

Research
brief
**Ensuring
effective
management
of teachers
in refugee
settings in
Kenya**

In recent years, Kenya has made significant commitments to ensuring that vulnerable and marginalised populations increasingly access quality education, including those in refugee camps and surrounding communities in the counties of Turkana and Garissa.

Effective teacher management is a key policy lever in ensuring inclusive, equitable and high-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. 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. Upholding the status, competency, motivation, wellbeing and retention of teachers can therefore support Kenya in achieving its aim of providing a high-quality, inclusive and equitable education system for all learners, including refugees and vulnerable Kenyans.

This brief aims to provide research-informed guidance for the effective management of primary-level teachers in refugee settings to the Kenyan Ministry of Education (MoE), Teacher Service Commission (TSC), Refugee Affairs Secretariat (RAS, now the Department for Refugee Services), UNHCR and other key stakeholders at multiple levels. The recommendations listed in this brief are informed by the IIEP-UNESCO and Education Development Trust research study *Teacher management in refugee settings: Kenya*. The brief builds on objectives, strategies and initiatives set out in key commitments and policy documents, including the country’s National Education Sector Strategic Plan 2018–2022 (NESSP), the Refugees Act 2021 and the 2020 Support for Host Community and Refugee Empowerment (SHARE Plan), in addition to commitments made through the Comprehensive Refugee Response Framework and the Global Compact on Refugees.

Specifically, the brief includes recommendations and strategies for:

Part A

The system-level preconditions for strengthening teacher management in refugee settings, including those for:

- Implementing national guidelines in camp settings
- Improving and supporting government engagement and capacity
- Increasing financing and resource mobilisation to support inclusion and durable solutions
- Adapting national policies to facilitate the inclusion of refugee teachers

Part B

Improving the key dimensions of teacher management in refugee settings:

- Staffing levels: recruitment and retention
- Teacher capacity: pre-service training, capacity development for newly appointed teachers and ongoing professional development
- Job conditions, supervision and appraisal, and ensure access to meaningful opportunities for career progression

Part C

Scaling up promising practice:

- The practice of mentoring in camp schools
- Special Needs Education in camp schools

Limitations

The data on which the findings and recommendations in this research brief are based were collected between November 2020 and August 2021. The recommendations do not systematically consider most recent policy developments.

This publication is part of Education Development Trust and IIEP-UNESCO's joint research project on [*Teacher management in refugee settings*](#).

Discover related publications and further resources on IIEP-UNESCO's [project page](#).

Acronyms

BHER	Borderless Higher Education for Refugees
CBC	Competency-Based Curriculum
CRRF	Comprehensive Refugee Response Framework
CSO	Curriculum Support Officer
DRS	Department for Refugee Services (formerly Refugee Affairs Secretariat)
ECD	Early Childhood Development
FCA	Finn Church Aid
GCR	Global Compact on Refugees
ICT	Information and Communication Technology
IGAD	East African Intergovernmental Authority on Development
IIEP	International Institute for Educational Planning
KICD	Kenya Institute for Curriculum Development
KISED	Kalobeyei Integrated Social and Economic Development Programme
KNEC	Kenya National Examination Council
LWF	Lutheran World Federation
MoE	Ministry of Education
MoU	Memorandum of Understanding
NACONEK	The National Council for Nomadic Education in Kenya
NESSP	National Education Sector Strategic Plan
NGOs	Non-Governmental Organisations
SHARE	Support for Host Community and Refugee Empowerment Plan
SNE	Special Needs Education
TPAD	Teacher Performance Appraisal and Development System
TPD	Teacher Professional Development
TSC	Teacher Service Commission
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

Introduction

Moving towards an inclusive national education system

As a signatory to the New York Declaration for Refugees and Migrants and subsequent Comprehensive Refugee Response Framework (CRRF) and Global Compact on Refugees (GCR), the Republic of Kenya is committed to supporting refugees. Recently published policies and plans demonstrate the government's commitment to further 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 and reinforces Kenya's commitment to the three durable solutions for refugees: voluntary repatriation to the country of origin, local integration into the country of asylum or resettlement in a third country.

The inclusion of refugees in the national education system is understood in Kenya to mean that there is little, if any, distinction between refugee and national students. That is, education services in refugee camps and settlements are delivered and managed in the same way as in the public system, with full adherence to national protocols, and facilitation through international financing. However, there is still progress to be made towards inclusion. Despite an education policy which enables refugee students to attend host community schools, most primary school refugee learners in Turkana and Garissa attend camp-based schools in Kakuma, Kalobeyei and Dadaab, which are run by implementing partners – at the time of writing these were Lutheran World Federation and Finn Church Aid.

