualifications and capacity development opportunities which range from a few days to over a year. These trainings, while undoubtedly needed and, based on teacher feedback, impactful, are not anchored in policy. One education stakeholder reflected on how Kakuma was becoming a 'crowded and uncoordinated space... a test site for pretty much every initiative' and suggested that UNHCR as 'losing an opportunity to leverage different partners and the resources they were bringing in'. This is not a recent issue, with the 2016-2020 Dadaab Education Strategy referencing research from Penson et al., 2013 which observed that 'NGO training tends to be short term, and sometimes sporadic, due to short funding cycles.' The lack of alignment to the national system results in a risk of continued ad-hoc trainings which may or may not be fully aligned with Government of Kenya priorities.

In addition, although almost all teachers had received at least one training and many had received numerous opportunities in a range of areas, there remained disparities between and within camp settings. Although some level of variation is understandable given the high turnover of teachers and, linked to the above point, uncertain availability of training due to the reliance on external donor funding, our teacher survey found high variations meaning that the quality of education received also differs widely. For example, survey responses indicated that 88% of teachers in Ifo camp, Dadaab had received training in the CBC compared to 52% in Kakuma I. There was also no evidence of any monitoring or tracking access to training across camps. The implication of not tracking or planning to address these differences between and within camps is that students are in a 'lottery' situation in that they are likely receiving differing quality of education depending on how much training their teachers have had.

Teachers at camp schools reported experiencing a sense of job insecurity, compounded by the perceived lack of consultation with them about the terms of their employment and absence of a formalised career progression structure (Category 3)

A number of teachers interviewed reported that they had been transferred without consultation or notice, with reasons for transfer including resignation of other teachers or poor performance, so it was not the transfer itself that was raised as an issue, rather it was a perceived lack of timely information and consultation. One education stakeholder supported teacher claims, describing the transfer process as 'haphazard' and lacking in coordination. The lack of structured career progression or appraisal system can also negatively impact teachers' sense of professionalism and commitment to the work. With no formalised progression structure to reward engagement in professional activities such as in-service training or personal development, teachers may lack incentive to continue to learn and grow within their work. Demotivation was evident in national teacher responses when asked about the impact of trainings; the lack of recognition or link to appraisal and career progression led to questions about their value.

Part 3b

Strengthening teacher management in refugee settings in Kenya

Part 3b builds on the analysis presented in Part 3a and puts forward recommendations to strengthen and improve coordination between stakeholders to support the inclusion of refugees into the national education system and the achievement of durable solutions, as well as preliminary recommendations aimed at:

- Sustaining promising policies that are reflected in practice
- Ensuring existing promising commitments are more systematically reflected in practice
- Building guidance around promising practices
- Addressing areas where there are both commitment and practice gaps.

These recommendations will support the further development of research-informed guidance for the Government of Kenya and its partners on effective teacher management in refugee-hosting areas.

Recommendations for strengthening coordination and supporting inclusion and durable solutions

Recommendation: Implementing partners to jointly develop clear guidelines for teacher management that are aligned with government policies to facilitate inclusion in the future

Building on the positive relationships between the multiple stakeholders involved in camp schools, it is recommended that detailed guidelines for teacher management are jointly developed and aligned with government policies. Where promising guidelines already exist, such as the TPD SOPs in Kakuma and Kalobeyei or the contextualised Code of Conduct for teachers in Dadaab, these practices should be shared more widely across refugee hosting areas where appropriate to inform the process. Alongside such guidelines should be the development of a monitoring framework to ensure that processes are followed. For recruitment in particular, adherence to agreed procedures would address raised concerns about the power and lack of impartiality

among headteachers, while agreed contract conditions would reduce variations in working conditions such as maternity leave. The development of these guidelines and monitoring framework will help improve consistency and equity in recruitment, induction, capacity building and appraisal procedures and contract conditions, and facilitate inclusion in the future.

