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Teacher management in refugee settings: **Uganda**

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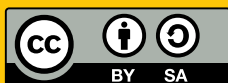


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Teacher management in refugee settings: Uganda

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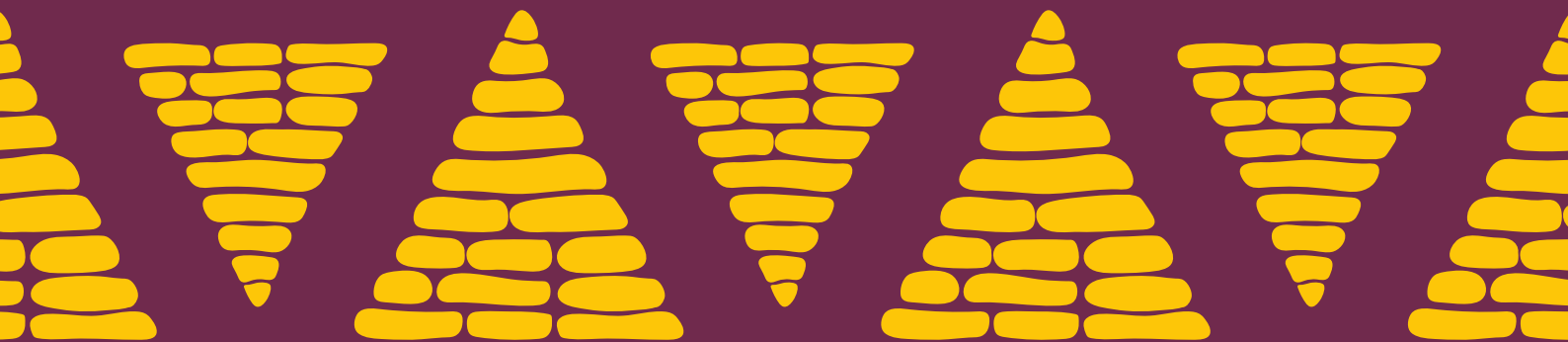


List of acronyms

CAO	Chief Administrative Officer
CCTs	Centre Coordinating Tutors
CSOs	Civil Society Organisations
DED	District Education Department
DEO	District Education Officer
DSC	District Service Commission
ECD	Early Childhood Development
EDT	Education Development Trust
EMIS	Education Management Information System
ERP	Education Response Plan
ESC	Education Service Commission
GDP	Gross Domestic Product
HR	Human Resources
IIEP-UNESCO	International Institute for Educational Planning-UNESCO
ILC	International Land Coalition
ILO	International Labour Organization
INEE	Interagency Network for Education in Emergencies
IRC	International Rescue Committee
LCV	Local Council V
MoES	Ministry of Education and Sports
MoPS	Ministry of Public Service

NGOs	Non-Governmental Organisations
NTCs	National Teacher Colleges
NTP	National Teacher Policy
PTAs	Parent–Teacher Associations
PTCs	Primary Teacher Colleges
SDGs	Sustainable Development Goals
SMCs	School Management Committees
TVET	Technical Vocational Education and Training
UGX	Ugandan Shilling
UN	United Nations
UNATU	Uganda National Teachers’ Union
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNITE	Uganda National Institute for Teacher Education
UPE	Universal Primary Education
UPTU	Uganda Private Teachers’ Union
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme

Overview



At the end of 2022, there were 108.4 million forcibly displaced people globally, the highest number since the Second World War.¹ Among these are 35.3 million refugees, around half of whom are children. This level of displacement poses challenges for the world's education systems.

Goal 4 of the United Nations Sustainable Development Goals (SDGs), which seeks to 'ensure inclusive and equitable quality education and promote lifelong learning opportunities for all', remains far out of reach for many of the world's refugees. According to a recent report from the International Rescue Committee (IRC), refugees are largely excluded from SDG-related data collection, monitoring frameworks, and national reporting and development plans.² It is reported that countries in sub-Saharan Africa hosted one fifth of the global total of refugees in 2022: in particular, 4.9 million refugees were hosted in the East and Horn of Africa and the Great Lakes, including over 1.5 million in Uganda.³ Average gross enrolment rates for refugee-reporting countries were 68% at the primary level and 37% at the secondary level,^{4,5} compared with a global average gross enrolment rate of 101.84% at the primary and 76.23% at the secondary level.⁶ There is therefore an urgent need to improve the equitable provision of quality education that is inclusive of refugees.

Research has shown that, among the factors that are open to policy influence, the quality of the teaching workforce is the most important as regards the effect on student learning.⁷ 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.⁸ Teachers are a source of continuity in students' disrupted lives; they play a crucial role in developing their social and emotional skills and in protecting and supporting their scholastic success.⁹ However, teachers working in refugee contexts are themselves facing challenges and instability

as members of affected communities and are unable to play this important role without appropriate support and training to handle the often overcrowded, mixed-age and multilingual classrooms.¹⁰

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 the displacement crisis, focusing on teachers *in refugee settings* rather than teachers *of refugees*, as not only can the global refugee crisis change from day to day with the outbreak of new crises, including climate-related emergencies, but sometimes host communities are just as vulnerable as their refugee peers, if not more so. In other words, research is needed that will align with the 'whole-society approach' advocated by the international community, and which will support planning for the society as a whole instead of planning in parallel for the host community and the refugee community.

In 2018, IIEP-UNESCO and Education Development Trust (EDT) jointly published a review of the literature relating to teacher management in refugee settings.¹¹ The review concludes that for displaced populations, realising their legal rights, even where this can be afforded, can be challenging when international frameworks have not been ratified or adopted into national legal frameworks or when legal frameworks are poorly integrated into social service policies, plans and strategies (e.g. within national education

¹ UNHCR (2001–2022) ² IRC (2019) ³ UNHCR (2022a) ⁴ Ibid. ⁵ Data on refugee enrolments refers to the 2020–2021 academic year. ⁶ UNESCO Institute for Statistics ⁷ OECD (2010); Hattie (2002) ⁸ UNESCO (2019); World Bank (2010) ⁹ Richardson et al. (2018) ¹⁰ UNESCO (2019) ¹¹ Richardson et al. (2018)

sector plans). Further, the review reveals that while teachers and teaching practices in refugee contexts have received increasing attention in research agendas, the emphasis of most interventions in refugee settings to date has been on addressing the shortage of teachers, particularly those with teaching qualifications, and on providing access to in-service training opportunities to improve the quality of provision.

For example, one strategy employed in some countries to help address teacher shortages and ensure that refugee learners are better supported is to recruit teachers or teaching assistants from refugee communities to work together with national teachers. In countries where refugees do not have the legal right to formal employment, they are typically compensated for their work as teachers through incentive payments coordinated by the United Nations High Commissioner for Refugees (UNHCR) with the support of the international community. However, these incentives are usually lower than the salaries received by national teachers, and refugee teachers in these contexts are often not entitled to leave, benefits or promotions, leading to problems with their motivation, well-being and retention.

On the other hand, in countries where refugees are entitled to formal employment as teachers, other barriers prevent them from joining the teaching profession, including lack of proper documentation and qualifications, limited mechanisms for cross-border certification, language differences, and limited access to professional development, among others. In these countries, it is mostly national teachers who teach refugees, but they too face challenges, including precarious working conditions, job insecurity, and limited preparation and support for addressing the needs of vulnerable learners. In fact, while many international organisations, civil society groups and school communities do try to provide training for both national and refugee teachers on working with refugee learners, education in emergencies, psychosocial support and other relevant topics, these training sessions tend to be conducted on an ad hoc basis and remain disconnected from national professional development frameworks.

Issues such as those mentioned, including cross-border certification, adequate compensation and in-service professional development, are important management factors for both refugee and national teachers, and have formed the bulk of topics under investigation in the literature until recently. However, the past few years have seen a promising development in the international discourse, with a burgeoning body of research studies centred on teachers working in crisis and displacement

contexts as members of affected communities and rights holders rather than as mere service providers.

Following the review's conclusions, IIEP-UNESCO and EDT embarked on a multi-year, multi-country research initiative aiming to contribute to this growing body of literature and to provide research-informed policy recommendations for more effective teacher management in refugee settings.¹² The idea behind the initiative is ultimately to support 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*.¹³

to ensure that teachers [...] are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems.

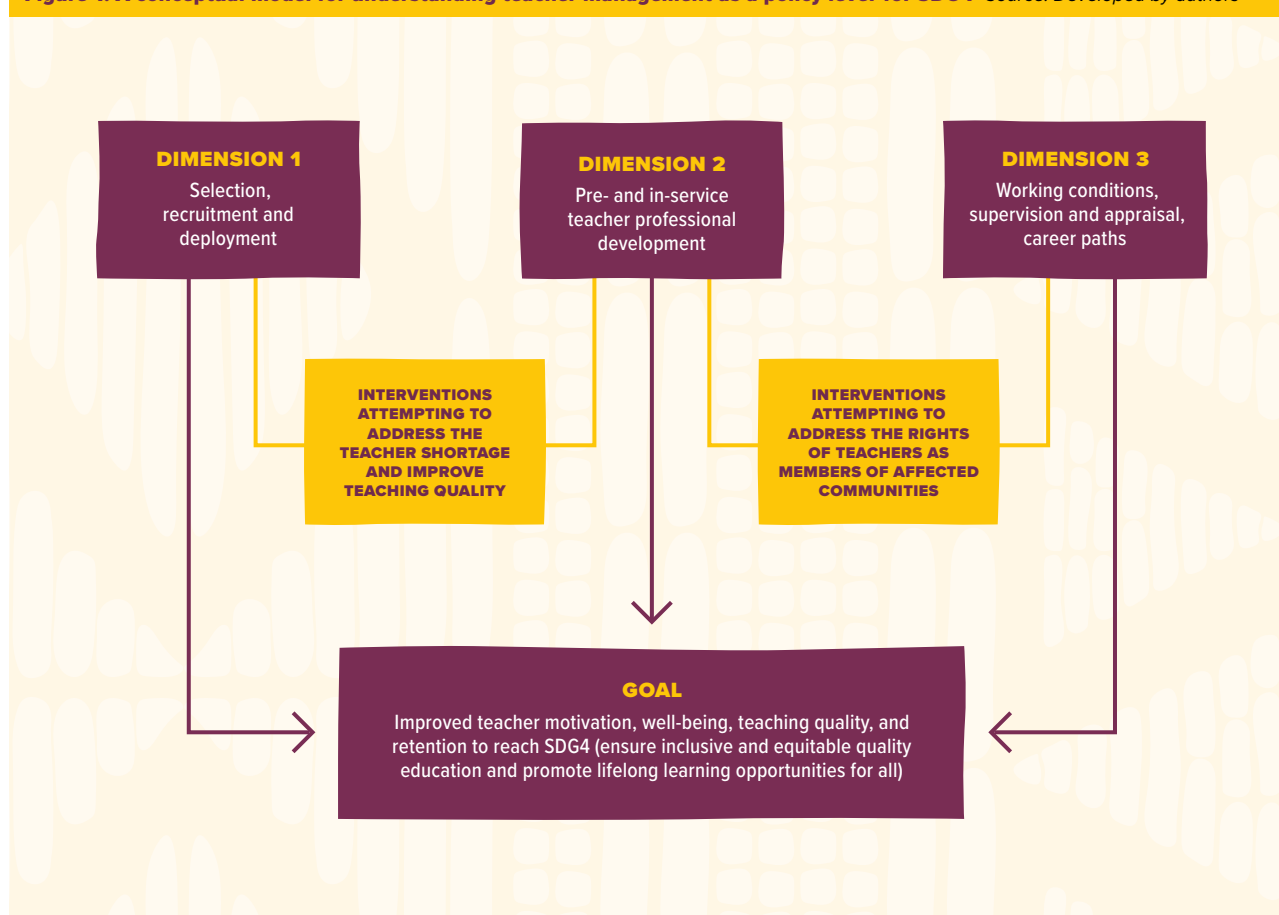
Box 1: Teacher management

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'.¹⁴ 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 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; 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, well-being, teaching quality, and retention in the teaching workforce, which will in turn help to ensure quality, inclusive education for refugees and host communities alike. In other words, by improving motivation, well-being, teaching quality, and retention, effective teacher management acts as a policy lever for quality education for all.

¹² At the time of writing, five case studies have been completed or are underway. These include completed reports on Ethiopia and Kenya, two reports on Jordan, and this report on Uganda.

¹³ UNESCO (2015) ¹⁴ Halliday (1995)

Figure 1: A conceptual model for understanding teacher management as a policy lever for SDG4 Source: Developed by authors



As highlighted by the literature, interventions targeting teachers not merely as service providers but as members of affected communities and rights holders are more likely to have positive implications for their well-being, motivation, teaching quality, and retention, subsequently leading to more inclusive, quality education systems. Based on this idea, and a review of international guidelines and standards for the teaching profession,^{15, 16} a conceptual model for understanding teacher management as a policy lever towards meeting SDG 4 has been developed to guide data collection and analysis and to frame the findings and recommendations resulting from the research.

This model, which is presented in figure 1 (above), differentiates between the means (labelled as ‘dimensions’) and ends of teacher management (labelled as ‘goal’) and demonstrates the importance of undertaking interventions that both serve to address teacher shortages and improve teaching quality, and that improve working conditions and

ensure meaningful career paths. Consequently, strengthening teacher management processes in the three dimensions – namely in the recruitment and deployment of teachers, in pre- and in-service teacher professional development, and in terms of working conditions, supervision and appraisal, and career paths – will lead to improved motivation, well-being, teaching quality, and retention, which will in turn help to ensure quality, inclusive education, and to promote lifelong learning opportunities for all.

Uganda country study

This case study aims to contribute to the burgeoning evidence base on teachers working in crisis and displacement contexts and to provide the Government of Uganda, 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.

¹⁵ ILO/UNESCO (1966) ¹⁶ INEE (2010)

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

Study objectives:

1. Build an understanding of the policy landscape guiding the management of primary-level teachers in refugee settings in Uganda.
2. Explore who teaches refugees in Ugandan schools and how these teachers are managed in practice.
3. Identify promising areas for further policy development and implementation to support effective teacher management in practice.

The presentation of the findings is structured based on these objectives as outlined in table 1 (below).

The case study involved a two-phased mixed-methods approach

During Phase 1

Researchers worked in close collaboration with participants to explore the policy landscape framing the management of teachers in refugee settings, and to learn more about who is teaching in refugee settings, utilising the following methods:

- Literature review, policy document analysis and review of secondary data (e.g. EMIS)

- Semi-structured interviews with:

Central-level stakeholders, including the Ministry of Education and Sports (MoES), UNHCR, UNESCO, etc. (11)

District-level stakeholders in three districts, including district education officers (DEOs), human resources (HR) officers, chief administration officers (CAOs), primary teacher colleges (PTCs), teacher unions, NGOs and CSOs supporting refugee education (20)

Headteachers in three districts (6)

- Focus group discussions with teachers and school management committees (SMCs) in three districts (12)
- Teacher survey with 979 teachers across refugee-hosting areas, of whom 828 were Ugandan and 151 were refugees

During Phase 2

Teacher management in practice was examined using the following methods:

- Follow-up semi-structured interviews with:

Central-level stakeholders, including UNHCR and UNESCO (2)

- Semi-structured interviews with:

Central-level stakeholder, UNICEF (1)

District-level stakeholders in three districts, including local government, DEOs, CAOs, PTCs, NGOs and CSOs (15)

Centre coordinating tutors (CCTs) and school inspectors (6)

Headteachers at fifteen schools across three districts (15)

- Focus group discussions with teachers, SMCs, and PTAs at fifteen schools across three districts (41)

Table 1: Structure of report findings

Part 1	<ol style="list-style-type: none"> a. Policy landscape framing teacher management in refugee settings in Uganda b. Perceptions of policy enactment
Part 2	<ol style="list-style-type: none"> a. Who teaches refugees in Ugandan primary schools? b. Recruitment and deployment c. Teacher professional development d. Job conditions, supervision, appraisal, and career path e. Motivation, well-being, teaching quality and retention
Part 3	<ol style="list-style-type: none"> a. Promising policies for teacher management in refugee settings in Uganda b. Strengthening teacher management in refugee settings in Uganda

Summary of 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 in Uganda.

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

As a signatory to the Refugee Convention and its Protocol in 1967, and the 1969 Organization of African Unity Refugee Convention, the Ugandan Government has committed to providing protection to persons fleeing from persecution. In recent years, Uganda has been one of the countries at the forefront of international and regional commitments to the protection of refugees and ensuring their rights, including their right to education, through a range of international and regional conventions and agreements, such as the Comprehensive Refugee Response Framework (CRRF), the Global Compact on Refugees (GCR), and the Djibouti Declaration and its Plan of Action on Refugee Education.

At the national level, Uganda is widely recognised as having one of the most progressive refugee policies in the world. The country's policies, which pre-date both the CRRF and GCR, have provided access to national services, including primary education opportunities equivalent to those for Ugandan nationals, via the Refugees Act of 2006. Furthermore, the Refugee Act grants the right to work and freedom of movement to refugees. The Refugee Regulations of 2010 guarantee the incorporation of refugees into local communities through settlements. In particular, the Office of the Prime Minister and international and national partners, including UNHCR, developed an Education Response Plan for Refugees and Host Communities as an annex to the national Education Sector Strategic Plan (2017) to ensure the provision of quality education to refugees and the host communities.