In line with the commitment made in the Global Compact on Refugees to address the needs of both refugees and host communities, this brief makes recommendations to strengthen the management practices of teachers in both camp schools and host community schools in the surrounding host communities (from hereon referred to as host community schools). At the 2019 Global Refugee Forum, the Kenyan Government committed to 'strengthening support to refugee and hosting communities' education¹ and the recently published 2021 Refugee Act instructs on 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. Box 1 outlines the types of teachers covered in this brief.

BOX 1: TEACHERS IN REFUGEE CAMPS AND SETTLEMENTS, AND IN HOST COMMUNITIES IN KENYA

The research covers primary schools in camps (Kakuma camp and Kalobeyei Settlement in Turkana County, and Dadaab in Garissa County) and public primary schools in the surrounding host communities in Turkana and Dadaab (these schools are referred to as host community schools for the purpose of this brief).

In camp schools, there are two types of teachers:

- 1. National teachers**, who are qualified teachers registered with the Teacher Service Commission (TSC).
- 2. Refugee teachers**, who are themselves refugees and who are not registered with the TSC. Refugee teachers may or may not have teaching qualifications from Kenya or their home country.

Outside the camps in the host community schools, teachers are generally Kenyan nationals, qualified and registered with the Teacher Service Commission. However, these teachers fall into various categories in terms of their contracts and employers, including:

- 1. Qualified teachers on a permanent and pensionable contract**, who are registered with the TSC and account for the majority of an estimated 218,760 government teachers.
- 2. Board of Management teachers**, who are registered with the TSC, but are employed and paid by the school's Board of Management, usually on non-binding one-year contracts and primarily to address staffing shortages.
- 3. 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.
- 4. County teachers**, who are ECD qualified and employed by the County Government rather than by the TSC. Although they are meant to teach pre-primary rather than primary level, this research found that due to acute teacher shortages some are also teaching primary grades.

¹ <https://globalcompactrefugees.org/channel/pledges-contributions>

TABLE 1: 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 were reported to hold a teaching qualification	96% of those surveyed were reported to hold a teaching qualification ²
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 under the age of 40, and 57% are under the age of 30	74% of teachers surveyed are under the age of 40, and 37% are under the age of 30
77% of those surveyed had lived in Kenya for over ten years and 94% had lived in Kenya for six 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	–

Providing evidence-informed guidance

The purpose of this research brief is to provide evidence-informed guidance for moving towards an inclusive national education system managed by the Kenyan Government. As such, its intention is to make recommendations related to teacher management in refugee settings in support of the NESSP, Refugees Act of 2021, SHARE Plan and GCR-related commitments. The brief thus offers practical guidance identified as short, medium or long-term commitments based upon findings from the recent Education Development Trust and IIEP-UNESCO research study on the management of primary-level teachers in refugee settings in Kenya.

The recommendations developed for this brief are presented in three parts:

- **Part A:** Recommendations for creating the system-level preconditions for strengthening teacher management in refugee settings.
- **Part B:** Recommendations for improving different dimensions of teacher management in refugee settings.

- **Part C:** Recommendations for scaling up promising practices to support durable solutions.

In each part, the recommendations are grouped as strategies around a set of objectives, designed with the overarching policy goal of inclusion. In order to contextualise the recommendations, each part begins with a brief summary of the findings from the research study, presented as a set of enabling or constraining factors. In general, and in line with the goal of inclusion as one government-managed education system, it is expected that the government (namely MoE and TSC, but also departments such as NACONEK and the Department for Refugee Services) will work with UNHCR and other education partners (organisations which support the direct delivery of education or delivery of education initiatives in the refugee settings) to jointly implement the recommendations. Where clear, the intended key actor(s) have been highlighted in the recommendation itself, but some actions may require further discussion around who takes responsibility for implementation.

² <https://www.educationdevelopmenttrust.com/our-research-and-insights/research/teacher-management-in-refugee-settings-kenya>

ABOUT THE RESEARCH INFORMING THIS POLICY BRIEF

Research question

What promising commitments and implementation strategies exist for the management of primary teachers in refugee settings in Kenya, and where are there potential spaces for further development and successful implementation?