Recommendation: Increased collaboration between the Government of Kenya and partners to promote longer-term investments in shared infrastructure, in keeping with approaches advocated for in KISED and SHARE

The MoE should collaborate with other ministries and development partners to ensure that both public and camp schools in refugee hosting areas benefit from improved infrastructure and connectivity to support an enabling teaching and learning environment. For example, by working with the Ministry of Energy and Ministry of ICT, the MoE can help to ensure all schools are connected to the national grid as per the Last Mile Connectivity Programme. It would be important to work with partners specialising in EdTech to develop a strategy for improving telecommunications and infrastructure at all schools (camp and public schools).

Recommendation: Awareness raising among donors and other organisations of their continued role in support of national durable solutions under the GCR and SHARE plan

It is recommended that the need for sustained international support to facilitate inclusion is clearly communicated to the donor community and those involved in education provision in camps. The Kenyan Government's commitment to inclusion based upon the provision of the necessary funds should be highlighted in an awareness campaign so that donors and education partners understand their role in supporting government priorities and are able to mobilise funds for long-term support.

Recommendations for sustaining promising policies that are reflected in practice

Camp schools

Recommendation: Bring mentoring and induction practices in camp schools in line with the Policy on Mentorship & Coaching in the Teaching Service

Target dimension: Teacher professional development

Having established practices on mentoring and induction, implementing partner processes should now be aligned to the Policy on Mentorship & Coaching in the Teaching Service. Although induction did take place, there were variations reported, so standardising induction based upon the TSC policy would both ensure consistency across camp settings and prepare for inclusion into the national system. Formalising the mentorship role would also ensure that all inexperienced teachers receive the necessary level of support from their more experienced colleagues.

Recommendation: Continue to advocate for funding for SNE teacher capacity building and for longer term funding to enable the SNE qualification to be reinstated

Target dimension: Teacher professional development

The current provision of SNE support in camp schools appears to be developed beyond what is practised in host community public schools and is in line with government policy. It is therefore recommended that there is continued advocacy with donors to fund teacher training in SNE and specialist roles within implementing partner organisations, while ensuring that current practice is aligned to the CBC and Sector Policy for Learners and Trainers with Disabilities. In particular, to enable the SNE programme delivered by KISE to start up again, advocacy for longer term funding from donors is necessary.

Recommendation: The TSC, MoE, relevant accreditation bodies and UNHCR to work together to ensure that refugee teachers are able to obtain portable official teaching qualifications, which improve their job prospects in the host country, country of origin, and third country

Target dimension: Job conditions, supervision and appraisal, career path

Building on the Djibouti Declaration and promising initiatives in Kenya and the region, the Kenyan Government and UN agencies should work together to facilitate access to accredited pre-service teacher training for refugee teachers to enable them to be recognised as teachers by the TSC and the broader region. Being able to gain recognised teaching qualifications will promote their inclusion into the national system as well as job prospects upon return to their home country or resettlement to a third country.

Public schools

Recommendation: Conduct a review of the implementation of the teacher internship strategy and initiatives to recruit more local teachers to maximise the effectiveness of these approaches

Target dimension: Recruitment and deployment

The internship programme is still relatively new, so it is difficult to determine its impact on addressing teacher shortages in Turkana and Garissa. It is recommended that a review be conducted to evaluate the implementation to date and determine next steps for this initiative. The possibility of employing more than one teacher intern per school in areas with severe teacher shortages is worth exploring, or employing interns for more than one year if they are not selected by the TSC at the end of their contract.

Recommendations for ensuring promising commitments are more systematically translated into practice

Camp schools

Recommendation: Ensure that both refugees and those in the host community are able to meet TSC KCSE requirements in order to participate in recognised Teacher Training Colleges

Target dimension: Recruitment and deployment

The government and UNHCR should collaborate to discuss the design and implementation of a pilot to enable resit classes for the KCSE. A key barrier for both refugees and the host community in Turkana and Garissa is the low educational achievement which means that the academic grades required to enrol in a teacher training college are not met. Bridging courses are not currently recognised by the TSC so this should not be the priority in the longer term.