Part 1b: Perceptions of policy enactment

Interviewees at all levels, including the school level, were aware of the country's progressive policy environment for refugees, in terms of the legal right to formal employment and the right to access education. However, interviews revealed a higher level of awareness of refugee-related policies among central-level stakeholders and partner organisations than among district- and school-level stakeholders, as they have been more directly involved with policy development and/or implementation in this area.

Central-level interviewees emphasised that Uganda's commitment to the inclusion of refugees in national systems pre-dates the CRRF, while the latter has enabled a shift towards the inclusion and integration of services for refugees. As with the CRRF, the Djibouti Declaration has acted as a mechanism for codifying Uganda's commitment to refugee inclusion, which is evidenced by the mainstreaming of refugee education into national education sector plans through the development, implementation and review of a national costed Education Response Plan (ERP) to guide the refugee response as an annex to the country's national Education Sector Strategic Plan.

Part 2: Who teaches refugees in Ugandan schools and how are they managed?

This part addresses the second of the three study objectives, as it relates to who is teaching in refugee settings in Uganda and how they are managed in practice.

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

This research involved primary-level teachers working in schools in refugee settlements and surrounding host communities across 11 refugee-hosting districts in Uganda. There are four types of teachers working in refugee settlements:

- Teachers on government payroll on permanent and pensionable terms of service.
- Teachers on humanitarian partner payroll on 1–2 year renewable, conditional contracts.
- Teaching assistants recruited by humanitarian partners and PTAs to support teachers.
- Teachers recruited by private institutions with no established standard salary.

Most teachers working with refugee learners are Ugandan nationals. Refugees are able to secure formal employment as teachers; however, many refugees lack the relevant documentation and/or qualifications, so they end up working as teaching assistants instead.

Part 2a: Who teaches refugees in Ugandan primary schools?

- Ugandans make up the majority of the teaching workforce in both refugee settlements and surrounding host communities
- Most uncertified teachers are found in refugee settlement schools
- There is a shortage of female teachers in both settlements and host communities

Part 2b: Recruitment and deployment of teachers

Recruitment of teachers

- Early data from the implementation of the Teacher Management Information System (TMIS) suggests that it will aid in the recruitment and upskilling of qualified teachers in line with National Teacher Policy requirements
- There is a clear distribution of roles and responsibilities in the recruitment of teachers, and a positive collaboration between the MoES at all levels and humanitarian partners
- National and refugee teachers must meet the same recruitment criteria:

Until 2019, primary school teachers had to hold a Grade III certificate, but with the new National Teacher Policy (NTP), all teachers will be required to have a degree, which poses many challenges, in particular for refugees;

Mechanisms do exist for refugees to have qualifications from outside Uganda recognised, but workforce participation by refugee teachers remain low;

Refugees who do not meet qualification requirements are often hired as teaching assistants, though often they still have to take on full teaching duties;

Partners have been implementing fast-track training and certification programmes for refugees, which appear to be relatively well attended though ad hoc in nature

Deployment of teachers

- Roles and responsibilities of actors in charge of deployment appear well defined, reducing time between recruitment and deployment
- The TMIS helps to ensure that the deployment process is data-informed and facilitates equitable allocation of teachers across regions in line with the NTP.

Part 2c: Teacher training and professional development

Pre-service teacher education

- According to the NTP, pre-service training will be a degree-level programme delivered under the umbrella of the Uganda National Institute for Teacher Education (UNITE)
- Refugees are entitled to formal pre-service training but few of them are aware and/or able to enrol
- Teachers expressed satisfaction regarding the pre-service teacher training programmes, stating that they felt very prepared for teaching
- Teachers surveyed indicated a lack of training on refugee and Education in Emergency topics

In-service professional development

- Roles and responsibilities of actors involved in in-service professional development are clearly defined, and a National Teacher Council will be formed to oversee Continuing Professional Development (CPD) and licensing
- While teachers express a willingness to participate in CPD, multiple barriers have prevented systematic participation, including the absence of a minimum requirement policy
- The new NTP could help ensure the regulation of in-service professional development, in particular with the development of the CPD framework
- In-service professional development for refugee teachers is increasingly given attention in the ERP and by humanitarian partners, who coordinate with local authorities

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

Contracts, salaries and working conditions

- Most teachers in Uganda are on the government payroll, though some teachers are hired by humanitarian partners when the government faces budget constraints
- Workload is cited as one of the key things that teachers want to see improved
- Salaries remain low, which has implications for teacher motivation and retention
- While teachers working in hard-to-reach districts are eligible for hardship allowances, working conditions in refugee settlements are not attractive for teachers
- Unions play a critical role in improving working conditions; however, participation remains low and restricted to teachers on permanent, pensionable contracts

Supervision and appraisal

- The many actors involved in supervision and appraisal are well coordinated, with head teachers playing a key role as residential supervisors with support from district inspectors and Centre coordinating tutors (CCTs)
- The newly created Teacher Council seeks to play a critical role in supervision and appraisal
- Strong supervision and appraisal mechanisms developed at the central level are in place
- While most teachers and teaching assistants are satisfied with the quantity and quality of support received, a small share find the amount of external support received insufficient

Career paths

- Well-performing teachers can be recommended for promotion, based on the evaluation conducted by the DEOs
- Career progression opportunities are only available for teachers on the government payroll
- The NTP has implications for career progression, yet partners expressed concerns about the implementation of the policy when it comes to this issue

Part 2e: Motivation, well-being, teaching quality, and retention

- Most survey respondents, both national and refugee teachers, describe a positive and supportive work environment and hope to remain in the profession over the next three years
- The NTP addresses the rights of teachers to lifelong learning and decent work, which holds promise for restoring the status of the profession and improving retention
- Barriers to teacher retention remain, including low salaries, working conditions in refugee camps, and unattractive contracts offered by humanitarian partners

Part 3: Identifying promising areas and making recommendations

This part draws out the key findings from Part 1 and Part 2 of the report to address the third and final objective of this study: to identify promising areas for further policy development and implementation to support effective teacher management in practice.

Part 3a: Promising areas and key gaps

Table 2 (below) summarises promising practice and policies as well as gaps in refugee teacher management. Each finding is tagged with policy response categories. For example, Category 1 concerns teacher recruitment and deployment and Category 2 relates to teacher training and professional development.

Table 2: Summary of promising policies and practices and policy and practice gaps

	Promising practice	Gaps in practice
Promising policy	<ul style="list-style-type: none"> • Uganda's policy frameworks grant refugees freedom of movement, the right to work and access to national services (Category 1) • The policy on decentralisation ensures that the budget responds to staffing needs at school level (Category 1) 	<ul style="list-style-type: none"> • The NTP should enable the MoES to carry out data-informed planning for teacher recruitment (Category 1) • The raising of minimum standards to enter the profession and the systematic provision of practical training as part of pre-service professional development should improve the quality of teaching (Category 2) • All teachers are required to participate in formal CPD as part of the NTP (Category 2) • While Uganda's policy frameworks grant refugees the right to access teacher training institutions, formalised support to both raise awareness among and directly help refugee teachers is lacking (Category 2) • There has been insufficient increase in teacher salaries, despite this being announced as a need in the 2017 Incentive Framework (Category 3) • A supervision tool exists, although this is not being used systematically for supervision (Category 3)
Gaps in policy	<ul style="list-style-type: none"> • PTAs play an active role in recruitment despite limited frameworks regulating their responsibilities (Category 1) 	<ul style="list-style-type: none"> • The absence of a policy solution on how to address fluctuating numbers of students in settlement schools causes challenges for recruiting and deploying teachers in these areas (Category 1) • In-service training does not address the specific needs of trainee refugee teachers beyond giving basic orientation on how to navigate administrative processes (Category 2) • Teaching assistants are unable to access professional development opportunities (Category 2) • Clear guidelines outlining the role of the district in guiding education partners are lacking, leading to both duplications and gaps in the implementation of CPD (Category 2) • One-year contracts provided by humanitarian partners are not conducive to career progression (Category 3) • Teachers working in refugee settings are not systematically provided with accommodation (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

Part 3b: Strengthening teacher management in refugee settings in Uganda

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

Category 1 recommendations: Recruitment and deployment

- Ensure systematic registration of refugee teachers and recognition of existing qualifications
- Close the gaps in the NTP to maximise effectiveness in the capturing of teacher data
- Ensure that the school management committee's role is strengthened so that it can financially support the recruitment and deployment of teachers
- Introduce a system to manage teacher recruitment in the face of fluctuations in the number of refugees

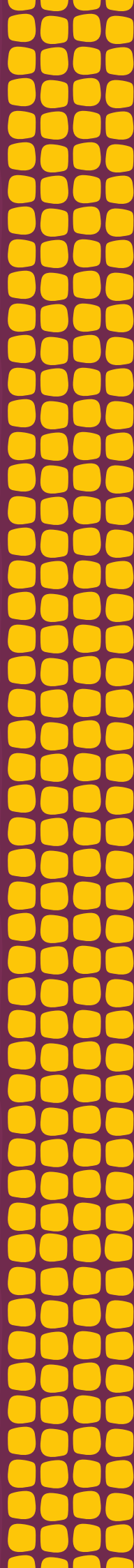
Category 2 recommendations: Teacher professional development

- Ensure that refugee teachers are able to upgrade their teaching qualifications
- More clearly articulate what the requirements to participate in formal teacher professional development look like in practice
- Increase the level at which the government drives the CPD agenda among humanitarian partners and is able to monitor the quality of CPD provided

Category 3 recommendations: Job conditions, supervision and appraisal, and career path

- Further harmonise salary payments among all teachers regardless of whether they were hired by the government or humanitarian partners
- Strengthen the implementation of the supervision tool
- Plan for supporting teachers with accommodation
- Harmonise recruitment, registration and contracting modalities to allow for full employment and career progression

Uganda country study



Often considered a model for progressive and inclusive refugee policies, Uganda has been opening its borders to refugees for decades. With its long history of hosting refugees and asylum seekers, Uganda is currently Africa's largest refugee-hosting country.

The Ugandan context

Political instability, wars, insecurity, ethnic violence and human rights violations have been the main drivers of forced displacement into Uganda. In November 2022, Uganda was host to 1,480,767 refugees and asylum seekers from over ten countries: 57% from South Sudan, 32% from the Democratic Republic of the Congo, 4% from Somalia, 3% from Burundi, 2% from Eritrea, 2% from Rwanda and the rest from other countries in the region.¹⁷ South Sudanese and Congolese asylum seekers are granted refugee status on a prima facie basis, while refugees from other nationalities undergo Refugee Status Determination interviews with the Refugee Eligibility Committee, an inter-ministerial body.¹⁸

Through its Settlement Transformative Agenda, Uganda pursues a non-encampment policy in relation to refugee protection and assistance. Instead of creating camps, the government has supported the building of settlements to ensure a longer-term approach to refugee integration, which also aims to benefit the local population. The vast majority of refugees (92%)¹⁹ live in these settlements, with a small number of refugees living in urban centres, mainly Kampala. Twelve of Uganda's 121 districts host

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'.²³

refugees while more than 50% of refugees live in refugee settlements located in the West Nile region.

As of 2022, 81% of Uganda's refugees were women and children, which has had clear implications for the provision of protection services.²⁰ There were about 616,000 school-age children among the refugee population.²¹ Of these children, only 43% were enrolled in any kind of education services. Children enrolled in early childhood education (ECE) account for 38.5% of the total of refugee children enrolled while primary-level school-age children account for 58.2%. The percentage of school-age children enrolled in secondary school is only 11.3%.²²

Table 3: Age and gender distribution of refugees in Uganda Source: UNHCR, 2022²⁴

Age	Female in total %	Male in total %	Total %
Infants (0–4 years)	9%	8%	17%
Children (5–11 years)	12%	12%	24%
Adolescents (12–17 years)	8%	9%	17%
Adults over 18 years	23%	19%	42%
Total	52%	48%	100%

¹⁷ UNHCR (2022a) ¹⁸ UNHCR (2019a) ¹⁹ UNHCR (2019b) ²⁰ UNHCR (2022a) ²¹ MoES (2018a) ²² Ibid. ²³ UN (1950) ²⁴ UNHCR (2022a)

Primary education in refugee settlements in Uganda

The Ugandan Education Act 2008²⁵, which builds on the Universal Primary Education (UPE) policy of 1997, states that primary education is to be universal, compulsory and free for pupils aged six years and above and should last seven years. It is organised as lower primary (Grades 1–3), transition year (Grade 4), and upper primary (Grades 5–7).

Based on the Refugee Act of 2006, which gives refugees the same rights as nationals, refugees can access government-provided free education services. Out of over 1.4 million refugees, 40% are children of primary school age (under 11 years old).²⁶ According to the one-year Education Response Plan (ERP) report from 2019, between 58% and 73% of refugee children in Uganda were attending primary schools. Based on the Uganda Bureau of Statistics 2014 Census,²⁷ in the refugee-hosting sub-counties, the primary-school-age refugee population outnumbered Ugandan school-age children. In those counties, primary-level refugees numbered 370,303, while the host community primary-level population amounted to 245,766.²⁸

The inclusion of refugee learners in the national education system has had a significant impact on the Ugandan system. A surge of refugee children increased the pupil–teacher ratio in schools hosting refugees to an average of 85:1, which is far above the national standard of 53:1 and national average of 43:1 and has consequences for the quality of teaching and learning. The inadequate supply of school resources is another problem faced by primary schools serving refugees; for example, the pupil–textbook ratio for the refugee-hosting schools is 1:8, as opposed to the government standard of 1:3. Furthermore, refugee learners have specific needs, and are particularly vulnerable due to their forced displacement.²⁹ Linguistic challenges also arise in relation to the Ugandan primary school curriculum, which is mainly in English, but with requirements for language of instruction being in learners' mother tongue in the early grades. There is a need to ensure that the education personnel, including teachers, have the skills to provide support and can teach in multilingual and overcrowded classrooms.

In Uganda, there are two main types of schools: government schools and private schools. The latter fall under the mandate of the Private Schools and Institutions Department at the Ministry of Education and Sports (MoES), which was inaugurated in 2008. There is a third type of school, community schools, which are established by refugee communities themselves to meet educational needs within their communities. Over time, these schools can transform into government or private schools. All three of these types of school are found in the settlements and surrounding host communities, and they enrol both national and refugee students. Key information about these schools is presented in table 4 (below).

While refugee learners tend to be enrolled in schools located in refugee settlements, that is, community or NGO-funded schools, some are enrolled in host community schools as well (about 6% of the schools visited in the survey). On the other hand, Ugandan learners are also found in some refugee settlement schools.

The majority of teachers working with refugee learners are Ugandan nationals. Refugees are able to secure formal employment as teachers; however, many refugees lack the relevant documentation and/or qualifications, so they end up working as teaching assistants instead. There are four types of teachers working in refugee settlements (further details are provided in section 2a):

- **Teachers on the government's payroll:** on permanent and pensionable terms of service.
- **Teachers on the humanitarian partners' payroll:** recruited on one-to-two-year renewable contracts subject to performance and availability of funds.
- **Teaching assistants:** recruited by humanitarian partners and parent–teacher associations (PTAs) to support teachers in classroom delivery.
- **Teachers recruited by private institutions:** recruited by the private school owners. Their terms of service or contracts are determined by the head teacher with no established standard salary; availability of funds is based on the student fees paid by parents.

Table 4: Types of schools that refugees can attend

Type of school	Established by	Financial resources
Government	Government	These schools may receive school capitation grants from the government's UPE programme and are sometimes supported by NGOs.
Community	Refugee communities	In most cases, these schools are supported by UNHCR and implementing partners, including NGOs.
Private	Individuals	These schools usually make a profit from fees collected from students.

²⁵ MOES (2008) ²⁶ UNHCR (2022b) ²⁷ Based on The National Population and Housing Census 2014, Uganda Bureau of Statistics (2019) ²⁸ MoES (2018a) ²⁹ OECD (2019)

Key stakeholders involved in the management of teachers in refugee settlements in Uganda

UPE became part of the mandate of local governments as part of the country's decentralisation efforts, in line with the Local Government Act. The key stakeholders involved in the management of primary teachers at the central and district level, which includes those teachers working in refugee settlements, are described below. This is followed by a brief overview of the main coordination mechanism for refugee education, namely the Education Response Plan for Refugees and Host Communities in Uganda Steering Committee (ERP Steering Committee) as well as the key humanitarian partners involved in primary education provision for refugees.

Central-level stakeholders

At the central level, the MoES is the main entity responsible for the management of primary-level teachers in public schools. The MoES defines education policies, ensures good quality in primary education, sets teacher salaries and school fees, and is responsible for managing the registration and training of teachers. Two departments at the MoE that are of particular importance when it comes to teacher management are the MoES Commissioner of Teacher and Instructor Education, which is responsible for the training of teachers, tutors and instructors by supporting primary teacher colleges (PTCs), and the Department for Education Planning and Policy, which is responsible for budgeting, project formulation, monitoring and evaluation, and processing and dissemination of statistics on the education sector. Also at the central level, the Education Service Commission (ESC) is responsible for recruiting personnel as well as developing, maintaining and improving the quality of those personnel, issuing guidelines to the District Service Commission (see below), and offering supervision and technical guidance to local governments. Finally, the curriculum for primary education in Uganda is developed and managed by the National Curriculum Development Centre, which is a corporate autonomous statutory body under the MoES. The curriculum emphasises the importance of literacy, numeracy, language development, values, attitudes, cross-cutting issues and continuous assessment and advocates for the use of child-centred approaches where learners must participate in their learning activities. Note that the 2019 National Teacher Policy recommended the establishment of two additional central-level entities: (1) the Uganda National Institute for Teacher Education (UNITE), an umbrella entity responsible for providing pre- and in-service professional development in education at all levels, and (2) the Teacher Council, intended to be the regulating entity for the teaching profession in Uganda. Given their importance for teacher management, progress towards the establishment of these

entities will be discussed in depth in Part 2 of this report, as will the role of teacher unions.