Research approach

Using a collaborative, mixed-methods approach, this research examined how primary-level teachers are managed in policy and practice, focusing on camp schools and surrounding host community schools in Turkana and Garissa.

The research was conducted in two phases:

Phase 1 which explored the policy landscape framing teacher management in refugee settings, the profile of the teaching workforce and the management of teachers in practice at the school level.

Phase 2 which further explored perceptions of the policy-enactment process, or how policies are communicated, interpreted, discussed and implemented at various levels of governance.

Research methods

Policy document analysis.

Teacher survey: a total of 450 teachers in camp/settlement schools and 291 host community school teachers were surveyed.

Semi-structured interviews with central-level stakeholders, including the MoE, Teacher Service Commission (TSC), Department for Refugee Services (DRS), UNHCR, UNICEF, Lutheran World Federation (LWF) and Finn Church Aid (FCA).

Semi-structured interviews with representatives from the county and sub-county levels.

Semi-structured interviews with representatives from implementing partners and organisations involved in aspects of teacher management.

Semi-structured interviews and focus groups with principals and teachers.

Note: The full report for the study can be found here: <https://www.educationdevelopmenttrust.com/our-research-and-insights/research/teacher-management-in-refugee-settings-kenya>

INDICATIONS OF TIME

In order to aid the prioritisation of actions, recommendations have been categorised as short, medium or long term — see below for an explanation. These are approximations based upon conversations with education partners and could change in response to political or socio-economic events.

Short term recommendation

Timeframe

12 – 18 months

Progress towards inclusion

Planning for inclusion by aligning camp education system with the national system, with government and partners working closely together to support government priorities.

Medium term recommendation

Timeframe

18 months – 5 years

Progress towards inclusion

Government increasingly taking on a leadership role in the governance and management of the camp education system.

Long term recommendation

Timeframe

5+ years

Progress towards inclusion

Full inclusion, with no distinction between camp and government schools, and refugee education being fully integrated into the national education system but with continued external funding.

Part A

Recommendations for creating the system-level preconditions for strengthening teacher management in refugee settings

This section sets out objectives for creating the system-level preconditions for strengthening teacher management in refugee settings. Firstly, there is a summary of the key findings from the research according to whether they are enabling or constraining factors when it comes to strengthening the overall system and policy environment. This is followed by a set of key recommendations aimed at achieving the objective in question, including recommendations for adapting national policies to facilitate the inclusion of refugee teachers.



Summary of system-level findings related to:

Creating an enabling environment for effective teacher management in refugee settings

ENABLING FACTORS

Kenya is a signatory to the CRRF and the Global Compact on Refugees and a key player in IGAD's Djibouti Declaration, highlighting its commitment to providing education for refugee learners and to improving the rights of refugee teachers.

There is an enabling policy environment reflected in the National Education Sector Strategic Plan 2018–2022, the Support for Host Community and Refugee Empowerment (SHARE) plan and the 2021 Refugee Act.

There is consensus amongst government stakeholders and partners about the aims and goals of inclusion.

A range of government departments are involved in camp school education, including the MoE, TSC, KICD, KNEC, and the Quality Assurance and Standards Officers and Curriculum Support Officers. Areas of engagement include support for the recruitment of national teachers, support for professional development, curriculum support, exam management and quality assurance.

The Education Working Group (co-chaired by UNHCR and the MoE) is operational and meets regularly in both Kakuma/Kalobeyei and Dadaab, and an active teacher management sub-group was formed in Kakuma in 2021.

The many agencies and organisations currently involved in camp education complement each other in service delivery for better education outcomes.

UNHCR and implementing partners have already been taking steps towards aligning camp practice with the national system and processes.

CONSTRAINING FACTORS

Despite commitments to inclusion, there is a parallel and segregated system of education in the camps that is managed and financed by the international community, making it vulnerable to fluctuations in donor support.

Involvement of government departments in camp education can be limited and subject to education partners' invitation, as well as dependent on external funding, whilst there is a lack of clarity over whether camp schools are part of the Sub-County Office for Education's mandate.

Existing national teacher policy makes it challenging for refugees to gain recognition from the Teacher Service Commission (see Table 2 for further details).

There is a lack of clarity amongst stakeholders about how an inclusive education system will be achieved and what it will look like in practice.

There appears to be a lack of harmonisation between education partners working in Kakuma/Kalobeyei and in Dadaab regarding the sharing of good practice.

