

Promising Policies for the Effective Management of Teachers in Refugee Contexts

ETHIOPIA CASE STUDY



Photos: Helen West, Education Development Trust

This research project aims to provide governments with a variety of evidence-based policy choices and implementation strategies on providing teachers for refugees. More specifically, the research programme aims to identify policies and implementation strategies currently being used to select, deploy, and manage teachers in refugee contexts, as well as promising areas for further policy development and successful implementation.

Background

Research has shown that the quality of teachers and teaching are the most important factors affecting student outcomes among those that are open to policy influence.¹ In emergency and crisis situations, the role of teachers is also crucial to quality education; they are sometimes the only resource available to students.² There are two problems: an increasing number of refugee children in need of quality education and a global shortage of teachers. Moreover, there is a limited understanding of the selection criteria, deployment, certification, professional development, compensation and motivation of teachers of refugees. As more and more emergencies become protracted crises, and refugee populations continue to grow, it is even more urgent to develop an evidence base to guide policies and support governments and their partners in providing a quality teaching force for refugees.

Rationale

The duration of the period of displacement of refugee children (10.5 million³) often exceeds the length of an average basic education cycle (8 years). For this reason, education provision for these children cannot wait and the risks associated with not providing education to these millions of out of school children and youth is high. A recent UNESCO Institute of Statistics (UIS) study estimates that globally, countries must recruit a total of 68.8 million teachers by 2030 to provide access to quality education and to keep pupil-teacher ratios at or below 40:1.⁴ By gaining a deeper understanding of how teachers are managed in policy and practice in refugee contexts, researchers will identify how policies and implementation strategies can be designed to enhance quality and equity of teaching forces responsible for delivering education to refugees.

Objectives

The main research objectives are to:

- Build an understanding of who is teaching refugees in different contexts;
- Identify current international, regional and national policies that guide ministries of education in the selection and management of teachers in refugee contexts;
- Identify promising areas for further policy development and successful implementation;
- Provide governments and other partners with a variety of evidence-based policy choices and implementation strategies for cost-effective, sustainable and conflict-sensitive management of teachers in refugee contexts.

Research Questions

What effective/promising policies and implementation strategies exist for the management of teachers in refugee contexts, and where are there potential spaces for further policy development and successful implementation?

- What are the current policies that frame teacher management in refugee contexts?
- How are teachers of refugees managed at the district-, community-, and school-level?
- What are the main challenges to effective policy development and implementation, and the corresponding promising strategies and solutions?

¹ OECD. 2010. *Teachers Matter*. Paris: OECD.

² The World Bank Group. 2010. *Teacher policy and management in fragile and conflict-affected situations: A review of issues, policies and experiences*. Prepared for the Ninth High-Level Meeting on EFA, Addis Ababa, Ethiopia.

³ According to UNHCR, 65.3 million people were forcibly displaced, either as refugees or internally displaced persons (IDPs) at the end of 2015. UNHCR. 2016a. *Missing Out Report*. Accessed at <http://www.unhcr.org/57d9d01d0> on November 14, 2016.

⁴ UIS. 2016. *The world needs almost 69 million new teachers to reach the 2030 Education goals*. Montreal: UIS.

Scope

The term ‘teacher management’ covers a range of topics – from appointment to appraisal, promotion to payment (Halliday, 1995). Three critical areas of teacher management policy that influence teaching quality and teacher retention have been identified, based on INEE’s *Minimum Standards*, IIEP-UNESCO’s *Guidebook for Planning Education in Emergencies and Reconstruction* (2010), and The Teacher Task Force’s *Teacher Policy Development Guide* (2015):

- a) Recruitment, certification and selection of teachers;
- b) Teacher preparation and professional development;
- c) Teacher compensation and motivation.

In 2018-2019, the research will be piloted in Ethiopia. This research will offer rich, comparative data highlighting similarities and differences in the management of teachers of refugees, according to population, location, and context. It is expected that in subsequent years the research will be expanded to Uganda and Kenya in East and Southern Africa, and Jordan, Lebanon and Turkey in the Middle East.

Research Methodology

This study uses a multi-phase, mixed methods research design to explore how policies are being developed, interpreted, mediated, struggled over, and implemented at national and local levels.

Phase I: Policy Landscape: Policies related to the management of teachers in refugee contexts will be reviewed and an analysis of how these policies are communicated and interpreted at international, national, and local levels will be carried out through a series of semi-structured interviews with government representatives and UN agencies and an examination of EMIS and refugee data sets.