District-level stakeholders

Since the introduction of decentralised governance, the implementation of primary education, including in refugee settlements, has become the responsibility of the District Education Departments (DEDs), which are headed by district education officers (DEOs). DEDs monitor the quality of education and education standards through supervision visits and evaluation of teacher training institutions, supervising the recruitment and management of staff (including teachers), ensuring proper school governance systems through school management committees (SMCs) and parent–teacher associations (PTAs), and managing financial resources, including the use of funds received by schools. The DEDs also have to ensure compliance with government education policy and curriculum, though they are not part of the command hierarchy of the MoES. DEDs are instead answerable to the chief administrative officer (CAO), who is the head of District Technical Services, and the District Education Committee. The recruitment of primary teachers falls under the responsibility of the District Service Commission, with support from the ESC, the CAO, and the DEO. Continuing Professional Development is provided at schools by centre coordinating tutors (CCTs), who are each assigned a certain number of schools.

Coordination of the refugee education response

In 2018 the MoES developed a multi-year costed plan for the provision of education for children and youth in refugee-hosting districts (see Part 1a). The governance and management of the Education Response Plan (ERP) implementation has been undertaken by an inter-departmental, interagency ERP Steering Committee, chaired by the Permanent Secretary and ERP Secretariat anchored within the MoES. The primary role of the Steering Committee is to provide strategic guidance and oversight of Uganda's ERP in refugee-hosting districts. Its role extends to fostering synergy among diverse partners, streamlining implementation strategies and monitoring progress. Furthermore, within the settlement, several education humanitarian partners including UNHCR, UNICEF, Finn Church Aid (FCA), Windle International and Education Cannot Wait (ECW) are involved in the provision of education, within the framework of the National Development Plan (NDP) and the Education Sector Strategic Plan. Support to the education sector is governed by a Memorandum of Understanding between the MoES and the partners. In particular, the education partner organisations have built a group that serves as a platform to ensure discussions, collaboration and formulation of recommendations on education issues.



greet the person by name, title or relationship. It always begins with 'Dear, Hello, Hey. These words begin with a capital letter.

4. The **body**: It carries the message for writing the letter.

5. The **closing/conclusion part**: It shows the letter is finished. You end your letter with Yours sincerely, faithfully, affectionately.

6. The **signature**: This is the writer's name to show who sent the letter.

Research approach and methods

The study had three objectives:

- 1.** Build an understanding of the policy landscape guiding the management of primary-level teachers in refugee settlements in Uganda, by identifying and exploring:
 - a.** relevant international, regional and national policies
 - b.** perceptions of the enactment of these policies at different levels of the education system.
- 2.** Explore who teaches refugees in Ugandan schools and how these teachers are managed in practice by examining:
 - a.** who is teaching refugees in Ugandan primary schools
 - b.** recruitment and deployment
 - c.** teacher professional development
 - d.** job conditions, supervision and appraisal, and career paths
 - e.** motivation, well-being, teaching quality and retention.
- 3.** Identify promising areas for further policy development and implementation to support effective teacher management in practice.

The research in Uganda followed a collaborative, mixed-methods, two-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, made up of international researchers from IIEP-UNESCO and Education Development Trust (EDT) and local researchers from Eight Tech Consults Ltd., a Ugandan-based research organisation, worked closely with key stakeholders from Uganda, including the Ministry of Education and Sports (MoES) and UNHCR, to ensure the ethics, rigour and robustness of the research design, data collection and analysis. Further, 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 7), excluding other education system levels and alternative, non-formal basic education. Further limitations of the study due to COVID-19 are summarised in box 4 (right).

Quantitative data for this study were collected during Phase 1 through the use of a teacher survey in the regions and districts hosting the most refugees, including the West Nile region (Adjumani, Yumbe, Arua, Obongi, Lamwo and Koboko), West and Southwestern Uganda (Kyegegwa, Kamwenge and Isingiro) and Central Uganda (Kiryandongo and Kikuube). Qualitative data for this study were collected during both Phase 1 and 2 at multiple administrative levels, including international, regional and national levels, and district and school levels. To minimise disruption to teaching and learning and prevent ‘over-researching’ of the schools chosen for the study, the MoES was consulted during the planning of the school visitation schedule and duration.

Four settlements were selected to undertake qualitative data collection at the decentralised level, including Nakivale and Kiryandongo (both phases), Kyaka II (Phase 1 only) and Rwamwanja (Phase 2 only). These settlements are briefly described in box 5 (page 26).

Box 4: The impact of the COVID-19 pandemic on the research

The COVID-19 pandemic had a notable impact on the research, including restrictions on travel for the international research team and delays to and restrictions on school visits. However, we were able to conduct some interviews remotely and collaborated virtually with our local research partners, Eight Tech Ltd. and ILC Africa, who we were then able to rely on to conduct in-person interviews with sub-national stakeholders and the teacher survey respectively. Further, as we wanted to minimise disruptions to teaching and learning once schools had re-opened after a prolonged COVID-19 shutdown, and to avoid visiting over-researched schools, our selection of schools was not systematic. Not all stakeholders we approached were available to participate in the research, so some perspectives are missing from the research.

Box 5: Settlements included in the qualitative component of the study

Nakivale (Isingiro)

Nakivale refugee settlement is located near the Tanzania border in Isingiro district and is one of the oldest settlements in Africa; it hosts around 164,000 refugees as per the UNHCR Global Focus statistics.³⁰ The majority of the refugees in the camp are from the Democratic Republic of the Congo (DRC) and Rwanda, while the settlement also hosts refugees from other countries including Burundi, Somalia and Ethiopia.³¹

Kiryandongo (Kiryandongo)

Kiryandongo refugee settlement is situated in Bweyale in the Kiryandongo district of Uganda. According to the UNHCR statistics of November 2022, Kiryandongo hosts a total of 65,722 refugees³² from South Sudan, the DRC, Sudan,

Kenya, Burundi and Rwanda, with the majority coming from South Sudan and the DRC. However, the numbers of refugees keep fluctuating due to refugees bringing their relatives from South Sudan. Additionally, unlike the other two settlements which are composed only of refugees, Kiryandongo refugee settlement also hosts internally displaced Ugandans, mainly from Bududda.

Kyaka II (Kyegegwa)

Kyaka II settlement was established in 2005 to receive the remaining population of Kyaka I following the mass repatriation of Rwandan refugees the same year.³³ Based on the Uganda Refugee Statistics from February 2022, it is estimated that Kyaka II hosts around 135,000³⁴ refugees, the majority of whom

come from DRC, Burundi and Rwanda, with a small proportion of the population coming from South Sudan and Kenya. Like other settlements, Kyaka II is managed by the UNHCR and the Ugandan Office of the Prime Minister's Department of Refugees.

Rwamwanja (Kamwenge)

Rwamwanja settlement was established in 1964 to host refugees from Rwanda. It is a refugee settlement in the Kamwenge district in Southwestern Uganda that hosts 88,180 refugees as of November 2022.³⁵ The majority of the refugees in the camp are from the DRC and Rwanda, while the settlement also hosts refugees from other countries including Burundi, Somalia and Kenya.

Phase 1 data collection

Phase 1 aimed at establishing an understanding of the policy framework governing teacher management in refugee contexts. It also aimed at building a profile of those teaching refugees in Uganda as well as examining teacher management in practice at the school level. The activities conducted during Phase 1 are summarised in table 5 (page 27).

Phase 2 data collection

Phase 2 aimed to further explore how policies are communicated, interpreted, discussed and implemented locally, and the extent to which they are translated into action or, at times, contested and resisted. Phase 2 activities are summarised in table 7 (page 27).

³⁰ UNHCR (2022b) ³¹ UNHCR (2022b) ³² Ibid. ³³ UNHCR (2019c) ³⁴ UNHCR (2022b) ³⁵ Ibid.

Table 5: Phase 1 data collection activities

Dates	Activities
August 2020 to June 2021	<ul style="list-style-type: none"> Literature review Policy document collection and analysis Development of research tools
June 2021 to November 2021	<ul style="list-style-type: none"> Teacher survey designed in-house and implemented by ILC Africa in schools in 11 refugee-hosting districts <p>Given an estimated population size of 9,800,³⁶ the sample size chosen for this study was 979 (828 Ugandans, 151 refugees) and a stratified sampling approach was used, with four respondent groups:</p> <ol style="list-style-type: none"> Ugandan national teachers teaching in refugee settlements Refugee teachers teaching in refugee settlements Ugandan national teachers teaching in Ugandan host community schools Refugee teaching assistants. <p>For each category of teachers, questions were organised according to:</p> <ol style="list-style-type: none"> Current position and recruitment Educational background Teacher training, professional development, supervision and career progression Compensation, working conditions and motivation Enhancing self-reliance of refugees and easing pressure on host communities. <p>Respondents were recruited across 125 schools of different types, of which 70 schools were located in host communities (34 government, 36 private) and 55 in refugee settlements (24 government, 5 private, 26 community). In the sample of schools, 68% of students were refugees (one tenth were enrolled in host community schools, nine tenths in refugee settlement schools).</p>
September 2021 to October 2021	<ul style="list-style-type: none"> Eleven semi-structured interviews with key representatives at central level (including MoES, UNHCR, UNESCO) Ten semi-structured interviews with key representatives from the local government from the districts as follows: <ul style="list-style-type: none"> Kiryandongo: one DEO, one Human Resources (HR) Officer, one CAO Kyegegwa: one DEO, one HR Officer, one CAO, one Local Government Chair Isingiro: one DEO, one Deputy CAO, one Secretary for Education Five semi-structured interviews with Professional Development Providers, including national training colleges (NTCs) and PTCs Two semi-structured interviews with teachers' unions – Uganda National Teachers' Union (UNATU) and Uganda Private Teachers' Union (UPTU) Three semi-structured interviews with NGOs and civil society organisations (CSOs) (including Windle International Uganda and World Vision Uganda) Five semi-structured interviews with teacher college principals, six semi-structured interviews with head teachers, twelve focus group discussions with teachers and SMCs at schools in three settlements (Nakivale, Kyaka II and Kiryandongo)³⁷

Table 6: Teachers surveyed by teacher type and refugee status

	Refugees ³⁸		Nationals		Total		Total (male and female combined)
	Male ³⁹	Female	Male	Female	Male	Female	
Teachers	25	15	448	357	473	372	845
Teaching assistants	66	45	9	14	75	59	134
Total	91	60	457	371	548	431	
Total (male and female combined)		151		828		979	

Table 7: Phase 2 data collection activities

Dates	Activities
January 2022 to April 2022	<ul style="list-style-type: none"> Preliminary preparatory meetings Development of research tools based on Phase 1 findings, using an iterative and collaborative approach
April 2022 to July 2022	<ul style="list-style-type: none"> Three semi-structured interviews with key representatives at central level (including UNHCR, UNESCO and UNICEF) Fifteen semi-structured interviews with key representatives from the district level (including local government, DEOs, CAOs, PTCs, NGOs and CSOs) Six semi-structured interviews with CCTs and school inspectors Fifty-six semi-structured interviews with head teachers, and focus group discussions with teachers, SMCs and PTAs at schools in three settlements (Nakivale, Rwamwanja and Kiryandongo)

³⁶ MoES (2018a) ³⁷ The decision to interview SMCs was important as the literature review suggested that they also play a crucial role in education delivery in Uganda. SMCs are composed of both teachers and parents of learners. ³⁸ In the sample, 76 refugees were South Sudanese; 60 were from the Democratic Republic of Congo; 14 were Rwandan and 1 was Sudanese. ³⁹ For the sample to be gender-balanced, female teachers were oversampled as males make up most of the teaching workforce in Uganda.

Box 6: Phase 2 School Sampling Strategy

During Phase 2, schools were deliberately chosen based on predefined categories: government schools (schools with a majority of Ugandan learners), community schools (schools with a majority of refugee learners), and private

schools. Five schools were selected in each settlement, encompassing one government school, three community schools and one private school. In every school, a minimum of three interview sessions took place. These included discussions with the

head teacher or deputy head teacher, as well as focus group discussions involving teachers, the SMCs and the PTAs. Each focus group had at least three participants. Table 8 (below) provides an overview of the interview figures.

Table 8: Overview of school-level interviewees in the three settlements

Settlement		Nationals		Refugees		Total		Total
		Female	Male	Female	Male	Female	Male	Female & male combined
Kiryandongo	Head teachers	2	3	0	0	2	3	5
	Teachers	8	8	1	2	9	10	19
	SMC	1	1	2	1	3	2	5
	PTA	1	1	2	1	3	2	5
Nakivale	Head teachers	0	3	0	1	0	4	4
	Teachers	6	8	1	4	7	12	19
	SMC	1	2	2	0	3	2	5
	PTA	0	1	0	1	0	2	2
Rwamwanja	Head teachers	1	6	0	0	1	6	7
	Teachers	6	7	0	7	6	14	20
	SMC	3	1	1	0	4	1	5
	PTA	1	1	0	2	1	3	4

Analysing policy enactment

To understand the interaction between policy and practice, a nuanced approach to policy analysis is required, one which takes into consideration the socio-political contexts and the complex interactions between various policy actors, particularly at the local level and between levels.⁴⁰ Such an approach views policy as a complex, dynamic process, and one that explores how ‘education policies are “made sense of”, mediated and struggled over, and sometimes ignored, or, in another word, enacted’.⁴¹ Recognising that the management of teachers happens across multiple levels –international, regional, district, community and school – the study identifies relevant policy actors and policy texts that make up the complex policy network. It explores policy enactment, or how

stakeholders at various levels understand and engage with policies relating to refugees and to teacher management. Finally, it explores whether there is room for good practice to inform the development or revision of policy.

Based on a review of the literature, stakeholder discussions, and our other research on teacher management, we elaborated a coding scheme to support our analysis work, with the main categories of codes relating to the three ‘personnel functions’⁴² of teacher management, the ‘goals/outcomes’⁴³ of teacher management and the ‘policy enactment process’, from development through to implementation. We also developed an analysis framework to explore promising policies and practices and policy and practice gaps, which is depicted in table 9 (below).

Table 9: Analysis framework

	Promising practice	Gaps in practice
Promising policy	Promising policy reflected in practice Promising policies identified during data collection and analysis that seem to be reflected in practice.	Promising policy not systematically reflected in practice Promising policies identified during data collection and analysis that do not seem to be systematically reflected in practice, meaning that more work needs to be done to overcome implementation barriers.
Gaps in policy	Promising practice not based on/reflected in policy Promising practices that are not based on or reflected in policy, indicating a promising area for further policy development informed by good practice.	Gaps in both policy and practice Gaps in both policy and practice, where future policy development is required, with attention paid to how subsequent policy can be implemented in practice.

⁴⁰ Schulte (2018); Steiner-Khamsi (2012); Tyack and Cuban (1995) ⁴¹ Ball et al. (2012) ⁴² The three personnel functions include: (1) recruitment and deployment; (2) teacher professional development; and (3) job conditions, supervision and appraisal, and career paths. ⁴³ The goals/outcomes include: (1) motivation; (2) well-being; (3) teaching quality; and (4) retention.

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 settings in Uganda by identifying and exploring with research participants:

- a.** relevant international, regional and national policies
- b.** perceptions of the enactment of these policies at different levels of the education system.

The main sources of data analysed for this part of the report include policy documents and semi-structured interviews with central-level stakeholders, including government representatives and humanitarian partners, and key representatives from the districts. 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 Uganda

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

Refugee response frameworks

International and regional refugee response frameworks

Uganda is widely recognised as having one of the most progressive refugee policies in the world. The country was a signatory to the Refugee Convention and its Protocol in 1967, and the 1969 Organization of African Unity Refugee Convention, committing to provide protection to persons fleeing from persecution. In recent years, Uganda has been one of the countries at the forefront of international and regional commitments to the protection of refugees and ensuring their rights, including their right to education through a range of international and regional conventions and agreements, which are summarised in table 10 (below).

The more recent regional commitments aim to solve challenges to enable host countries in East Africa to

ensure access to quality education for refugees and host communities alike. These international and regional agreements will be discussed briefly below.

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 process. At this summit, UN member states, including Uganda, adopted the New York Declaration for Refugees and Migrants, thereby agreeing upon the core elements of a Comprehensive Refugee Response Framework (CRRF),⁴⁴ and initiating the development of two global compacts, which represent a promising framework for a more predictable and more equitable response to the global refugee crisis: the Global Compact for Migration and the Global Compact on Refugees (GCR).⁴⁵

The GCR was affirmed by the UN General Assembly on 17 December 2018, after two years of extensive stakeholder consultations led by UNHCR. The GCR aims to strengthen international collaboration in response to the refugee crisis, providing support to both host communities and refugees through four key objectives:

Table 10: International and regional conventions and agreements

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 and Plan of Action for Durable Solutions for 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

⁴⁴ UNHCR (2001–2021) ⁴⁵ UNHCR (2019a)

1. Ease the pressure on host countries;
2. Enhance refugee self-reliance;
3. Expand access to third-country solutions; and,
4. Support conditions in countries of origin for return in safety and dignity.