Significant international funding is still required for refugee inclusion to be achieved, particularly for the core costs of education such as teacher salaries and other recurrent school expenditure.

A concerted effort on refugee education is now needed to establish a strategic plan agreed by the government, UNHCR and other international partners in order to clarify how inclusion will be achieved in practice. Furthermore, there needs to be improved understanding of and communication about the funds and resource sharing needed to both

reach and sustain inclusion, from both the government and donors. The transition of camp schools to MoE governance and management (including of teachers) is key to achieving inclusion, and with this in mind, the following objectives and strategies are proposed.

Objective A1 To implement national guidelines in camp settings

- All partners across camps and settlements should implement national guidelines to improve consistency and equity in recruitment, induction, capacity building and appraisal procedures and contract conditions.
- Where implementation of national teacher management guidelines is not possible in the short term, camp education guidelines should be aligned with national protocols.
- To ensure that guidelines are implemented and working well, a monitoring and reporting system should be developed by the sub-county government, UNHCR and education partners.

Objective A2 To improve and support government engagement and capacity

A2.1 Develop a Memorandum of Understanding (MoU) between the MoE, TSC and UNHCR based on existing plans and strategies to facilitate the move to government responsibility for camp schools

- An MoU should be developed between the MoE, TSC and UNHCR to strengthen collaboration with education partners and the MoE and TSC. The MoU should also contain an action plan to progressively align education in camps with MoE and TSC guidelines and directives on teacher management.
- It is recommended that the MoE and TSC engage more actively and consistently in the planning and coordination of teacher management in camp settings.

A2.2 Conduct an organisational capacity analysis at the county and sub-county level

- The MoE, TSC, UNHCR and other key stakeholders should conduct an organisational analysis to understand the current capacity of sub-county officials and identify where there are gaps in resources and/or expertise which need to be addressed in order for the camp schools to be included into the national education system.

- To support county and sub-county education officials, who are restricted by limited financial and human resources, secondment of partner staff might be considered. Key to this approach would be shared responsibility and accountability between partners to support capacity building.

A2.3 Ensure government ownership of and responsibility for education in camp settings

- The message should be reinforced at the sub-county level that ownership of and responsibility for education in camp settings is part of the sub-county education office (TSC and MoE) mandate, as per the SHARE plan and 2021 Refugee Act.
- It is recommended that the TSC recognises camp schools so that they become institutions under its jurisdiction, and expands the Curriculum Support Officers' mandate to include camp schools.
- There should be shared responsibility between partners to support expanding the capacities of the sub-county education offices (TSC and MoE).

Objective A3 To increase financing and resource mobilisation for teacher management

A3.1 Raise awareness amongst donors and other organisations of their continued role in support of national durable solutions under the GCR and SHARE plan

- 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, particularly around core costs such as teacher salaries and recurrent school expenditure.
- The international community should provide financial support to facilitate inclusion of refugee teachers in the TSC professional development program.
- Once critical costs are covered, additional resources should be allocated to facilitate Curriculum Support Officers' movement across camp schools to provide teacher mentorship and quality assurance.

A3.2 Increase collaboration between the Government of Kenya and partners to promote longer-term investments in shared infrastructure, in keeping with approaches advocated for in SHARE

- The MoE should collaborate with other ministries and development partners to ensure that both host community and camp schools in refugee hosting areas benefit from improved infrastructure to support an enabling teaching and learning environment.



TABLE 2: RECOMMENDATIONS FOR ADAPTING NATIONAL POLICIES TO FACILITATE THE INCLUSION OF REFUGEE TEACHERS



In this table, the wider barriers preventing refugees from becoming registered with the TSC are addressed. Challenges range from wider documentation challenges applicable to all refugees to specific TSC requirements which impact refugee teachers.