Recommendation: The Kenyan Government and UN organisations should work together to ensure access to TSC-accredited pre-service training for refugees to ensure a larger pool of qualified candidates staff camp schools and, in the future, the surrounding host communities

Target dimension: Recruitment and deployment

Refugees are well-placed to support the Kenyan Government address the shortage of teachers in Turkana and Garissa counties; they are familiar with the area, speak the language of fellow refugees and some of the host communities, and keen to gain qualifications and

work as teachers. While the 2021 Refugee Act certainly has potential for widening access to teacher training colleges by proposing to enable more movement, as does the establishment of a new teacher training college in Lodwar, Turkana, funds remain an issue.

It is recommended that the government and camp partners collaborate to develop opportunities for accredited teacher training institutions to deliver the new teaching diploma closer to or within camp settings, and that donor funds are channelled to finance delivery. This is in line with the SHARE Plan, which calls for the investing of training of refugee teachers as professionals and investing in the expansion of higher education opportunities for both refugees and host communities.

Recommendation: The TSC considers recognising the Diploma in Primary Education offered by Kenyatta university to refugee teachers

Target dimension: Teacher professional development

Refugee teachers in Dadaab who completed the Diploma in Primary Education through Kenyatta University undertook the same course as their Kenyan counterparts. The reason that their qualification could not be recognised was because they did not already have a P1 certificate and that most are not Kenyan citizens. With the 2021 Refugee Act recognising refugees as foreign nationals and future teachers now studying for a Diploma rather than P1 Certificate, the TSC could look into recognising the refugees who achieved the Kenyatta Diploma. While the upgrading course may still be necessary due to new content, this would be a step towards recognising refugee teachers as professionals as per the SHARE Plan.

Recommendation: Introduce a clear and consistent onboarding process for new teachers in camp schools, which includes a review of roles and responsibilities and the signing of contract

Target dimension: Job conditions, supervision and appraisal, and career path

As there are inconsistencies with contracting processes, including teachers reporting not having signed contracts for their posts, it is recommended that UNHCR and implementing partners work together to develop a clear and consistent onboarding process for new teachers. Such a process would include ensuring that teachers understand their roles and responsibilities, including those around child protection, and the duration and terms of their contract, before they start to teach. It would also be important to ensure that all teachers sign contracts to this effect to ensure accountability and that accurate, up-to-date records are kept of these contracts.

Recommendation: Fully implement teacher appraisal in camp schools and move towards it reflecting the TPAD system

Target dimension: Job conditions, supervision and appraisal, and career path

All teachers, both refugee and national, should be included in the appraisal system so that the quality of teaching and teacher professional development needs can be tracked and supported. Rather than use a generic implementing partner appraisal form, as is currently used, it is recommended that plans are made to align the appraisal system as much as possible with the national TPAD system. While running an online system may not work in the camp setting, the principles and approaches around appraisal and identification of areas for development should mirror TPAD as closely as possible to prepare for inclusion.

Appraisal should be linked to a clear career progression framework which, in line with the Djibouti Declaration, should plan to align teacher salaries and progression with that of host community public schools. While teachers are paid different salaries according to their qualifications, this should be standardised in the short term across camp settings and linked to the appraisal system.

Recommendation: Move towards fulfilling the Djibouti Declaration commitment of ‘progressively aligning pay and conditions of service across host community and refugee teachers.’

Target dimension: Job conditions, supervision and appraisal, and career path

When planning for inclusion, the Kenyan government should budget for the alignment of pay of refugee teachers with qualifications with those in the host community. In addition, bearing in mind the global commitment to equitable burden sharing and the high costs of teacher salaries, the international community should also prioritise supporting the long term payment of refugee teacher salaries.