Nairobi Declaration and Plan of Action for Durable Solutions for Somali Refugees

Along with Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan and Sudan, Uganda is part of the East African Intergovernmental Authority on Development (IGAD), which pursues a comprehensive approach to ‘achieving peace, prosperity and regional integration in the IGAD region’.⁴⁶ In March 2017, Uganda and other IGAD member states signed the Nairobi Declaration on Durable Solutions for Somali Refugees.⁴⁷ The Nairobi Declaration was accompanied by the Comprehensive Programme of Action, which, among other proposed actions, calls for IGAD countries to ‘strengthen evidence-based approaches to protection, assistance and identification of appropriate durable solutions’.⁴⁸ As part of the country-specific pledges making up the Programme of Action, Uganda committed to continuing its approach to settlement, allowing asylum seekers access to a full range of socio-economic rights, including education and employment. Towards this promise, a US\$50 million World Bank loan provided for the continuation and expansion of the Refugee and Host Population Empowerment framework for programmes targeting the refugees and host communities.⁴⁹

The Djibouti Declaration and Plan of Action on Refugee Education

At an IGAD meeting in December 2017, member states adopted the Djibouti Declaration⁵⁰ and Plan of Action on Refugee Education,⁵¹ the cornerstone of regional efforts for the integration of refugee education into national systems. IGAD ministers agreed to: (1) establish minimum standards on quality education for refugees and host communities; (2) integrate refugee education into national education sector plans; (3) develop costed, long-term refugee education response strategies within national education plans; (4) simplify mechanisms for refugees’ access to national systems; and (5) develop a regional framework and mechanism for recognition of qualifications throughout the region.

On the issue of teacher management, the Plan of Action outlines plans to strengthen regional frameworks to

ensure the inclusion of refugee teachers and ensure their professional development and local certification⁵² 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 professional development for both refugee and host community teachers; and,
- increasing gender parity and equalising career progression opportunities.

As can be seen from figure 2 (page 32), these actions can be mapped onto the different dimensions of our conceptual model for teacher management presented earlier, suggesting that if these actions are approached in a holistic, interconnected way, the East African region can nurture and sustain a promising policy environment. In doing so, education systems can address the teacher shortage and improve the quality of teaching, and attend to the rights of their teachers, ensuring that these teachers are more likely to want to stay in the profession.

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 Communities⁵³ was signed in March 2019 by IGAD member states, including Uganda, 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.

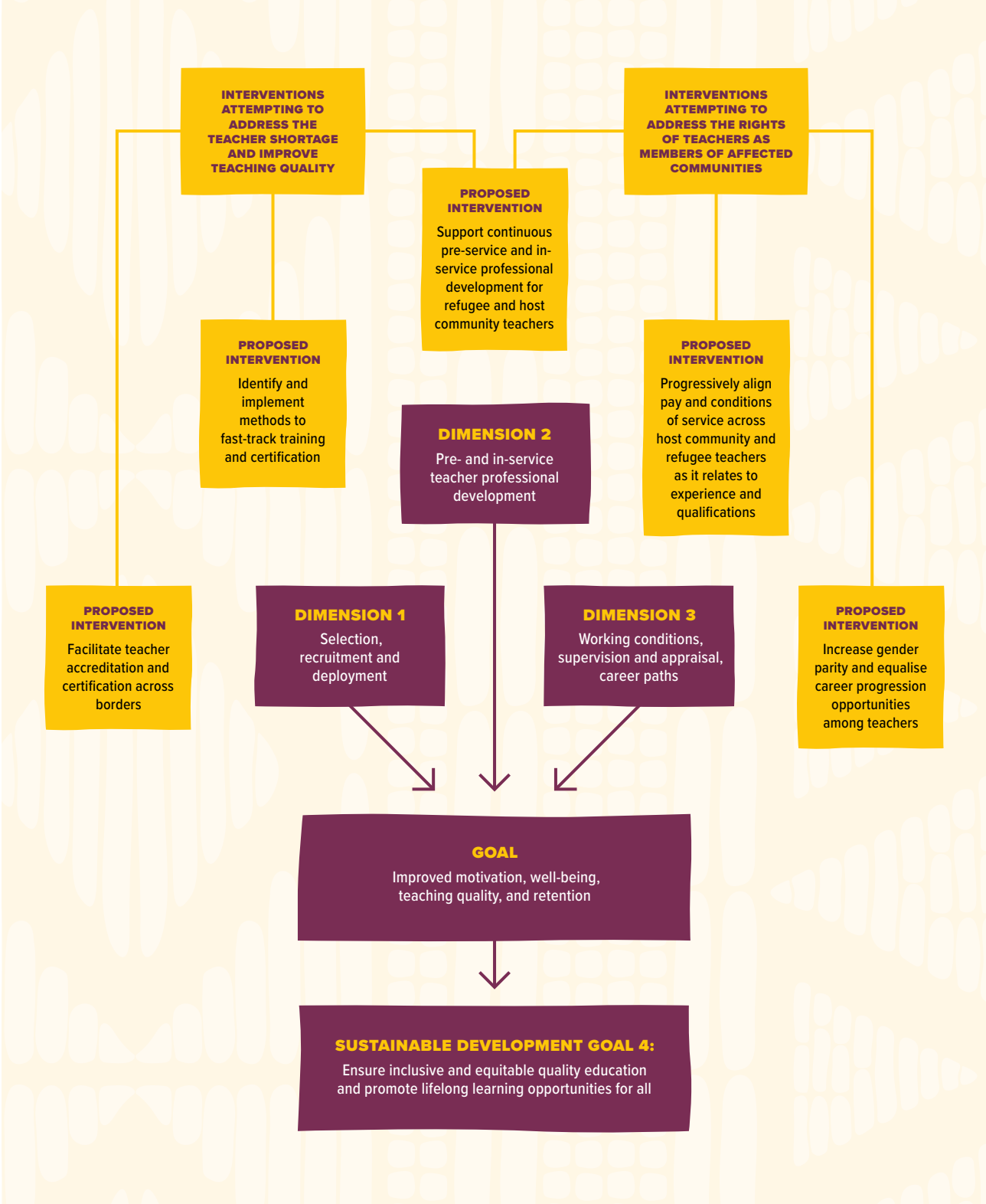
National refugee policy frameworks

As indicated above, Uganda has a long history of dedication to refugee management. Ugandan policies that pre-date both the CRRF and GCR have provided access to national services, including primary education opportunities equivalent to those for Ugandan nationals, via the Refugees Act of 2006. Furthermore, the Refugee Act grants refugees the right to work and freedom of movement. The Refugee Regulations of 2010 guarantee incorporation into local communities through settlements.

⁴⁶ See <https://igad.int/> ⁴⁷ IGAD (2017a) ⁴⁸ IGAD (2017b) ⁴⁹ Ibid. ⁵⁰ IGAD (2017c) ⁵¹ IGAD (2017d) ⁵² IGAD (2017d) ⁵³ IGAD (2019)

Figure 2: The Djibouti Plan of Action as a holistic approach to teacher management and a policy lever for SDG4

Source: Developed by authors



Uganda and the Comprehensive Refugee Response Framework

The CRRF Road Map 2018–2020

Published by the Ugandan government in 2018, the CRRF Road Map 2018–2020⁵⁴ outlines how Uganda can relieve pressure on refugee-hosting districts, meet the needs of refugees and host communities, and further promote the inclusion of refugees into the national education system. In the document, communities that host refugees are the primary focus, rather than refugee-only settlements, and refugees and host community representatives are provided routes for active participation in the decision-making process. In shifting attention to host communities, the Ministry of Education and Sports (MoES) is positioned to draw on CRRF funds and take responsibility for coordinating education initiatives in those communities, benefiting refugees and community members alike.

Uganda Country Refugee Response Plan 2019–2020

The Uganda Country Refugee Response Plan⁵⁵ serves as a transition plan towards sustainable refugee response programming in Uganda. The Plan, which contributes to the implementation of the GCR and CRRF, aims to ensure protection, compliance with international standards, and a paradigm shift from refugee care and maintenance to one where they enjoy inclusion and self-reliance. The Plan provides a needs analysis according to sectors; for education, the Plan indicates that the sector will ensure quality education. Displaced teachers are to be provided opportunities to continue in the profession and engage in continuous professional development (CPD) for ‘child-centred pedagogy, psychosocial support, classroom management, and life skills.’⁵⁶ Regarding language of instruction, a key concern for multilingual refugee settings, schools will first support mother tongue literacy and then provide bridging language courses, bilingual teacher assistance and community programmes to increase engagement with schools. While the Plan for the period 2019–2020 guided our work, a revised Plan covering the period 2022–2025 was launched in May 2022.⁵⁷

Education Response Plan for refugees and host communities in Uganda

Working in collaboration with UNHCR and other humanitarian and development partners, the Government of Uganda developed its first Education Response Plan for Refugees and Host Communities in Uganda (ERP I)⁵⁸ in 2018 as an annex to the national Education and Sports Sector Strategic Plan (ESSP).⁵⁹ Under Objective 1 of the ESSP, the sector calls for the development and implementation of programmes to ensure the provision of quality education to refugees and the host communities, with the aim of improving learning outcomes, bridging humanitarian and development programming, and advocating for predictable and sustainable financing for

emergencies and protracted crises. It recognises the importance of system strengthening and close partnership with government bodies under the leadership of the MoES.

The ERP I is a clear entry point for all refugee interventions in the education sector in Uganda. The Plan identifies insufficient resources as a significant obstacle to providing quality and inclusive education across Uganda and especially in refugee-hosting areas. To ensure that refugee children can access education in host communities, the Plan calls for support to existing infrastructure and capacity development at the local and national level. With the large influx of refugee students, several targeted responses are indicated, including double-shifting to reduce pupil–teacher ratios, increasing the ‘ceiling’ for the number of teachers allowed on the government payroll in a district, and recognising the credentials of refugee teachers so they can be recruited to work. Recommendations are also made to address gender disparities, such as recruiting female teachers and ensuring proper WASH facilities. Continuous professional development, especially for managing large class sizes and working with traumatised learners, is also specified.

With the CRRF and GCR drawing additional international funding to support education in host communities, and the ERP establishing a framework for the provision of education locally, the Ugandan government is well positioned to coordinate educational initiatives for all children in refugee-hosting communities. However, while ERP I mainstreams refugee issues, it does not include information on costing. ERP II is in development, building on ERP I and UNHCR’s Global Education 2030 Strategy.

Policies related to education

As noted above, national education policies also apply to refugees. The three key education policies will be described briefly below.

The Education Act 2008

The Education Act 2008⁶⁰ provides a legal framework for the provision, regulation and management of education in Uganda. It covers various aspects, including the structure of the education system, control and management of schools, curriculum development, teacher qualifications, quality control of education and school management. In Part III of the Act, it is stated that basic education shall be provided and enjoyed as a right by all persons.

Education and Sports Sector Strategic Plan (ESSP 2017/18–2019/20)

The ESSP provides an overview of the programmes and goals for the education and sports sectors, including expected costs and approaches for monitoring and evaluation. The policy evaluates

⁵⁴ MoES (2018b) ⁵⁵ UNHCR (2019b) ⁵⁶ UNHCR (2019–2020) ⁵⁷ OPM and UNHCR (2022) ⁵⁸ MoES (2018a) ⁵⁹ MoES (2017a) ⁶⁰ MOES (2008)

the current state of the education sector and sets out policy objectives: for 2017–2020, the primary focus was on achieving equitable access and delivery of quality, relevant education, and enhancing the efficiency and effectiveness of programme delivery. Priority interventions include expanding government schools at all levels of education, increasing the number of classrooms in the existing schools, strengthening the school inspection system, establishing a semi-autonomous body in charge of inspection and supervision, and improving the national education data system.

The 2012 Education Service Commission Regulations

The 2012 Education Service Commission Regulations⁶¹ provide a statutory instrument for teacher management. Relevant for this report, Part III of this document explains key management processes, including those for appointing teachers, the filling of vacancies, probationary periods and promotion of teachers, among others. Teachers undergo a six-month probationary period before being fully appointed in their role. The regulations also stipulate forms of misconduct and commensurate disciplinary actions to be taken by the ESC in response. While the document describes overall regulations around appointment, confirmation, promotion and discipline of the public officers within the Education Service, it does not fully describe the details of teacher management, such as career progression or rewards for teachers.

Policies related to teacher management

As indicated earlier in the report, the MoES is the central body that oversees education, determines policy, establishes qualifications and regulates teacher training. In 2014 the Ministry commissioned development of the Teacher Management Information System (TMIS), which complements the existing Education Management Information System (EMIS) and ensures the collection, management and analysis of data related to teachers. At present, teachers are encouraged to register with TMIS, but there are reports that the system may be phased out in the future. As previously mentioned, since refugees are entitled to the same rights as Ugandans according to the Uganda Refugee Act, these policies also apply to refugee teachers.

Handbook on teacher/instructor/tutor education and training policies

The Handbook on teacher/instructor/tutor education and training policies⁶² was published in 2010 by the MoES with the support of USAID and Uganda National Institute for Teacher Education (UNITE). This document is not a policy document, but rather a handbook of practical information. More specifically, the Handbook is intended to increase awareness and enable

implementation of teacher training and management policy. Research indicated that education managers did not have adequate knowledge about existing policies, and so the Handbook was developed to communicate policies and act as a source of reference. In it, increased accountability for educational resources is made possible through Customised Performance Targets and School Improvement Planning targets. Instructor training is clarified as the responsibility of the MoES for both primary teachers and primary teacher preparation tutors. Teacher education is available in two formats: a two-year pre-service plan or a three-year in-service plan.

Teacher Incentive Framework for Uganda

This framework⁶³ is aimed at addressing teacher motivation challenges, especially for primary school teachers, who form the largest percentage of national teachers. Several short-term strategies and long-term priority actions are discussed, including teacher housing, hardship allowance and a probation period for pensionable positions. This document is intended for policymakers, researchers, development partners, community leaders, school administrators, teacher trade unions and other sector players who have an interest in improving teacher performance and learner outcomes.

The National Teacher Policy

After years in development, a National Teacher Policy (NTP)⁶⁴ was finally approved in 2019, but implementation was delayed for a few months due to COVID-19. The Policy aims to restore the status of the teaching profession through three key mechanisms: (1) a Teacher Management Information System; (2) a National Institute for Teacher Education; and (3) a Teacher Council. Through the NTP, the MoES promises to further professionalise the teaching profession by raising the minimum entry standards and phasing out the Grade III certificate, and through all teachers being required to have a degree that includes pedagogical training and practical experience. This will go hand in hand with the increase in salaries. Furthermore, teachers will be required to register with the TIMS to help cut down on the problem of ghost teachers and forging of papers. In addition, all teachers will be required to participate in Continuous Professional Development and renew their licence every two years. Finally, the Teacher Incentive Framework should support the efforts of the MoES to improve the status and conditions of the teaching profession. The policy was designed to fill existing gaps in teacher management to increase teacher quality and facilitate a more consistent workforce across all levels of education, both public and private. Despite the withdrawal of the comprehensive policy, reforms in teacher management have nevertheless been enacted, such as expanding teacher housing, providing hardship allowances and requiring a probation period for pensionable teaching positions.

⁶¹ MoES (2012) ⁶² MoES (2010) ⁶³ MoES (2017b) ⁶⁴ MoES (2018c)

Part 1b

Perceptions of policy enactment

During interviews, research participants were asked about different policies relating to refugees and/or teacher management, including what they knew about the development of policies and how they are enacted in practice, that is how they are disseminated, interpreted and implemented. This section will briefly discuss awareness and understandings of the CRRF and related policies before turning to an exploration of perceptions of the enactment of the NTP, as this policy entails big changes for teacher management across the country, including in refugee settlements and for refugee teachers.

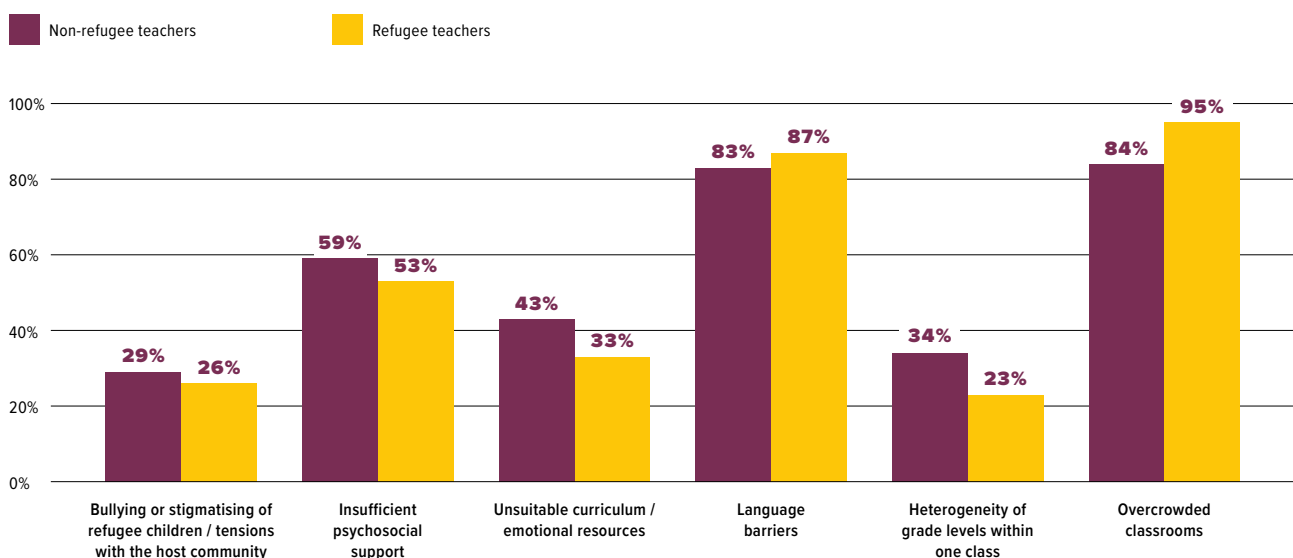
Awareness of refugee-related policies and understandings of inclusion

As can be expected, awareness of the CRRF and related policies was higher among central-level stakeholders and partner organisations than among district- and school-level stakeholders, as they have been more directly involved with policy development and/or implementation in this area. However, interviewees at all levels, including the school level, were aware of the country's progressive policy

environment for refugees, noting that refugees have a legal right to formal employment (provided they have the correct documentation) and that refugees have the right to access education on the same terms as Ugandan nationals. In general, most of both refugee and non-refugee teacher respondents to the teacher survey stated they believed refugees are able to participate in society and that they would find it rewarding to teach refugee learners, though they identified a number of key challenges when it comes to the provision of quality education for refugee learners, which are captured in figure 3 (below).