POLICY AREA	CURRENT REQUIREMENT	CHALLENGE	RECOMMENDATION
Work permits	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 a national passport/ refugee ID card as well as a valid organisational tax compliance certificate for new cases.	Many refugees do not hold identification documents beyond the refugee ID card ³ and do not hold Kenyan passports.	Review Class M permit requirements/provide special waivers to allow qualified refugee teachers to be eligible to formally work in Kenya with an alien ID card, as per Kenya's endorsement of the Djibouti Declaration.
Kenyan citizenship	TSC requirements state that one must be a Kenyan citizen to be eligible for employment by the commission.	Most refugee teachers do not hold Kenyan citizenship due to the stringent application requirements. This locks out eligible refugees from employment by the TSC or other government agencies due to the requirement of being a Kenyan national/citizen.	Consider approaches to enable the inclusion of refugee teachers in line with the 2021 Refugee Act and the East African Protocol on free movement of goods and services. The 2021 Refugee Act makes a commitment to providing greater access to required documentation, 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).
Clearance from the Ministry of Education	All foreign teachers (including refugees) are required to obtain a clearance letter from the MOE to be eligible for a work permit and to qualify to teach in Kenya.	Most refugee teachers come from neighbouring countries with lower qualifications relative to Kenyan standards/requirements. This means that they are unable to obtain a clearance letter from the MOE.	The Ministry of Education through the TSC to develop guidelines that take care of the unique situation of refugees as persons forced to move as a result of reasons beyond their control. The requirement for foreign teachers may not adequately cater for the unique status of a refugee teacher.
TSC Registration Certificate	One of the key requirements 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, gaining a valid certificate includes having to submit 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.	The requirement of a certificate of good conduct should be adapted to allow refugee teachers who either were born in Kenya and relocated at a young age, or have resided in Kenya for a certain number of years to receive the certificate from Kenya rather than from their home country. One option would be for them to apply for it locally through the Directorate of Criminal Investigations with endorsement from the Department for Refugee Services.
Encampment policy	Kenya operates an encampment policy that limits the movement of refugees out of the camps unless clearance is given from the Department for Refugee Services (DRS).	Refugee teachers can only work in schools within camps due to restrictions on movement.	If refugee teachers are to be deployed to schools outside the camps, their registration status would need to be adjusted accordingly to facilitate their movement. This is in line with the 2021 Refugee Act, which 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). In addition, in order to facilitate the movement of refugee teachers, there is a need to provide movement passes which are valid for a longer duration of time, such as for a term or a whole academic year.

³ 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 B

Recommendations for improving key dimensions of teacher management in refugee settings

This section sets out three objectives for improving key dimensions of teacher management in refugee settings. Each objective is accompanied by a summary of the key findings from the research according to whether they are enabling or constraining factors when it comes to strengthening teacher management, and a set of key recommendations aimed at achieving the objective in question.



Summary of findings related to:

Recruitment and retention

ENABLING FACTORS

There is a consistent recruitment process across implementing partners at the primary level.

There is a waiting list of teachers compiled after each interview round to enable new teachers to be brought in at short notice when necessary.

Less than half of refugee teachers surveyed are reported to hold a teaching qualification (although refugee teachers who have gained qualifications in Kenya outside of the formal TSC route have not had their qualifications recognised by the TSC).

There have been national efforts to address teacher shortages in host community schools, including in refugee-hosting areas, through an internship programme and prioritising the recruitment of local teachers.

Some non-local teachers in host community schools are reported to have been provided with housing.

There exists a government framework for recognition and equation of qualifications through the Kenya National Qualifications Authority.

CONSTRAINING FACTORS

Lack of harmonised pay reduces retention of teachers in camp settings.

A shortage of qualified teachers can result in multi-grade classrooms and large class sizes in host community schools.

Language barriers exist between students and students/teachers due to multiple nationalities in camp schools.

Unfavourable conditions in certain areas of Turkana and Garissa, such as insecurity and lack of basic amenities, result in female teachers not being deployed to host community schools in these settings.

There is a shortage of female teachers throughout the region, partly due to lower rates of completion and educational achievement amongst girls at secondary school.

The reduction of teacher training courses for refugees due to lack of funds may compound the shortage of qualified refugee teachers.

There is a high turnover of teachers in camp schools.

A key barrier for both refugees and the host community in Turkana and Garissa is low educational achievement. In fact, due to low educational achievements, in 2021 only 2% of refugees who took the KCSE exam achieved the required grades to meet the TSC criteria.⁴

Bridging courses are not recognised by the TSC so these are not a solution in the longer term.

⁴ UNHCR internal data, 2021.

Objective B1 To improve staffing levels: recruitment and retention

B1.1 Raise awareness of the qualifications recognition process and clarify responsibilities for refugees

- Refugee teachers who attained qualifications in their home countries should be encouraged to apply for the recognition and equation of qualifications through the Kenya National Qualifications Authority, through radio campaigns for example.
- Information about the qualification recognition process should be provided as part of refugee teachers' induction packages and onboarding.
- There should be clarification regarding which body is responsible for covering the costs of the qualifications recognition process, and it should be ensured that partner organisations and teachers understand the financial obligations they may have. Education partners should then take these costs into account as they draft annual budgets.