Phase II: Policy Application: An analysis of the extent to which policies are translated into action or contested will be carried out using the following research tools:

- **Teacher survey** of 300-400 refugee and national teachers per country, in refugee camps and host community schools, to collect information on teachers’ profiles and perceptions;
- **Initial school case studies** of 10-15 schools in at least two localities per country, representing a range of camp/integrated settings and formal/non-formal basic education institutions, comprised of individual or group interviews with school leaders, representative/s from the school management committees, and teachers;
- **Key informant interviews** (10-15 per country) with local education and camp authorities, teacher training institutes, UN agencies, and NGOs supporting refugee education where case studies are conducted.

Phase III: Analysing the Implications of Policies

Perceptions of the effectiveness of the policies will be analysed using the following research tools:

- **Stakeholder consultations** at national and local levels to share and validate findings, following a preliminary analysis of Phases I and II data;
- **Deepening of school case studies** at a number of the schools visited in Phase II, comprised of individual or group interviews with school leaders and teachers, and with pupils, parents, and community members;
- **Follow-up key informant interviews** to clarify and address gaps in the preliminary analysis.

Our sampling approach is based on the need to include a range of refugee contexts (including camp settings, settlements and host communities) and to engage with key international, national, and local stakeholders. The sampling balances flexibility to adapt to local context with the achievement of robust sample sizes for qualitative and quantitative analysis. Research tools will be contextualized, translated, and tested in collaboration with local researchers in each country before finalization.

To ensure the credibility and transferability of our findings, our data analysis will be iterative; findings from each phase will inform further data collection. Initial analyses will focus on identifying promising policies, their aims, the parties responsible for enacting them, and the allocation of resources. Phase II will look at the extent to which the policies are implemented at local level. Phase III will involve triangulating views from different stakeholders.

Once data analysis is complete in each country, regional and thematic comparative analysis will be carried out in order to draw out a set of lessons learned applicable to a range of refugee contexts globally.

Deliverables

In 2019, the research will generate **one national study in Ethiopia** describing existing policies influencing teacher management in refugee contexts and how these are interpreted and implemented in practice, as well as identifying spaces for promising policy development and implementation.

Subsequent to implementation of the research in other countries, IIEP will produce the following:

- **A series of five national case studies**, following the format of the Ethiopian study;
- **Regional and thematic comparative analysis** across countries highlighting common practices across refugee contexts; quantitative analysis of teaching forces in urban and camp refugee settings;
- **Policy guidance** for managing teachers of refugees at national, regional, and global levels;
- **Policy seminar** to engage with governments and their partners on ways forward for managing teachers in refugee contexts;
- **Documentary film** on teachers in refugee contexts highlighting key themes of research.

Partners

Our partners for the Ethiopian pilot study are Education Development Trust (EdDevTrust) and UNICEF. We have also been working with local and regional research partners, PRIN International Consultancy and Research Services and IPSOS Kenya, as well as students from the McCourt School of Public Policy who are supporting data collection and analysis. In Jordan, we have again partnered with EdDevTrust and are expecting to sign an agreement with Open Society Foundations towards the end of 2018.

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ANNEX

Working Definitions

There are different understandings of what constitute a refugee and the following list seeks to clarify the researchers' understanding of the guiding terminology.

Refugee: Persons fleeing armed conflict or persecution, they are defined by the 1951 Refugee Convention as, "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it." Refugees are defined and their legal status affords them protection in international law.

Asylum seeker: Someone who has claimed asylum in a country and whose request for refugee status has yet to be processed.

Migrant: Often known as 'Economic Migrant', they choose to move not because of a direct threat of persecution or death, but mainly to improve their lives (finding work, for education, family reunion, or other reasons). They do not fall within the criteria for refugee status and are not entitled to benefit from international protection as refugees.⁵

Urban refugee: Refugee living in private/individual accommodation in urban areas, outside of camps.

Refugee Camp: "A plot of land temporarily made available to host refugees fleeing from an armed conflict in temporary homes. UN Agencies, particularly UNHCR, and other humanitarian organizations provide essential services in refugee camps including food, sanitation, health, medicine and education."⁶

Qualified teacher: A teacher with a nationally recognized teaching certificate, diploma or degree. National recognition is either in their host country or in country of asylum.

Alternatively Trained teachers: A teacher with an alternative teaching certificate without nationally recognised qualification

Untrained teacher: A teacher who has not undergone comprehensive teacher training

⁵ UNHCR. (2016b). UNHCR Glossary of Terms. Accessed on December 1 at <http://www.refworld.org/docid/42ce7d444.html>

⁶ UNHCR. (2016b)