According to an interview with a senior representative from the MoES, Uganda's commitment to the inclusion of refugees in national systems pre-dates the CRRF, though a UNHCR representative noted that before 2016, there was not a lot of movement in terms of the actual inclusion and integration of services for refugees. He went on to explain that the education sector in Uganda was the first to plan with the CRRF vision in mind, and that all policies in the sector are now 'anchored' in the global and regional CRRF agenda, with 'a movement towards inclusion and integration of services for refugees.'

Figure 3: Main challenges to providing quality primary education for refugees and host communities Source: Teacher Survey, 2021



This commitment to implementing the CRRF in the education sector is also evident in the region as a whole: in 2017 Uganda played a leading role in developing the Djibouti Declaration on Refugee Education and Plan of Action described above. As with the CRRF, the Djibouti Declaration has acted as a mechanism for codifying Uganda's commitment to refugee inclusion, which is evidenced by the mainstreaming of refugee education into national education sector plans through the development, implementation and review of a national costed Education Response Plan (ERP) to guide the refugee response as an annex to the country's national Education Sector Strategic Plan. Uganda's progress in the implementation of the ERP was recently reviewed at a consultation meeting between IGAD and the Government of Uganda (IGAD, 2022). Finally, it is important to note that the Steering Committee for the Education Response Plan for Refugees and Host Communities is chaired by the Commissioner for Basic Education, in recognition of the fact that in Uganda, refugee education is a mainstream issue.

Enactment of the National Teacher Policy

The NTP was developed by the MoES in collaboration with partners. It is research-based, building on the *Teacher Issues in Sub-Saharan Africa (TISSA)* report, which highlighted many issues including teacher absenteeism, lack of motivation, lack of harmonised teacher training development and lack of coordination of continuous professional development, among other challenges. Most interviewees at the central level described the development process as participatory, and they noted that inputs were sought from multiple levels of the system. Indeed, this was confirmed by district- and school-level preliminary findings:

The development is done at national level; the government comes up with the policies which they have to table before Parliament. For us, we are always consulted as they come up with these policies and we participate in dissemination to local government and schools. (Dept. CAO, Isingiro District)

When the MoES is developing a policy, it consults the DEOs, especially for matters concerning refugees. (DEO, Kiryandongo District)

According to representatives from the MoES and UNESCO, a careful strategy for communication was developed, including the use of radio and TV campaigns. According to district-level findings, local government officials, teachers' unions and education humanitarian partners demonstrated a high level of awareness of teacher management policies and a good understanding of different policy provisions, highlighting relatively successful dissemination to these stakeholders.

We have so many policies that are on our shelves and they are gathering dust. And why, because we come up with very beautiful ideas, but implementing these ideas remains a very big challenge on our part. So, we need to be supported in ensuring that the policy sees the light of the day and doesn't remain just a book. (Director of Basic and Secondary Education, MoES)

Despite the care taken to communicate the benefits of the policy, some school leaders and local government leaders noted that teachers had concerns about how the change would affect them. A representative from the MoES, however, indicated that this was a natural response to change:

The fear of change is natural in a human being. And I think at every level, in every country, the more people hear about change, the more you rest assured that they are not saying you're welcome. So, of course, we get hiccups, but we know that we shall overcome them. (Director of Education Standards, MoES at central level)

Policy dissemination to school-level structures is generally conducted by DEOs, through orientation of headteachers, who then orient teachers and other stakeholders such as SMC and PTA members on given policies through staff meetings, policy awareness seminars and regular school meetings. During interviews, it was identified that centre coordinating tutors (CCTs) had been providing workshops on the NTP. However, at the school level, our survey indicated that 83% of refugee teachers answered 'no' to the question 'Are you aware of any policy changes/political changes that have impacted you as a refugee teacher in Uganda (or will impact you in the future)?', versus 53% for non-refugee teachers. These lower levels of awareness at school level were noted during interviews as one of the key obstacles to the success of the interpretation and therefore the implementation of the policy.


The implementation of the NTP is being supported in part by the Norwegian Teacher Initiative, according to UNESCO representatives, and there is also a task force in place to oversee implementation. So far, the first module of TMIS has been launched, UNITE is in the process of being created, and the establishment of the Teacher Council is being discussed.

While there appears to have been widespread consultation and dissemination of the policy at multiple levels, there remain challenges with interpretation, particularly at the school level, with some head teachers and teachers seeing the NTP in narrow terms, focusing only on requirements for upgrading. In fact, one head teacher referred to it as 'the Teacher Policy which requires teachers to go and upgrade'. Another head teacher also noted that the 'policy ensures teachers go back to school' but, on a positive note, explained that this was 'of a great value towards ensuring quality education'.

Part 2

Who teaches refugees in Ugandan schools and how are they managed?

This part addresses the second of the three study objectives, to explore who teaches refugees in Ugandan schools and how these teachers are managed in practice, by examining:

- a.** who is teaching refugees in Ugandan primary schools
 - b.** recruitment and deployment
 - c.** teacher training and professional development
 - d.** job conditions, supervision and appraisal, and career path
 - e.** motivation, well-being, teaching quality and retention
- 

Part 2a

Who teaches refugees in Ugandan primary schools?

This section covers the characteristics of teachers in refugee settlements, including their qualifications, roles in school, gender and backgrounds.

Ugandans make up the majority of the teaching workforce in both refugee settlements and surrounding host communities

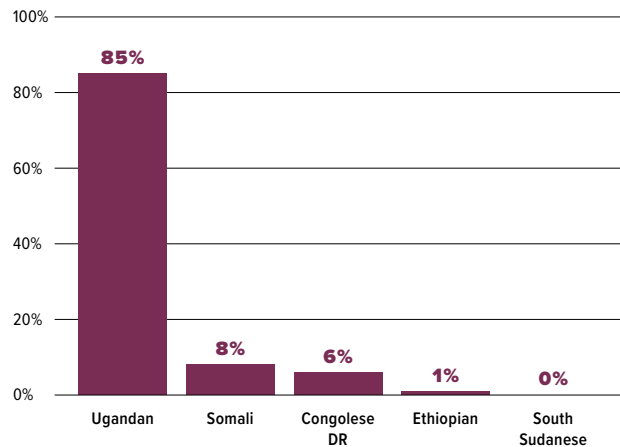
According to the Education Response Plan (ERP) Steering Committee Chairperson, 'Uganda is one of the few countries in the world where refugees are integrated into the national education system' and this extends to refugees who wish to become teachers. However, most survey respondents were Ugandan, as per figure 4 (right), which indicates that refugee learners are mostly taught by Ugandan teachers.

Whether in host community schools or in refugee settlement schools, most teachers are certified Ugandan teachers, with a significant share having prior teaching experience. Indeed, 70% of the 828 Ugandan teachers surveyed were teaching at another school before starting at their current school.

Most uncertified teachers are found in refugee settlement schools

There remain a number of uncertified teachers, and they are more likely to be found in refugee settlement schools. Of the teachers responding to our survey,

Figure 4: Nationality of teacher survey respondents (N=979) Source: Teacher Survey, 2021



73% of uncertified teachers teach in government and community schools located in refugee settlements, and the remaining 27% teach in schools in host communities. Those refugee teachers are younger on average than their national counterparts and tend to have less prior teaching experience. Of the 151 refugees surveyed, 19% had no prior working experience, against 4% of national teachers. In addition, the research found that there are teaching assistants functioning as teachers in schools in refugee settlements despite not having adequate teaching qualifications. In fact, in one of the refugee settlement schools surveyed, the teaching staff was made up of refugee teaching assistants only.

Table 11: Number of schools with different shares of assistants among teaching staff by school type (N=122) ⁶⁵

	0%	1%–25%	26%–50%	51%–75%	76%–100%	Total
Host community	55	7	5	0	1	68
Refugee settlement	6	35	9	2	2	54
Total	61	42	14	2	3	122

⁶⁵ The survey administrators visited 122 schools that employ teacher assistants – in other visited schools, there were only regular teachers.

Box 7: Role of classroom assistants

Classroom assistants can either be Ugandan nationals or refugees. According to Ugandan policy, uncertified refugees (or those who have not had their qualifications recognised) can work as classroom assistants. They are often recruited for language needs and the role exists in all Ugandan schools. There are no minimum requirements to become a classroom assistant, and all assistants are on a one-year contract with no benefits. Interviewees indicated that the role of teaching assistant is

particularly important in schools in refugee settlements as they are needed to support teachers faced with overcrowded and multilingual classes, especially those working with non-English-speaking students. National teachers who were interviewed noted the vital role played by teaching assistants to overcome the language barrier with refugee students and pointed to the need to have more teaching assistants to provide support. One of them noted that:

In our school with over 3,000 learners, we have one teaching assistant. Yet in each class, teachers face the issue of the language barrier. We have students speaking Kinyarwanda, Kirundi, Kinyagwisha, Kinyakore – however, the teaching assistant can only translate Kinyarwanda, Kirundi, Kinyagwisha and Kiswahili. Therefore, we need more teaching assistants.
(Head teacher, primary school with a majority of refugee students, Isingiro District)

There is a shortage of female teachers in both settlements and host communities

According to the ERP Endline Report, males represent almost two thirds of the teaching workforce in Uganda.⁶⁶ This finding was corroborated by the interview with the ERP chairperson, who highlighted that males make up the majority of teachers, particularly when it comes to leadership roles.⁶⁷ According to a UNESCO survey, fewer females achieve higher education in Uganda, and therefore fewer females are qualified to apply for teacher positions.⁶⁸

Table 12 (right) provides a summary of the statistics of teachers in the participating districts by gender, based on the survey conducted for this study. It highlights that there are indeed a majority of male teachers in the four districts examined.

Table 12: Gender repartition in the teaching workforce in the four districts visited

Source: Teacher Survey, 2021

	Male	Female
Kiryandongo	52%	48%
Nakivale	56%	44%
Kyaka	57.5%	42.5%
Rwamwanja	54%	46%

⁶⁶ UNESCO (2022) ⁶⁷ MoES (2018c) ⁶⁸ MoES (2022)

Figure 5: Who are the refugee teachers? Source: IIEP based on a combination of MoES, UNESCO and Teacher Survey (N=151) data

Who are the refugee teachers?

Gender and age



66%

of refugee teachers surveyed are male⁶⁹

50%

of refugee teachers surveyed are under 29 years old

Place of residence and secondary education



Most originate from the DRC, Somalia, Burundi, Rwanda, Ethiopia, South Sudan, Sudan and Eritrea⁷⁰

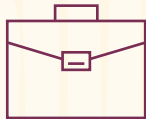
60%+

of refugee teachers surveyed have been living in Uganda for more than five years

52%

of refugee teachers surveyed attended secondary school in Uganda

Work experience before current assignment



Refugee teachers tend to have had less prior working experience than nationals before their current assignment (out of the 151 refugees surveyed, 19% had no prior working experience, against 4% for the nationals).

Before teaching at their current school:

36%

were not working

21%

were teaching at another school

13%

were occupied with other responsibilities

13%

were undertaking other work outside of the school setting

Recruitment entry level



Refugees tend to be recruited as teaching assistants – refugee respondents report teaching lower grade levels (1 to 4) compared with Ugandan teachers (5 to 7).

Grade 1–4

generally taught by refugee teachers

Grade 5–7

generally taught by Ugandan teachers

⁶⁹ UNESCO (2020) ⁷⁰ Ibid.

Part 2b

Recruitment and deployment of teachers

Recruitment of teachers

1. The successful implementation of the TMIS system to date promises to aid in the recruitment and upskilling of qualified teachers in line with National Teacher Policy (NTP) requirements

Clause No. 13 of the Education Act 2008 states that ‘No person shall teach in any public or private school of any description unless he or she is registered as a teacher or licensed to teach under this act’. In virtue of this Act and following the recommendations of the TISSA report⁷¹ about the lack of reliable data on qualified teachers, the MoES initiated the development of the Teacher Management Information System (TMIS) in 2014. The system’s primary objective is to reduce instances of forgery of documentation and the number of ‘ghost teachers’ – ‘people who are there, but who are not trained and yet they are teaching’ (MoES Director of TVET). All teachers are required to register through the TMIS as part of the recruitment and deployment process.

While a small share of national teachers indicated that TMIS registration was a requirement in the recruitment process, none of the refugee teachers indicated that TMIS registration was a requirement according to our survey. Most refugee teachers do not have verified Ugandan education qualifications or a Ugandan national identification number, and this acts as a barrier to their registration since these are required documents.

2. There is a clear distribution of roles and responsibilities in the recruitment of teachers, and a positive collaboration between the MoES and humanitarian partners

The recruitment of national teachers in refugee settlement hosting districts is made possible due to a clear distribution of roles and responsibilities between stakeholders and the increased autonomy of districts following the 1997 decentralisation policy, including when it comes to hiring decisions. District-level interviewees indicated that this

Box 8: TMIS as key to supporting the implementation of the National Teacher Policy

The development of the TMIS was commissioned by the MoES in 2014 and officially launched in 2019, and at time of writing it was still being finalised. The establishment of the TMIS is aimed at helping to support data-informed teacher management, in particular for recruitment and training, but will also be key to tracking progress on the implementation of the NTP itself. Indeed, as mentioned on the official website, ‘according to the Teacher Issues in Sub-Saharan Africa (TISSA) report, Uganda faces challenges in the quantity and quality of teachers at all levels’.

The report also revealed that Uganda lacks reliable data on teachers, with most of the administrative data being manually generated. To address these concerns, UNESCO, in collaboration with the MoES, is implementing the Capacity Development for Education for All (CapEFA) programme for teachers, and TMIS is one of the key components of this initiative. The implementation of the TMIS module is also an aspect of strengthening the Education Management Information System (EMIS) and broadening teacher

data needs across several sections of the Ministry.⁷² According to an interviewee at the central level, the successful implementation of the TMIS will be key to full implementation of the NTP. Teachers can upload information relating to their training and qualifications, which will then be checked through a rigorous verification process, thereby helping to reduce the number of ‘ghost teachers’ and falsified documents, which were identified as major obstacles by the TISSA reports.

⁷¹ MoEs (2014) ⁷² Ibid.

procedure worked well because the districts are well placed to respond to the needs identified at the school level by head teachers, as explained by a chief administrative officer (CAO) from Kiryandongo:

Decentralisation empowers communities and LG (local government) to establish their need and define priorities. LG has the powers to hire and fire, this makes it easy to promote teachers and provide incentive plus enhance teacher management. (Deputy CAO, Kiryandongo District)

For teachers recruited both by the government and by the government and by humanitarian partners/NGOs, it is headteachers who are responsible for identifying and communicating staffing needs. According to a district education officer (DEO) from Kyegegwa district, head teachers apply established standards whereby:

If a school's pupil–teacher ratio is greater than at the national average (53:1 in 2012), then every 53 pupils over and above 371 (53 x 7 primary grades) will justify the need for an extra teacher. Staffing needs are based on the universal formula that the minimum number of teachers in a school is seven, plus one head teacher. (DEO, Kyegegwa District).

For teachers recruited by the government, head teachers communicate staffing needs to the DEO through the office of the CAO. The DEO then consolidates the staffing needs for the entire district and submits them to the Ministry of Finance, Planning and Economic Development (MoFPED) during the budgeting cycle for the next financial year. For teachers who are recruited by humanitarian partners/NGOs, upon receiving the school teaching demands from the head teacher, the Education Officer of the partner organisation checks the approved budget for a given financial year and advises the HR department on the number and category of teachers to be recruited.