B1.2 Address female teacher shortages in camp and host community schools located in interior and insecure areas

- Existing gender strategies for Turkana⁵ should be implemented jointly by the government, UNHCR and education partners.
- Lessons learned from programmes which have had success in enrolling female refugee teachers onto professional development programmes, such as the Borderless Higher Education for Refugees project, should be drawn upon.
- Giving female teachers access to training opportunities for leadership roles should be prioritised.
- UNHCR, education partners and the government should evaluate the success of the frameworks within the 2016–2020 Dadaab Education Strategy and build on this evaluation for future planning.
- Family-friendly strategies to support female teachers with childcare should be developed to encourage both recruitment and retention of female teachers.

B1.3 Ensure that refugee and Kenyan students, as well as unqualified refugee teachers, are able to meet the requirements to enrol in recognised Teacher Training Colleges

- UNHCR should facilitate collaboration between the government and the international community to design and implement a pilot programme enabling unqualified teachers to re-sit classes for the KCSE.
- The involvement of education partners in supporting government-led efforts to improve KCSE pass rates among potential teaching candidates, either through direct delivery (in the case of NGOs) or financial investment (in the case of donors), should be encouraged.
- Teachers should be provided with incentives to both train as teachers and teach for a minimum number of years, to minimise the risk of students selecting courses other than teaching once they have passed their KCSE.
- The role of non-governmental education providers in supporting Kenyan-recognised institutions in delivering teacher training programmes in Garissa and Turkana should be explored. This could take place through, for example, funding outposts in the two counties and supporting with direct delivery.

⁵ Such as the KISED P strategies on gender equality and woman empowerment.

Summary of findings related to:

Staff capacity

ENABLING FACTORS

Refugees are legally able to attend teacher training colleges alongside their Kenyan counterparts.

Enabling refugee teachers to gain a national teaching qualification can lead to improved working conditions and job prospects for refugees in Kenya and on return home, thus supporting durable solutions.

Teachers largely reported that in-service professional development opportunities had led to improvements in teaching and classroom practice.

Of the refugee teachers surveyed, 72% reported having received training on the Competency Based Curriculum (CBC) from the MoE.

Mentoring and induction are consistently provided in camp schools as a key component of professional development.

Implementing partners are supporting the capacity development of teaching staff to provide inclusive education and support learners with special educational needs.

There are several education partners who could be mobilised to provide financial support for teachers to enrol in the TSC TPD programme.

Diploma programmes offered by the BHER project (a partnership between York University and Kenyatta University) and Masinde Muliro University both contained strategies to increase the participation of women.

CONSTRAINING FACTORS

Low academic achievement at the end of secondary school limits the numbers of refugees who are eligible for admission into pre-service teacher training programmes.

Lack of funds and limited movement due to the encampment policy means that refugees who meet the academic requirements to attend Teacher Training Colleges are often unable to do so.

Due largely to a lack of funding, the bridging programmes in Kakuma, Kalobeyei and Dadaab have ceased to run at the time of writing, which means that refugee teachers do not have access to programmes for upgrading their academic qualifications.

The May 2020 TSC Policy on Mentorship and Coaching in the Teaching Service was not being implemented in host community schools visited as part of this research.

Lack of accreditation/recognition following the completion of training courses reduced their value.

There are limited opportunities for professional development in practice in host community schools in Turkana and Garissa due to geographical and financial constraints. In addition, until recently only TSC-registered teachers have been able to access government-led training, leaving a large number of teachers in Turkana and Garissa without direct access to expertise.

Objective B2 To improve teacher capacity, pre-service training, capacity development for newly appointed teachers and professional development

B2.1 Advocate for the funding of upgrading programmes for refugee teachers

- Donors should be encouraged to invest in existing and new programmes that provide TSC-recognised teaching qualifications for refugees and host communities to enable current teachers to continue to gain teaching qualifications.
- There should be continued advocacy for funding for SNE teacher capacity building and for longer-term funding to enable the SNE training program that has been offered by the Kenya Institute of Special Education (KISE) in Dadaab to be reinstated and scaled up to Kakuma and Kalobeyei.