Public schools

Recommendation: Explore possibilities for increasing access to safe and affordable staff accommodation to attract more teachers

Target dimension: Recruitment and deployment

When questioned about working conditions in camp schools, security and living conditions were reported as key challenges by both teachers and government stakeholders. It is recommended that efforts are made to understand how houses around some communities in Turkana have been provided to teachers so that lessons can be learned and applied in similar contexts.

Recommendation: Promote both formal and informal peer support mechanisms among TSC-employed teachers at the school and cluster level

Target dimension: Teacher professional development

Low numbers of TSC-employed teachers in schools, a lack of resources (vehicles, and funds for fuel or transport), and lack of electricity and/or connectivity mean that, in practice, the Policy on Mentorship and Coaching in the Teaching Service is not being fully implemented in public schools. Although some teachers referred to using Google Classroom, power and connectivity is a prerequisite. For teachers in more remote schools, transport allowances might be considered to enable support from teachers within clusters and from the Curriculum Support Officer.

Recommendation: Mobilise ICT teacher champions and CSOs at cluster level and ensure teachers have access to ICT devices to allow teachers are able to utilise the TPAD system effectively

Target dimension: Job conditions, supervision and appraisal, and career path

It is recommended that the MoE and TSC work with partners specialising in EdTech to develop a strategy for ensuring that all teachers have access to ICT devices and are able to build their ICT skills to allow them to fulfil TPAD requirements, but also increase access to professional development by opening up the possibility of remote and blended learning and self-paced study which will be required by the new Teacher Professional Development Framework. A key component of such a strategy would be to facilitate ICT teacher champions and CSOs at cluster level to offer in-school support to teachers within allocated areas.

Camp and public schools

Recommendation: Address female teacher shortages in camp and public schools located in interior and insecure areas

Target dimension: Recruitment and deployment

The shortage of female teachers is due to a myriad of factors, each of which require strategies to address. In Turkana, the KISED strategies on gender empowerment should be implemented, while in Dadaab the success of the strategies contained in the 2016-2020 Dadaab Education Strategy should be explored. Acknowledging that programmes such as KEEP are already in place in the regions to encourage female students to complete secondary school, to address the lower education achievement among female students, a bridging programme might enable them to meet the required academic requirements to undertake pre-service education. For those female teachers already in place, as well exploring housing support as mentioned above, family-friendly strategies which support females with childcare should be put into place.

Recommendations for building guidance around promising practices

Camp schools

Recommendation: Explore the possibility of adopting the TSC Teacher Professional Development Framework in camp schools and, if this is not possible, align the framework for camp teachers with it as far as possible

Target dimension: Teacher professional development

It is currently unclear to what extent the TPD Framework will be accessible to qualified refugee teachers and national teachers in camp schools. Due to the TSC not recognising the teaching qualifications gained by refugee teachers in camps it is possible that the framework will not include refugee teachers. Restriction on movement of refugees out of camps may further act as a barrier to refugee teachers accessing the professional development in the selected institutions.

Discussions should be held with the TSC to ensure that the framework covers camp teachers, because while the TSC has stated that 'all' teachers are eligible to access the professional development framework, a teacher is defined as one who is registered with the TSC. This is important to move away from the current parallel system. There is a risk that, if professional development framework currently being developed by the Refugee Education Working Group is implemented, then the dual system will be further entrenched. The role of education partners and donors will also need to be informed; it may be that the cost of programmes will need to be funded, or institutions mandated by TSC be enabled to deliver face-to-face elements in the camps.



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Education Development Trust

Highbridge House, 16–18 Duke Street,
Reading, Berkshire RG1 4RU

T +44 (0) 118 902 1000

E enquiries@educationdevelopmenttrust.com

W educationdevelopmenttrust.com



unesco

International Institute for
Educational Planning

IIEP-UNESCO

7-9, rue Eugène Delacroix
75116 Paris, France

T +33 (0) 1 45 03 77 00

E info@iiep.unesco.org

W iiep.unesco.org