Despite the policy on decentralisation, interviewees noted that because decisions on budget allocation are primarily made by the MoFPED, there is reduced flexibility and response speed at the district level. Furthermore, as noted in the TISSA report, the budget received by districts from the MoFPED is not sufficient to fully cover staffing needs. Therefore, some government schools need to recruit teachers off the payroll with the support of school management committees (SMCs) (see box 9, right) or with the support of humanitarian partners. In refugee settings, we found that there is a formal and positive collaboration between the government, UN agencies and implementing partners in the recruitment of teachers on humanitarian partners' payrolls, as exemplified by the fact that the Commissioner for Basic Education is also the ERP Steering

Box 9: Role of SMCs and PTAs in the recruitment of teachers

The role of the school management committees (SMCs) is framed by the Education Act of 2008, which establishes the role of SMCs as managing schools. In practice, SMCs tend to intervene when the government's budget cannot cover the staffing needs. The SMCs mobilise funds through PTAs. While the SMCs' role is stated in the Education Act, there is no official guidance to orient their role in the recruitment of teachers to cover staffing gaps. Instead, this is done as a parent initiative to address teaching gaps. Furthermore, during interviews, it was noted that most of the SMCs and PTAs did not have or were not aware of any guiding policies or other documents outlining their roles and responsibilities, which leads to challenges, including potential duplication of efforts between the two bodies, etc.

Committee Chairperson. MoES and district officials tend to work closely with the education partners through regular meetings and NGOs try to follow government guidelines.

3. National and refugee teachers must meet the same recruitment criteria

In terms of requirements, both national and refugee teachers must meet the same criteria. The recruitment process is merit-based, meaning that all teachers, whether recruited by the DEOs or by NGOs, are subject to the same process based on qualifications and experience, as described below. In addition, the recruitment process consists in checking that teachers have a minimum level of education and requires the submission of an application letter and participation in an interview. Furthermore, as mentioned earlier, all teachers must register through the TMIS system to be appointed at a school. Refugee teachers must also provide proof of their refugee status.

In practice, our research indicates that teachers do meet minimum recruitment requirements which were in place prior to the NTP, though there will likely be challenges in meeting new requirements, particularly for refugees, who at time of writing made up only a small proportion of the teaching workforce. Our survey indicated that as per requirements, most teachers were recruited upon review of their level of education, a letter and an interview. The survey also showed that out of the 151 refugee respondents, 95% had their proof of refugee status checked. Overall, most teachers surveyed tended to find the recruitment process straightforward,

including the refugee teachers. Across all respondents, 84% agreed or strongly agreed with the statement, 'The application process for this teaching position was easy for me.'

3.1 Until 2019, primary school teachers had to hold a Grade III certificate, but with the new NTP, all teachers will be required to have a degree, which poses many challenges, in particular for refugees

Until 2019, to become a primary school teacher a candidate had to hold a teaching qualification known as a Grade III certificate, awarded after a two-year training course at a recognised primary teacher college.⁷³ This requirement also applied to refugees, who enjoy the same rights to formal education and employment as national candidates according to Ugandan law. However, with the launch of the new NTP, candidates must now hold a Bachelor's degree in education, consisting of three years of coursework followed by one year of practical experience, or a Bachelor's degree in a different subject that includes pedagogical training. Teachers already in the teaching profession will have to undergo refresher courses to broaden their skills and upgrade their qualifications. This process should be completed within the next ten years, officially by 2030.

As pointed out by the Commissioner of Basic Education, also acting as Chairperson of the Education Response Plan, the phasing out of the Grade III certificate and the raising of the minimum entry requirements are intended to improve the status of the profession and the quality of teaching. Indeed, most teachers interviewed indicated a desire to upgrade to meet the requirements of the NTP. During a focus group at a school in Nakivale, teachers explained that the CCTs had outlined what they would be required to do to upgrade during workshops organised by Windle and other partners, with two teachers having already started the process.

However, with many teachers only holding a Grade III certificate (including 80% of our survey respondents), there are financial and time implications associated with upgrading a large amount of the workforce. Teachers may lack the resources to upgrade, and while some education partners have been providing financial support, it has been done on an ad hoc basis and there are no formal mechanisms yet in place.

Furthermore, as central-level interviewees indicated, COVID-19 slowed progress in implementing these requirements. There were delays not only to the establishment of UNITE, the paring down of primary teacher colleges (PTCs) and the shift to pre-service degree programmes at the PTCs, but also to the admittance of the first cohort to these degree programmes. These issues will be discussed in more depth in Part 2c.

3.2 Mechanisms for refugees to have qualifications from outside Uganda recognised do exist, but workforce participation by refugee teachers remains low

In an effort to ensure refugees' access to the labour market, the Ugandan authorities, jointly with the International Labour Organization (ILO) and national education partners, have put in place a mechanism to equate refugees' academic and professional qualifications obtained in another country. Particular attention has been given to supporting refugees currently employed as classroom assistants whose qualifications have not yet been validated, as once this validation has taken place, they will be able to secure employment as teachers. This process continues to receive attention from various partners, who recognise it as a promising way to ensure transferability of skills in the East African region in line with the Djibouti Plan of Action (see box 10, page 44), and initiatives have been put forward to build awareness and provide information about the process. For instance, the PROSPECTS initiative, which was supported by the ILO and implemented by the National Council for Higher Education (NCHE) in partnership with Windle International Uganda, aimed to create awareness about these mechanisms in the Rhino Camp and Nakivale Refugee Settlements.⁷⁴

However, although there have been initiatives to create awareness and sensitisation about these processes, interviewees indicated that many refugees are not aware of the processes. In particular, interviewees at multiple levels mentioned the absence of a formal structure to specifically manage refugee teachers, including for teacher training and administrative processes, as not being supportive to the implementation of these promising mechanisms. Furthermore, they also indicated that for refugees from Francophone countries, such as the DRC, in addition to linguistic differences, there are also logistical differences between the Francophone and Anglophone systems that make it difficult to equate qualifications.

3.3 Refugees who do not meet qualification requirements are often hired as teaching assistants, though often they still have to take on full teaching duties

As a result of challenges with the equation of qualifications, only a small number of refugees get their qualification equated. Refugees who do not meet the minimum teaching qualification requirements, or whose foreign qualifications have not been equated by a recognised institution, can be employed as teaching assistants, as described in Part 2a. Our survey shows that of the 151 refugees surveyed, only 26% occupy teaching positions, while the rest are working

⁷³ Note that Uganda's teacher training system, including pre- and in-service programmes, will be discussed in more depth in Part 2c. ⁷⁴ Windle International Uganda (2021)

as teaching assistants. The qualitative data revealed that refugees and Ugandans who work as teaching assistants often find themselves taking on full teaching duties, meaning that some classes are staffed by unqualified teachers. One classroom assistant in Nakivale reported:

We were told classroom assistants were to only translate, however on reaching the school most of us were deployed as teachers due to teacher scarcity. This was a difficult situation for we end up working as teachers not teaching assistants.

3.4 Partners have been implementing fast-track training and certification programmes for refugees, which appear to be relatively well attended though ad hoc in nature

To ensure that refugees have the opportunity to obtain teaching positions, partners have been implementing fast-track training programmes and certification, in collaboration with the MoES and PTCs. A central-level interviewee from the MoES explained that these programmes will help refugees to obtain the certification required to teach according to national standards. These programmes will be discussed in more detail in Part 2c. However, from the interviews we found that there is no formal process for implementing these fast-track training initiatives, and that at time of writing such interventions had only been implemented to respond directly to localised needs.

While 68% of refugee respondents who are teaching assistants do not have a teaching qualification, they have similar levels of education to Ugandan teachers, as per table 13 (below). Just over half (52%) of classroom assistants do not hold teaching qualifications. Among those (N=79), 84% are currently participating in training programmes to obtain the minimum required qualifications.

Table 13: Highest level of education (refugees N=151, national N=829)

Source: Teacher Survey, 2021

	Refugees	Nationals
Some primary education	4.0%	0.1%
Completed primary leaving certificate	4.6%	1.0%
Some secondary education	1.3%	0.7%
Completed O-levels	58.3%	69.0%
Completed A-levels	14.6%	3.9%
Higher than secondary	17.2%	25.3%
Total	100.0%	100.0%

Box 10: Alignment with the Djibouti Declaration

In Uganda, there has been a strong alignment between national policies and the Djibouti Declaration Action Plan, which indicates a clear commitment to the inclusion of refugees in the national system. In particular, the country has put in place frameworks and mechanisms to address the teacher shortage, for example by facilitating the recognition of teachers' foreign certifications. Further, through its fast-tracking process, the country aims to improve the number and quality of teachers in refugee settlements by re-training, registering and licensing refugee teachers.

'Return to country' remains the preferred solution, as emphasised during an interview with UNHCR. As such, ensuring that refugee teachers are treated as right holders and members of the affected community can ensure that they are adequately trained and ultimately equipped with skills that will be useful in their home countries, which in turn helps to ensure self-reliance and prospects for refugees.

Deployment of teachers

1. Roles and responsibilities of actors in charge of deployment appear well defined, reducing time between recruitment and deployment

Regarding the deployment process, interviewees suggested that there is a clear understanding of roles and responsibilities. A CAO from Kyegegwa district explained that after teachers are recruited by the District Service Commission, the DEO is then in charge of communicating the list of teachers chosen to the CAO, who takes over the orientation and posting to schools. The CAO finally authorises the deployment by signing the deployment form. According to a programme manager from Windle, for teachers and teaching assistants recruited by humanitarian partners and NGOs, deployment is supervised by the recruiting agency's HR department and its field programme officers in close collaboration with the DEO. As a result, interviewees suggested that the operational deployment mechanisms and good coordination between actors tend to reduce the time between teachers applying for a position and the moment when they are deployed. According to our

interviews, most teachers are deployed within two to four weeks after applying, and the process is even quicker for refugee teachers than for national teachers:

The longest is 30 days but teachers access the payroll within the 30 days. (Chairperson of District Service Commission, Local Government, Insingiro District)

2. TMIS helps to ensure that the deployment process is data-informed and facilitates equitable allocation of teachers across regions in line with the National Teacher Policy (NTP)

As previously noted, the criteria for teacher allocation are two-fold: each class must have a teacher, and the pupil–teacher ratio (PTR) should not be greater than 53:1, though disparities persist across districts. At the time of writing, the teacher–class ratio was equal to 1 nationally but varied from 0.4 to 2.0 across districts. In Kiryandongo, for instance, 63% of schools faced a deficit of teachers, while 18% had the appropriate number and 19% had a surplus.

The systematic registration of teachers through the TMIS aims to ensure that the deployment of teachers is data-informed and to tackle the disparities across regions in the allocation of teachers. At the time of writing, the TMIS was still relatively new, which means that not all teachers have registered yet, especially those recruited before the implementation of the system.

While the systematic use of the TMIS to accompany the deployment of teachers is promising, the considerable variation in pupil–teacher ratios across districts indicated the lack of an allocation strategy, especially in areas where the numbers of refugee students fluctuate. Although in every district visited during fieldwork, MoES and UNHCR representatives raised the issue of fluctuating numbers

Box 11: Attention to gender balance in the National Teacher Policy

At time of writing, in Uganda, males make up most of the teaching workforce, particularly in the leadership positions. The NTP aims to encourage female application by explicitly assigning to head teachers and principals the role of ‘checking gender imbalances in staffing’.⁷⁵ In addition, the NTP also provides standards, including criteria for the selection of teachers to ensure that the selection of candidates is based on ‘objectivity and equity’⁷⁶ with the first of the five equity criteria relating to gender.

and how it represents a challenge in allocating teachers, we found that there is no specific policy to guide the quick deployment of teachers in districts where the numbers of refugee students fluctuate. Interviewees pointed out that the pupil–teacher ratio was exceptionally high in some areas, such as in the Nakivale Settlement, where the ratio can be as high as 99:1. In contrast, in other regions like Kiryandongo or Kyaka, the ratio is lower and sometimes close to 53:1. As noted in the TISSA report, the issue is more about allocating teachers rather than recruiting teachers.⁷⁷ During interviews, we found that DEOs could put temporary measures into effect to post teachers in schools when receiving special requests from head teachers facing an influx of refugees in their schools. This facilitates the allocation of teachers where needed while the Ministry prepares the revision of the ceiling for schools in the district.

⁷⁵ MoES (2018c) ⁷⁶ Ibid. ⁷⁷ MoES (2014)

School Vignette

Spotlight on recruitment and deployment in Nakivale Settlement

Overview

Nakivale settlement faces challenges relating to poor road infrastructure and limited water access. Furthermore, the high rate of population growth in both the settlement and the district at large has resulted in significant resource constraints. The administration of Nakivale is managed by the Office of the Prime Minister (OPM) on-site settlement management team, led by the Ugandan Settlement Commander. Education partners' coordinating offices operate in the same location as the OPM under the leadership of the camp commandant. Four of the nine primary schools in the settlement and one school in the host community were visited for the research.

Recruitment and deployment issues in the settlement

In Nakivale, there is a relatively high PTR in the settlement with an average PTR of 79:1, suggesting an issue in the recruitment of a

sufficient number of teachers (see table 14). As a result, some schools practised a double-shift system to deal with high enrolment. To fill this gap, SMCs (through PTAs) are heavily involved in the recruitment of additional teachers in the settlement schools, as noted during an interview with a PTA in Birinduma:

If the school is lacking teachers, we sit with the head teacher to discuss about the observed gap, after which, we inform the DEO about the observed gaps [...] In case the need is not addressed as PTA we employ teachers. In the PTA budget, there's a minute about teachers where we cater for teachers' lunch. (Parent-teacher association, Host community school, Insingiro District)

In addition, humanitarian partners play an active role in the settlement, not only by organising continuous professional development training and supporting the construction of classrooms but also through recruiting teachers to cover the staffing gaps in schools, including both teaching assistants and professional teachers.

Table 14: Overview of Nakivale settlement

Source: Authors

Pupil-teacher ratio

Sch 1 1:87

Sch 2 1:59

Sch 3 1:104

Sch 4 1:54

Sch 5 1:93

Education partners

Main partners

1. Windle International, Uganda
2. Save the Children
3. UNICEF
4. UNHCR
5. Norwegian Refugee Council

Other education partners

1. Feed the Hungry
2. War Child Holland



Nakivale

Part 2c

Teacher training and professional development

Pre-service teacher training

1. According to the NTP, pre-service training will be a degree-level programme delivered under the umbrella of the Uganda National Institute for Teacher Education (UNITE)

According to the TISSA report, primary teacher training falls under the remit of the Pre-Primary and Primary Teacher Education (PTE) division at the Teacher Instructor Education and Training department of the MoES. As mentioned in Part 2b, until 2019 and the implementation of the NTP, to become a primary school teacher a candidate had to participate in a two-year pre-service training programme at one of Uganda's 52 recognised primary teacher colleges (PTCs). Primary teachers intending to upgrade their status would participate in a programme at one of six national training colleges (NTCs). The establishment and management of these institutions is the NCHE, who are also responsible for regulating the quality of provision, equating of qualifications.

With the launch of the NTP in 2019, primary teaching was redefined as a degree-level profession, meaning existing teachers are expected to upgrade from a Grade III certificate or diploma to a degree, and that prospective teachers will need to enrol in Bachelor's programmes before entering the profession. To facilitate this change, the Ugandan government established an umbrella body for the management and regulation of pre- and in-service teacher education across Uganda known as the Uganda National Teacher Training Institute (UNITE), which is described in more depth in box 12 (right).

The newly created UNITE will be responsible for supervising the PTCs. Under the new NTP, the number of PTCs will be reduced from 46 to 23, which includes the suppression of private institutions, as required by the NTP, which stipulated that private teacher training should end. According to the director of Technical Vocational Education and Training (TVET), at the time of writing 'the driving factor for the reduction in the number of PTCs is the fact that we recently had a report from our National Planning Authority to indicate that we actually have more teachers than we need' (though it is important to note that while there is not

a teacher shortage in the country as a whole, high and/or fluctuating pupil–teacher ratios remain a challenge in refugee settlements).

The Director of Education Standards, who was responsible for overseeing the establishment of the institution, noted that there had been delays in the implementation of UNITE. COVID-19 and the subsequent lockdown significantly affected the implementation calendar. As of mid-2022, the NCHE was yet to approve UNITE programmes and administrative structures, which is necessary before it can fully assume its role.⁷⁸ At the time of writing, UNITE had not yet admitted students for the 2022/2023 academic year.

Box 12: UNITE, mandated to supervise teacher education programmes of PTCs and NTCs

A key priority for the implementation of the National Teacher Policy was the establishment of the Uganda National Institute for Teacher Education (UNITE), which will conduct specialised teacher education and training programmes for both pre-service and in-service teacher trainees at pre-primary, primary and secondary education levels. It will also implement Continuous Professional Development (CPD) programmes and provide professional and technical support services to Teacher Training Institutions and the MoES with academic programmes, teacher education and accreditation. In particular, UNITE will be tasked with supporting the upgrading of teachers to become degree holders and supporting the conversion of PTCs to degree-awarding institutions. A task force was created to set up the institution, which will be housed by Shimoni PTC. Once accredited by the NCHE, UNITE will be a multi-campus institution with a main campus at Shimoni and five other satellite campuses geographically distributed (formerly the five NTCs). UNITE will be offering four-year programmes for teachers.

⁷⁸ The Independent (May 2022)

2. Refugees are entitled to formal pre-service training but few of them are aware and/or able to enrol

Refugees are entitled to participate in pre-service training under Ugandan law. This is in line with the Djibouti Declaration Plan of Action, which refers to the need to support fast-track training opportunities and pre-service professional development for refugees. At the time of writing, the majority of teaching staff were Ugandans, which points to a gap in the operationalisation of the policy of equal access to the teaching profession for refugees provided that they meet the minimum requirements. As noted by an interviewee from a core PTC, although it is possible for refugees to equate their academic papers to be able to teach, there is actually no clear policy direction and path to Ugandan teacher certification available to refugees. Furthermore, as mentioned in Part 2b, there is a lack of a formal structure to accompany refugees, which was also recognised by key government representatives as a gap in supporting refugees' participation in pre-service training. This shows that there is still a need for a concerted effort to enrol more refugees in pre-service teacher training.