B2.2 Deliver programmes which are nationally recognised

- All training courses should be delivered through or in partnership with a recognised entity accredited by the Kenyan authorities.
- Opportunities for obtaining formal TSC recognition for the Diploma in Primary Education offered by Kenyatta University as part of the BHER project should be explored. The refugee teachers who completed this programme fulfilled the national academic requirements to train as teachers and completed the same course as their Kenyan counterparts (who did obtain formal TSC recognition).

B2.3 Align programmes with national standards and policies

- The implementation of the TSC Teacher Professional Development Framework for teachers of refugees should be advocated.
- Further training for all teachers in the camps on the Competency Based Curriculum (CBC) should be provided to increase effective implementation in schools.
- SNE practice should be aligned with the national Sector Policy for Learners and Trainers with Disabilities.
- Mentoring and induction practices should be brought into camp schools in line with the policy on Mentorship and Coaching in the Teaching Service.

B2.4 Strengthen the support available to teachers in host community schools

- Support should be provided to new head teachers to ensure that gaps, such as finance and budgeting as reported in the research, are addressed and head teachers feel equipped to fulfil their responsibilities.
- Refresher trainings could be offered to those who have experienced a gap between graduating as a qualified teacher and being allocated a permanent teaching position.
- Additional training should be provided to teachers in host community schools to enable them to implement the CBC effectively.
- Both formal and informal peer support mechanisms should be promoted among TSC-employed teachers at the school and cluster levels, which may involve providing a transport allowance to enable the Curriculum Support Officer to support teachers in more remote schools.

Summary of findings related to:

Job conditions, supervision and appraisal, and career progression

ENABLING FACTORS

Most teachers report being provided with supervision from more experienced teachers.

Refugee teachers with qualifications are more highly compensated than those without, so there is some form of career progression. Within the camp education system there are opportunities for refugee teachers to become Community Support Officers, although this is a non-teaching role.

CONSTRAINING FACTORS

The teacher survey found that only 40% of refugee teachers had signed a contract.

Different terms, conditions and pay exist for teachers employed by different education partners and NGOs.

Not only do teachers in camps not have access to the national TPAD system, but many are appraised using a generic appraisal form which is not linked to the teaching profession.

Large class sizes result in challenging working conditions for both camp and host community school teachers.

While more highly qualified refugee teachers receive higher compensation, opportunities for career progression are limited, as policy reserves head teacher roles for national teachers.



Objective B3 To improve job conditions, supervision and appraisal and ensure access to meaningful opportunities for career progression

B3.1 Introduce a clear and consistent onboarding process for new teachers, which includes a review of roles and responsibilities and the signing of contracts

- A clear and consistent onboarding process for new teachers should be developed and implemented by UNHCR and implementing partners.
- All camp teachers should sign contracts, and records should be kept and monitored.

B3.2 Fully implement teacher appraisal in camp schools and move towards it reflecting the TPAD system

- Until teachers in camp schools have access to the TPAD system, the existing appraisal process should be aligned with the TPAD system to prepare for inclusion. The existing appraisal system should be contextualised for teachers; for example, there is currently one generic appraisal form used for all LWF employees.
- Both national and refugee teachers in camp schools should be appraised every year.
- Appraisal should be linked to a clear career progression framework which, in line with the Djibouti Declaration, should be aligned with the national framework for career progression.
- A strategy should be developed collaboratively by the MoE, the TSC and partners specialising in Education Technology to ensure that all teachers have access to ICT devices, are able to build their ICT skills, and are able to access and utilise the Elimika platform for online professional development.
- ICT teacher champions and Curriculum Support Officers should be mobilised at cluster level and it should be ensured that teachers have access to ICT devices to allow them to utilise the TPAD system effectively.

B3.3 Standardise contracts and payment scales amongst partners and align with TSC guidelines

- Teacher payments must be prioritised by all donors.
- Compensation for national teachers teaching in camp schools should be reviewed to increase alignment with the national system.
- It should be ensured that payment scales for refugee teachers are harmonised across the different camp settings.
- All teachers should sign a contract.
- Teacher contracts should be reviewed to ensure there is greater stability in the minimum length of employment to provide greater job security for both refugee and national teachers.
- Standardised contracts, based on TSC guidelines, should be developed and used by all partners to reduce variations in working conditions such as maternity leave.
- Opportunities for providing incentives to encourage teachers to serve a minimum length of time should be explored.

B3.4 Increase opportunities for teachers' voices to be heard

- To improve teacher retention and increase the sense of professionalism and ownership that teachers should feel over their work environment, it is suggested that teachers and school leaders have the opportunity to feed into decisions about their management.