At the time of writing, partner organisations have supported the provision of pre-service training in refugee settlements. To ensure that refugee teaching assistants have the opportunity to progress to teaching positions, partners have been implementing fast-track training programmes. The teacher survey showed that of the 79 refugee classroom assistants who did not have teaching qualifications, 63 of them were currently participating in a teacher qualification programme, indicating promising initiatives from partners to support the upgrading of refugees. However, interviews also highlighted the over-reliance on ad hoc measures by NGOs and other humanitarian partners, suggesting the need to ensure that fast-tracking initiatives are formalised and that special measures are taken to enrol more refugees in pre-service training programmes at PTCs.

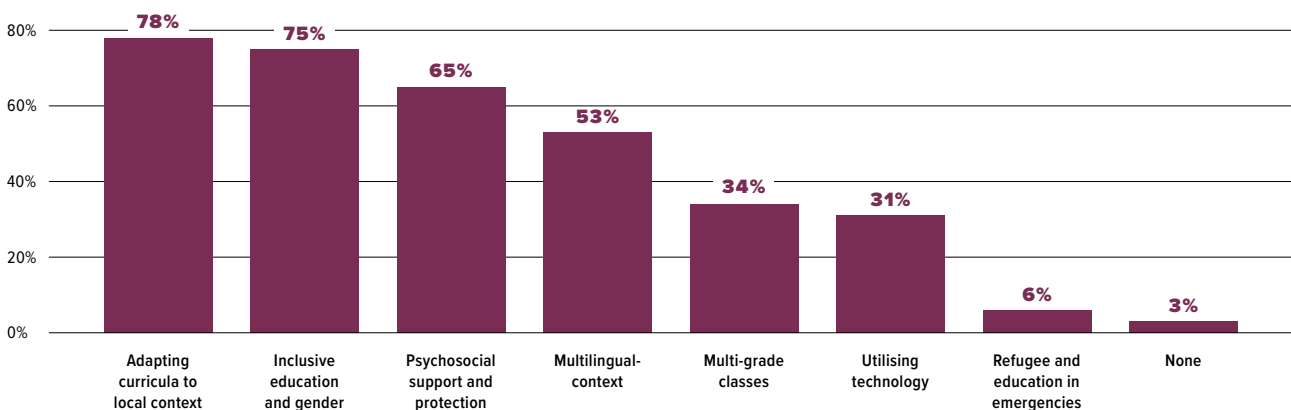
3. Teachers expressed satisfaction regarding the pre-service teacher training programmes, stating that they felt very prepared for teaching

According to interviews at all levels, pre-service teacher training is seen as essential for preparing teachers before they enter the profession. Among the 828 Ugandan teachers who participated in the survey, 98% hold a teaching qualification, of whom 96% had gained practical experience during their teaching qualification programme, whether in the form of observing other teachers teaching, or by teaching under the supervision of a qualified teacher or teaching without supervision. Of the Ugandan teaching qualification holders responding to the teacher survey, 88% declared that they felt very well prepared for teaching.

4. Teachers surveyed indicated a lack of training on refugee and Education in Emergencies topics

As mentioned in the TISSA report, pre-service training covers all basic teacher training courses, which are framed by policies and guidelines. As part of the reform of the teacher training of the NTP, teachers will be required to take specific courses on gender mainstreaming, HIV/AIDS, special needs education and psychosocial support (PSS) among others. According to the teacher survey, teachers receive training on how to adapt curricula to local contexts and how to teach in multilingual and multi-grade contexts, as well as training on PSS, inclusion and gender mainstreaming. However, although a few mentioned refugee and Education in Emergencies (EiE) education, we found that there was a general lack of training and orientation on how to support refugees. In addition, interviewees mentioned that these training sessions were provided by humanitarian partners/NGOs on an ad hoc basis rather than having been systematically integrated in pre-service training.

Figure 6: Topics studied during the teaching qualification programme* Source: Teacher Survey, 2021



*Note: percentages are expressed in proportion of national teachers who hold a qualification (N=808).

In-service professional development

1. Roles and responsibilities of actors involved in in-service professional development are clearly defined, and a National Teacher Council will be formed to oversee CPD and licensing

As with pre-service training, UNITE is now the overarching body responsible for CPD. A key role will also be played by the new regulating entity, the National Teacher Council (NTC), which will approve new CPD programmes and ensure teachers attend CPD every two years to renew their licence:

The National Teacher Council will provide guidance on the number of courses a teacher must attend over the two-year period to collect the required points against which his or her licence will be renewed. The institution was set up to ensure the teaching profession is in tandem with other professions. (Commissioner and Chairperson of the Education Response Plan, MOES)

At time of writing, UNITE had only recently been established and the NTC was yet to be created. This section therefore relates to how CPD has been implemented in practice prior to the NTP changes.

In-service professional development is provided and supervised locally by centre coordinating tutors (CCTs), who are attached to PTCs. CCTs coordinate with local governments and humanitarian partners where needed, through the DEO and head teachers. These later play a key role in professional development as teachers' resident supervisors. According to our survey, NGOs are the main CPD providers in refugee settings and schools that have a majority of refugee students. They organise ad hoc training based on local needs such as refugee education, gender and inclusion, and adapting curriculum to the local context, usually from two to four days of training, either in school or off-site. More than 95% of the respondents who attended such training found it very helpful.

In terms of needs assessment, there are clear mechanisms in place at school level to identify teachers' CPD needs. According to the school-based interviews and focus group discussions, the mechanisms include observing academic performance and discipline of teachers and students, looking at classroom assessment and monitoring classroom attendance, feedback from learners and teachers, observation by the school management committee (SMC) and gap analysis by humanitarian partners. Teachers' in-service professional development needs are also identified during the supervision and evaluation processes, which involves the CCTs, school inspectors, head teachers and deputy head teachers, sub-county chiefs, the DEO and the CAO, so that

Box 13: The NTC will play a key role as the professional regulating entity

According to our interviewees at central level, the National Teacher Council (NTC) is expected to play a central role in the implementation of the policy. The NTC's responsibilities will cover, among other things, accreditation of teachers, including registration and licencing, and institutionalisation of CPD. The NTC will ensure mainstreaming CPD for all teachers and approve all CPD programmes before they are offered to teachers.

At time of writing, the NTC had not yet been established, but it is in progress.

We have a task force in place which is working with us that make sure the two institutions, UNITE and the National Teacher Council, are established. We already have the bill on the table of the parliament. We are working on the principals to set up the National Teacher Council. (Assistant Commissioner, MOES)

Box 14: The role of CCTs

Centre coordinating tutors (CCTs), are key players on many issues directly affecting teachers, despite the scarcity of their resources. In particular, they are deeply involved in teachers' professional development; for instance, they conduct CPD sessions for teachers, both in schools and on site. They also provide technical assistance to the teachers, especially those who are newly qualified, as well as training to more experienced in-service teachers to improve their methods of teaching.

CCTs are also involved in more managerial aspects. As such, they build the capacities of various stakeholders through, for instance, mentorship and peer group meetings for head teachers and school administrators, SMCs, the centre management committees and all other stakeholders in education and schools.

there is a broader appreciation by all stakeholders of the need for special capacity building for teachers (see box 15, below). Teachers are encouraged to express their needs through departmental heads who act as supervisors.

2. While teachers express a willingness to participate in CPD, multiple barriers have prevented systematic participation, including the absence of a minimum requirement policy

Quality teacher training has been an objective of the MoES for a long time, as shown by the publication of the Handbook on teacher/instructor/tutor education and training policies in 2010. The mission of the training department according to this handbook is: 'To provide for, support, guide, coordinate, regulate and promote quality Teacher, Tutor and Instructor Education for the production of adequate, competent and ethical teachers, tutors and instructors'.⁷⁹ To this end, a series of activities ensures access to quality training opportunities and quality tutors for teachers through the recruitment and training of tutors, and the development and improvement of training institutions.

However, until recently, there was no policy to frame the organisation and requirements in terms of in-service professional development, including induction programmes. CPD was not systematically addressed by the education authorities, resulting in a scattered offer by the various stakeholders.

Box 15: ICT skills identified as key by teachers and head teachers

Interviewees mentioned the need to provide training in ICT. Indeed, the rapid expansion of internet and e-services provides an enabling environment for the efficient delivery of CPD. In addition, COVID-19 revealed teachers' lack of ICT skills, which was an important obstacle to implementing distance learning and calls for the inclusion of ICT in CPD programmes. Some initiatives were implemented using ICT, but training on how to use those tools was lacking, as explained by the principal at a PTC:

CCTs in settlements were given tablets, computers, and Kobo tools by humanitarian partners, but were not trained or supported to use them. Thus, ICT integration was not well aligned to CCT needs. (Principal, Core Primary Teacher College, Kabarole District)

Despite a lack of formal, organised training opportunities, more than 94% of refugee and non-refugee teachers surveyed were favourable to participating in CPD and in our survey responded 'very helpful' to the question: 'Overall, was the training helpful in improving your teaching and other aspects of your work?' At the time of writing, teachers did have a small number of hours available for professional development during term time, but because of the heavy workload, they tended to attend training and workshops during holidays, if at all. Ultimately, until recently, it has been up to teachers themselves 'to have time and individually engage in personal professional development activities of their choice' (School management committee, Kyegegwa District).

Our survey revealed that the top three CPD activities teachers had undertaken in the last 12 months (prior to the survey) were learning through reading materials, mentoring/peer-observation and informal peer mentorship. These results suggest that in the absence of a systematic and consistent training offer, there is an over-reliance on those types of CPD that are more easily accessible.

According to interviewees at the central level, teachers faced many barriers to accessing in-service professional development. As shown in figure 7 (page 51), heavy workloads and limited time, insufficient financial resources, a lack of incentives, and the absence of formal rewards for well-performing teachers are all given as reasons for not participating in CPD.

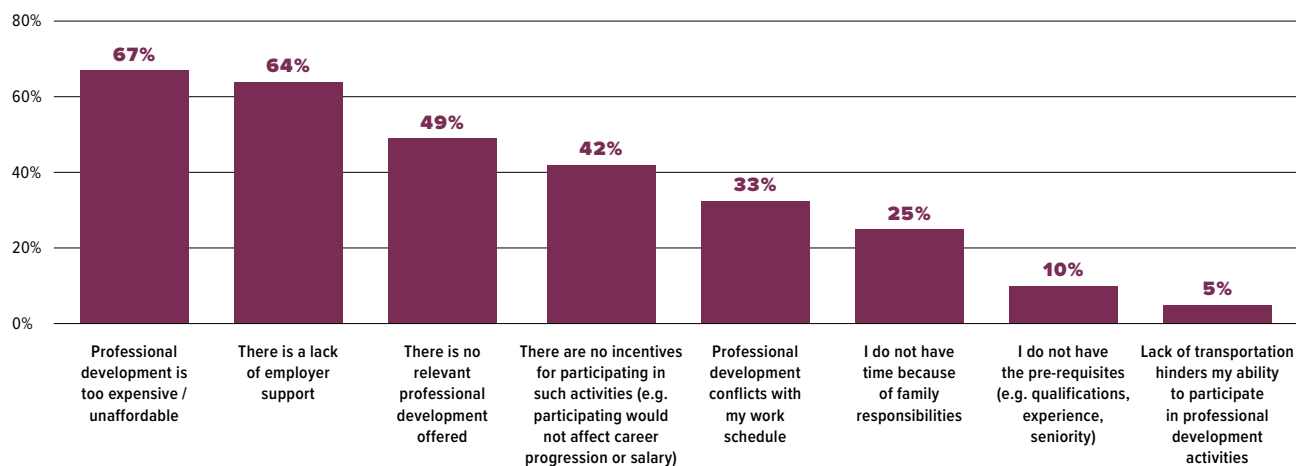
Development partners always say certificates are given to those who attend trainings but still, we have never [...] received certificates. (Teachers, Primary School with a majority of refugee students, Kamwenge District)

On the provider side, the limited number of CCTs and the scarcity of their resources, as well as the lack of appropriate ICT infrastructure, are also significant barriers to participation in CPD. Teachers also cited high costs, lack of employer support, long distances between schools and training, and scheduling conflicts, as reasons for not participating in CPD activities.

3. The new NTP could help ensure the regulation of in-service professional development

One of the four NTP objectives is to 'Strengthen pre- and in-service teacher training so as to enhance competences to effectively deliver quality learning outcomes and leadership at all levels of the education cycle'.⁸⁰ Such policy commitment represents an important step towards the enactment of the Djibouti Declaration's Plan of Action, which emphasises professional development of refugee teachers and teachers

⁷⁹ MoES (2010) ⁸⁰ MoES (2018c)

Figure 7: Reasons for not participating in CPD (N=828) Source: Teacher Survey, 2021

from host communities. UNITE was tasked with developing a framework for CDP to meet the NTP objective of strengthened pre- and in-service teacher training. At the time of writing, the CPD framework, which is based on an assessment of teacher training needs, had been developed, but implementation is still in its infancy.

CPD will be linked to evaluation, supervision and appraisals. Such a link aligns with the Teacher Incentive Framework (2017), in which it is mentioned that ‘CPDs must be institutionalised and used in teacher assessment, appraisal and career progression by all schools in five years’ time⁸¹ (the incentive framework will be discussed in more depth in Part 2d). Under the new NTP, teachers must renew their licence every two years to continue teaching, and ‘the re-registration will be based mainly on the CPDs that they take over the years, so there is now a strict mechanism for monitoring them, supervising, and also awarding points’ (Director of TVET, MoES).

In addition, the NTP also aims to fill a gap in terms of induction. Before the NTP there was no induction framework, and although newly appointed teachers should receive an induction by an experienced head teacher, less than half of surveyed teachers reported participating in such a programme. When induction did take place, responses suggested that it was most often a general orientation to the school, that is, in the form of an introduction to the staff and learners, rather than an actual induction into school culture, ethos, and teacher roles and responsibilities. The NTP aims to fill this gap by integrating into the strategies the ‘development and implementation of an induction and probation framework for teachers and heads of schools or institutions’.⁸²

4. In-service professional development for refugee teachers is increasingly given attention in the ERP and by humanitarian partners, who coordinate with local authorities

As per Ugandan laws, refugee teachers can benefit from the new CPD framework. In particular, the Education Response Plan (ERP) pays particular attention to quality education and training as part of Output 2 activities that mention and provide costing for the provision of CPD training and leadership training to school management teams. UNHCR works with district authorities to identify the training needs of teachers in refugee settings and then provides financial support to partners to deliver the needs-based training.

Box 16: The main providers of specific training and workshops are NGOs

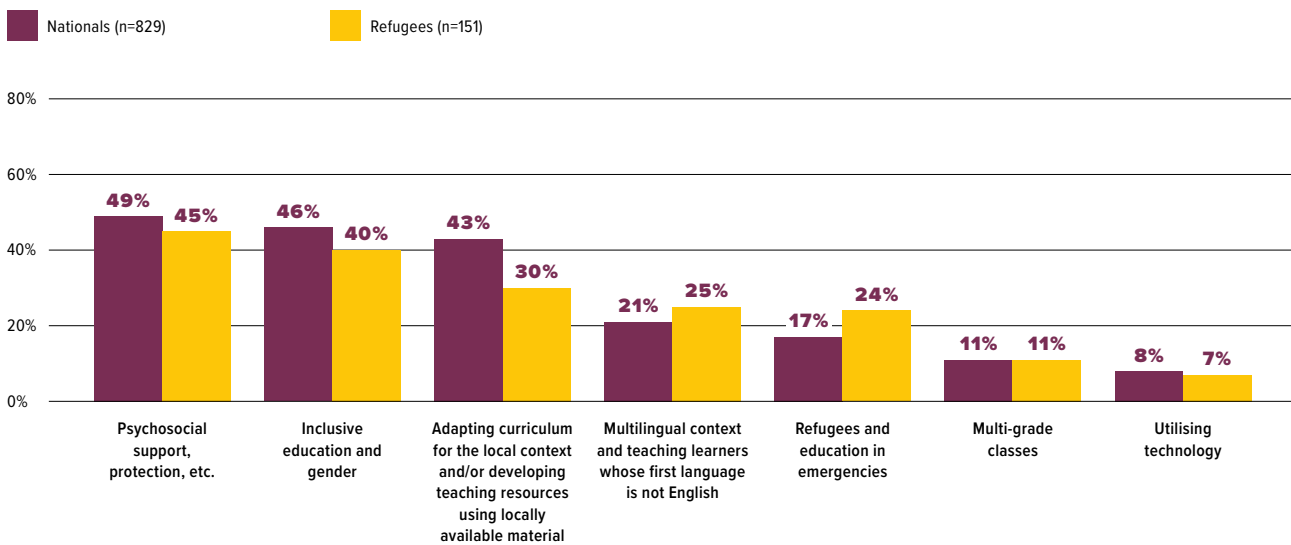
NGOs and humanitarian partners play a key role in the provision of in-service training opportunities in refugee settings. The offer covers a wide range of topics such as psychosocial support and protection, adapting the curriculum to local context, inclusive education and gender, and teaching in a multilingual context. The survey showed that humanitarian partners such as NGOs (including Finn Church Aid, Windle International, Humanity and Inclusion, and Save The Children), UNHCR and UNICEF, were the providers in most cases (almost three quarters of training was provided by NGOs). Humanitarian partners also provide capacity-building workshops, mentorship and training for the government, such as Education Cannot Wait training for a unit at the Ministry to develop psychosocial materials for teachers in refugee settlements.