For instance, guidelines on the transfer process for teachers could be developed in response to frustrations expressed by teachers in relation to the notice periods and teachers' rights, which could provide teachers with a better sense of security in carrying out their work, with potential impact on their rates of satisfaction and retention.

- As a step towards inclusion in the national system, headteachers of camp schools should be included in forums such as the Kenya Primary School Heads Association (KEPSHA).



Part C

Scaling up promising practice

In this section, two promising practices in camp schools which could be scaled up to support national priorities and goals are highlighted. They have been identified as promising practices because they are in line with TSC policies and are implemented consistently in the camp settings. For each area the promising practice is specified and accompanied by a recommendation for how it could be scaled up and implemented in public schools across Kenya.



The practice of mentoring in camp schools

Through the teacher survey, teacher interviews and education partner interviews, it appeared that the mentoring of inexperienced/unqualified teachers by more experienced/qualified teachers was an established and widespread practice. For example, 97% of surveyed national teachers in camp schools were reported to engage in mentoring. However, mentoring did not appear to be taking place in the surrounding host community schools which were visited. With the TSC Policy on Mentorship and Coaching in the Teaching Service having been introduced relatively recently, in 2020, and mentoring in camp schools already being established practice, there are lessons which could be shared, and practices that could be implemented in public schools across Kenya.

Education officers attend induction and mentoring sessions with head teachers to ensure a thorough handover takes place.

It is recommended that Curriculum Support Officers (CSOs) are present in host community schools when a new head teacher begins her/his post. CSOs can ensure that a comprehensive handover takes place and also identify gaps in head teachers' knowledge or skills, particularly in counties where head teachers tend to be younger and less experienced.

Mentorship and induction of teachers covers teacher professionalism, the TSC Code of Conduct and expected standards in areas such as lesson plans, schemes of work and lesson observation.

For some public-school teachers there is a gap between qualifying as a teacher and gaining a permanent position with the TSC. It was reported that some teachers had not taught in that time whilst others had taught in private schools, where TSC policies are not always adhered to. It is therefore recommended that when newly appointed teachers receive mentoring and induction services, they receive a review of core TSC policies and documents to ensure consistent standards across schools.

A culture of ongoing mentoring appears to have been institutionalised in the sense that practice is widespread, and it is not dependent upon funding or resources.

It is recommended that representatives from sub-county education offices visit camp schools and speak to implementing partners, head teachers and teachers to find out more about how mentoring takes place and how such a culture has been institutionalised.



Special Needs Education (SNE) in camp schools

Interviews and a survey of teacher qualifications established that a number of teachers have been trained in SNE and that children with special needs are integrated into classrooms. There are a number of promising practices which could be applied to public schools across Kenya to improve the enrolment of children with special needs and the quality of education that they receive.

In camp schools there is strong outreach at the household level. SNE mobilisers work to identify children with special needs in the community and sensitise their families, in order to enrol them in school.

It is recommended that community representatives such as chiefs are mobilised for outreach purposes, in order to identify children in the community who have special needs, sensitise families and encourage enrolment in school.

The Education Assessment and Resource Centres in camp settings are well resourced with a multi-disciplinary team: an audiologist, a psychosocial counsellor, an occupational therapist and a SNE assessor. This means that the centres can accurately assess children.

It is recommended that EARCs at the sub-county level are equipped with the necessary resources and, where practically possible, that key staff rotate across different centres to support the assessment and placement of learners.

Schools in camp settings have their own strengths in terms of SNE provision, meaning that children can be placed in the correct school to support their needs.

It is recommended that the sub-county education office, alongside the CSO, coordinates capacity development to ensure neighbouring schools complement each other in SNE capacity and hence minimise the need for learners to travel long distances. This means that if travel is feasible, children with special needs can be placed in the correct school. If the distance means that travelling is not practical, then one school can provide training to the other.

Schools in camp settings employ teaching assistants to support children in the classroom. These assistants are unqualified teachers but trained in SNE.

It is recommended that teacher interns could be trained in SNE. This would be sustainable and increase the numbers of TSC teachers who can support pupils with special needs in the future.

Schools in camp settings are inclusive because pupils with special needs study in the same class as pupils without special needs.

It is recommended that, as per SNE policy, pupils with special needs are integrated into the same classes as pupils without special needs so that schools become fully inclusive.



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