⁸¹ MoES (2017b) ⁸² MoES (2018c)

Teachers have specific training needs when it comes to working with refugees, particularly for psychosocial support. In focus group discussions, teachers mentioned the difficulty of dealing with students exposed to traumatic situations, such as conflict, persecution and forced displacement. Our survey also revealed that among the skills teachers would like to improve the most were guidance and counselling. Our survey responses suggest that there are training opportunities

to address these needs. Of the 828 Ugandan teachers surveyed, 49% reported having had the opportunity to attend training on psychosocial support in the past five years, and this figure was 45% among the 151 refugee teachers. Training opportunities on other topics specific to refugees' needs are also available, as shown in figure 8 (below). However, as with pre-service training opportunities, in-service training is highly localised, ad hoc and facilitated by humanitarian partners.

Figure 8: Content covered in professional development in the last five years *Source: Teacher Survey 2021*



School Vignette

Spotlight on professional development in Kiryandongo Settlement

Overview

Kiryandongo settlement has greatly contributed to the rapid growth of Bweyale town council as an economic hub, fuelled by humanitarian partners investing in the settlement and host communities. From the interviews, we found that refugees are involved in small-scale economic activities; however, these do not yield enough revenue for survival and therefore refugees tend to continue to depend on humanitarian partners. Unlike the other two settlements visited in Phase 2 of the research, which are composed of only refugees, Kiryandongo is home to refugees mainly from South Sudan and internally displaced Ugandans mainly from Bududda. Four of the five primary schools in the settlement and one host community school were visited for the research. There is a relatively high pupil–teacher ratio in the settlement, which has an average of 1:78 (see table 15).

Humanitarian partners as key providers of CPD in the settlement

During school visits in Kiryandongo Settlement, we found that the majority of teachers in schools within the refugee settlements are in the early years of their teaching careers, averaging about three years of service. Professional training is mostly organised by humanitarian partners, including Windle International, in coordination with CCTs. Teachers are trained on new teaching practices and psychosocial support, and/or peace and unity. Humanitarian partners also provide professional development opportunities for teaching assistants.

Table 15: Overview of Kiryandongo settlement

Source: Authors

Pupil–teacher ratio

Sch 1 1:69

Sch 2 1:69

Sch 3 1:86

Sch 4 1:127

Sch 5 1:37

Education partners

Main partners

1. Windle International, Uganda

2. UNICEF

3. UNHCR

4. Finn Church Aid

5. Education Cannot Wait

Other education partners

1. Development response to Displacement Impact Project

2. Faith-based organisations



With the teachers in the school compound of Chanrom Primary School after the interview

Part 2d

Job conditions, supervision, appraisal and career path

Contracts, salaries and working conditions

1. The majority of teachers in Uganda are on government payroll, though some teachers are hired by humanitarian partners when the government faces budget constraints

As discussed in the introduction to this case study, the majority of teachers in refugee-hosting areas in Uganda work at government schools or schools run by humanitarian partners, which means that there are two major contract modalities for these teachers: contracts for teachers on the government payroll and contracts for teachers on humanitarian partner payrolls, see figure 9 (page 55). While most teachers working in government schools are on the government payroll, the government is not always able to allocate sufficient numbers of teachers due to budget constraints, as noted in Part 2b. As a result, teachers can be recruited by SMCs which mobilise funds through PTAs. Furthermore, humanitarian partners are sometimes relied on to help fill these empty posts. This is the case in particular in government schools with large numbers of refugee students.

As can be seen in figure 9 (page 55), teachers on the government payroll are permanent and pensionable, while teachers recruited by humanitarian partners are on contracts that are renewable annually based on good performance and availability of funds. UNHCR provides funding, together with other bi- and multi-lateral donors from the education development partner group, and gives support to implementing partners in the field, who oversee recruiting teachers where there are gaps, through the Project Partnership Agreement (PPA), a legal instrument. At the time of writing, teachers and teaching assistants were mainly on one-year contracts, with stricter conditions for contract termination than for teachers on government payroll, as summarised in box 17 (right).

There has been progress towards the inclusion of refugees and the alignment of working conditions with host communities, which is in line with the Djibouti Declaration Plan of Action. As previously noted, refugees are entitled to participate in the formal labour market in Uganda, provided they have the necessary qualifications and documentation,

Box 17: Contract modalities for teaching assistants

According to Ugandan policy, refugees can work as teaching assistants. They are often recruited for language needs.







- Role exists in all Ugandan schools.
- No minimum recruitment requirements.
- One-year contract and no benefits.
- The Education in Emergency Working Group recommended the gross salary for classroom assistants to be UGX 300,000.

which means that they can be hired to work as teachers on the same terms as Ugandan nationals. However, for reasons discussed in Parts 2b and 2c, refugees face other obstacles to employment, so it is Ugandan nationals who make up the majority of teaching staff in both government and humanitarian partner schools. Furthermore, the small number of refugee teachers are employed by humanitarian partners on one-year contracts, with the decision to renew their contract being based on performance and availability of funds. This system creates job insecurity, does not allow for any career progression, and makes long-term planning challenging.

Furthermore, refugees are also more likely to be recruited as teaching assistants than as teachers. The contract modality for teaching assistants is similar to that for teachers on the humanitarian partner payroll, in particular with the one-year contract modality. Teachers on humanitarian partners' payrolls are less protected and they face immediate termination upon breach of the code of conduct, abscondment from duty, or failure to comply with their contractual obligation, while the termination process for teachers on the government payroll is more complex. As noted above, for teachers on humanitarian partners' payrolls, their contract renewal is dependent on good performance and availability of funds every year.

Figure 9: Contract modalities of teachers on government and humanitarian partners' payrolls

Source: Report authors, based on MoPS (2021)

	Contract type: Teachers on the government payroll	Contract type: Teachers on humanitarian partners' payrolls
Status 	Permanent	One-year renewable contract based on performance and fund availability
Termination 	Employment Act and public service standing orders 2021 as amended	Termination clause in the contract anchored on the employment Act 2006 and synchronised with public service termination guidelines
Salary 	UGX 980, 211 to 499, 684 FY 2022/2023 ⁸³	Varies, but in the same range as government salaries
Pension 	Pensionable	Not pensionable; however, they have their benefits paid to the National Social Security Fund as guided by NSSF Act 1985 as amended in 2022
Leave 	Eligible for leave, including annual leave, special leave of absence, study leave, maternity and paternity leave, sick leave, and sabbatical leave (see TISSA)	Eligible for annual leave in line with the academic calendar. However, additional leave, such as maternity, paternity and sick leave, is granted on a case-by-case basis
Benefits 	<ul style="list-style-type: none"> • Hardship allowance for staff working in hard-to-reach districts • Travel allowance for teachers • Accommodation is available at schools for all teachers, but it is not able to accommodate all teachers • Access to free medical health care in public hospitals 	<ul style="list-style-type: none"> • Hardship allowance • Travel allowance for teachers • Accommodation is available at schools for all teachers, but it is not able to accommodate all teachers • Access to free medical health care in public hospitals

⁸³ MoPS (2021)

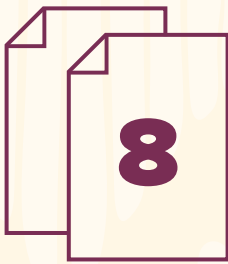
2. Workload is cited as one of the key things that teachers want to see improved

A key factor that affects teacher workload is the number of students for which the teacher is responsible. According to the government criterion, the pupil–teacher ratio (PTR) should not be greater than 53:1. However, according to the ERP, the PTR is close to 85:1 on average in refugee-hosting areas, although it varies across settings. According to our interviews, while in Kyaka and Rwamwanja the PTR was perceived as fair, as it is close to the 53:1 national standard (an average of 60:1 in Kyaka and an average of 50:1 in Rwamwanja), in the Nakivale Refugee Settlement the PTR was found to be as high as 104:1.

Regarding workload, of the 828 Ugandan teachers and classroom assistants surveyed, 95% work full time. In the sample, 16% indicated that they had another job besides teaching. For most teachers, the workload is perceived as fair, but when asked about the three things they would like to see improved in their work, workload and work–life balance were cited by about one third of them, after financial compensation and opportunities for professional development. The breakdown of activities was similar for refugee teachers surveyed.

Figure 10: Official scope of work for teachers in Uganda

Official scope of work



Eight lessons per day,
between the hours of
8am to 5pm



40 hours
per week



One teacher
per class



1:53 criterion
teacher–pupil
ratio



1:85 average
teacher–pupil ratio in
refugee settlements

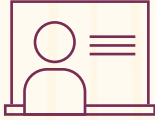


Can be supported
by teaching assistants,
including language support

Figure 11: Breakdown of time spent on each teaching-related activity Source: Teacher Survey, 2021

Time spent on teaching related activities

Teaching time



53% declared spending more than six hours on teaching regular classes a week



20% declared spending one to two hours a week on teaching remedial/catch-up classes



Lesson preparation



37% declared spending less than one hour a week on lesson preparation



9% declared spending more than six hours a week on lesson preparation



Grading



29% declared spending less than one hour a week on grading



11% declared spending more than six hours a week on grading



Staff meetings



41% declared spending between one and two hours a week on staff meetings



Extra curricular activities



29% of teachers spend less than one hour a week on extracurricular activities



Administration



62% of teachers spend less than one hour a week or no time at all on administrative tasks



3. Salaries remain low, which has implications for teacher motivation and retention

According to the TISSA report, low salaries are considered to be the main cause of dissatisfaction in Uganda. In an effort to address the issue of teacher motivation and ensure that teachers can sustain a decent living, the MoES introduced the Incentive Framework in 2017, which included an increase in salaries of teachers and also aimed to improve the status of the teaching profession. However, there have been delays implementing the different modalities of the Incentive Framework, which was further delayed due to COVID-19.

Salaries of teachers on humanitarian partners' payrolls are meant to be pegged to government salaries. This was corroborated by our survey, which suggests that the alignment of salaries between humanitarian partners and the government payroll has been successfully implemented. Over three quarters of teachers surveyed, whether Ugandan or refugees, indicated that they received a salary of between UGX 400,000 and UGX 499,000. This result is promising with respect to the Djibouti Declaration, which calls for alignment of salaries between national and refugee teachers.

Such a result should be nuanced, since refugees are more likely to be hired as teaching assistants rather than as teachers, and therefore receive roughly half of the payment that is received by teachers. In addition, for teachers hired by SMCs, they sometimes experience delays in salary disbursement when parents make late payments of the fees. However, there was evidence of promising initiatives regarding teacher compensation with the Uganda Intergovernmental Fiscal Transfers initiative, which involves the direct support from the World Bank to local governments to recruit and pay teachers working in refugee settings.

Box 18: The Teacher Incentive Framework (TIF) as a key lever for increasing teachers' salaries

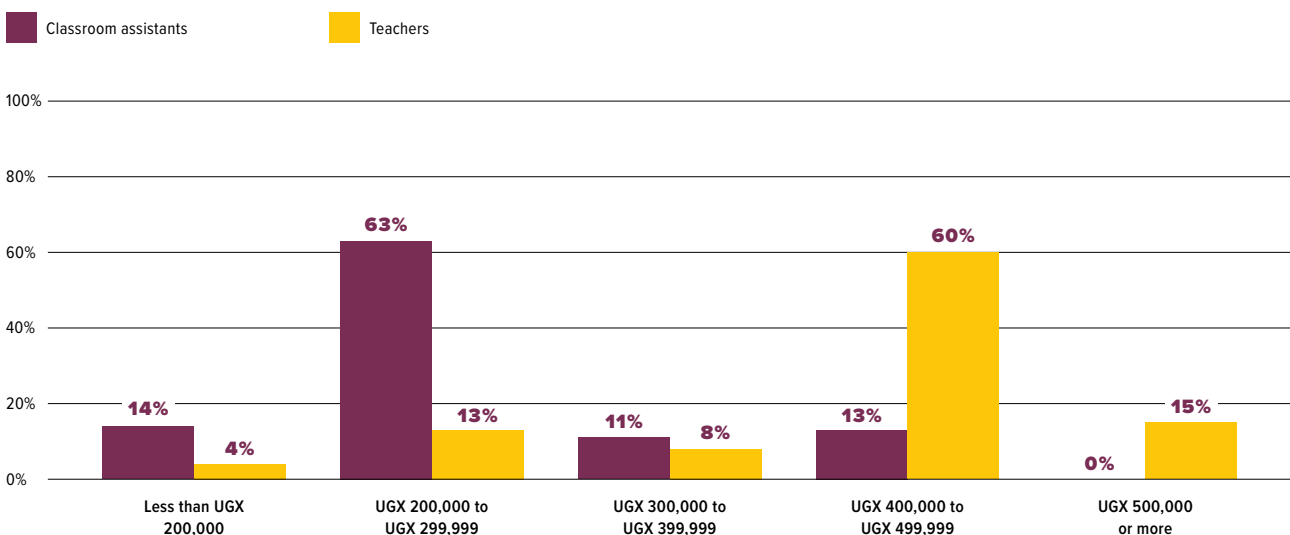
The TIF, developed in 2017, identifies short-term and long-term strategies to support the development of a motivated teaching workforce which will contribute to better learning outcomes. This framework arises from the findings of the TISSA report and other studies at national and regional levels which highlighted issues of teacher motivation as key factors affecting educational outcomes in primary schools in Uganda. The framework is sought to be implemented in both the public and private sectors across all levels of education, while a major focus has been put on primary education, which makes up the bulk of the teaching profession. Developed in parallel with the NTP, the framework will aim to drive policy change.

The initiative is limited in scope, reaching only about 600 teachers in total, but it was described as very positive.

4. While teachers working in hard-to-reach districts are eligible for hardship allowances, working conditions in refugee settlements are not attractive for teachers

Allowances for teachers on government and humanitarian partners' payrolls include a travel allowance, accommodation where available and free medical care provided through the government public health facilities. Teachers on

Figure 12: Salary/remuneration as reported by teacher survey respondents Source: Teacher Survey, 2021



the government payroll are also entitled to a monthly pension, proportionate with their rank, salary and length of service. Primary teachers working in hard-to-reach districts, including in refugee settings, are also eligible for hardship allowances of an additional 30% of their pay due to the additional responsibilities that they have to take on. Hardship allowances received by teachers on humanitarian partner payrolls are aligned with those received by teachers employed by the government and are provided by the humanitarian partners.

However, our interviews suggested that working conditions in settlements remain unattractive. Teachers do not systematically receive an allowance for working in vulnerable communities, and there is a lack of accommodation, leading some teachers to sleep in the classroom or to live in overpopulated accommodation. Moreover, although most of the refugee schools have good infrastructure in terms of classrooms due to the intervention of the education partners, in many government schools that also host refugees there is a lack of teaching and learning materials both for teachers and learners, such as libraries, computers and internet connections, which make the teaching conditions very challenging.

During focus group discussions teachers also expressed difficulties dealing with students fighting and lack of discipline, and explained how they sometimes feel insecure and powerless to reprimand and discipline students because they lack the appropriate training to deal with those challenges. Those challenges are particularly present in schools facing high pupil–teacher ratios.

5. Although unions play a critical role in improving working conditions, participation remains low and restricted to teachers on permanent, pensionable contracts

In Uganda, unions play a critical role in improving teaching and the living conditions of teachers, which remain precarious in many parts of the country, according to the TISSA report. box 19 (right) provides an overview of the two main teacher unions in Uganda, the Uganda National Teacher Union (UNATU), which is the union for government teachers, and the Uganda Private Teacher Union (UPTU), which is the union for private teachers. Since its creation in 2003, UNATU has been working on addressing several issues, including a growing sense of demotivation. As pointed out by interviewees, low wages and the lack of benefits, including accommodation at the workplace, have hindered the attractiveness of the teaching profession. The secretary of UNATU highlighted their active involvement in the formulation of the NTP and their consistent engagement with teachers through various platforms such as WhatsApp groups and online meetings,

emphasising that ‘The ministry had realised [UNATU’s] potential in terms of accessibility to the teachers.’⁸⁴

However, UPTU indicated they were not to be part of the NTP development, although they continue to organise workers in private schools for advancement and promotion of their socio-economic interests/welfare through collective bargaining and representation.

At the time of writing, 140,000 teachers were registered under UNATU according to the current General Secretary. According to our survey, among national teachers, 44% stated they would be interested in joining a teacher union, 25% said they were not interested and 28% had already joined either a national teacher union or a district-level one. Among the refugee teachers surveyed, only 2% (3) had joined a district-level teacher union, but roughly half of them (70) stated they would be interested in joining one. However, it is important to note that teachers on one-year contracts and teaching assistants cannot be members of teacher unions. Both UPTU and UNATU indicated that although national teachers in refugee schools are eligible to join the union, relatively few have done so.

Box 19: UNATU and UPTU

The Uganda National Teacher Union (UNATU) was officially registered as a union in 2003 for collective bargaining to find agreements to regulate working salaries, working conditions, pensions and other benefits. To become a member, a teacher has to pay a subscription of 1% of their salary. To date, UNATU has been organising campaigns to improve the quality of education, calling for an increase in pay and an improvement of working conditions, notably in response to the high pupil–teacher ratio. In particular, as mentioned by the General Secretary of UNATU in a blog post for Education International, the union has been working to improve the resilience of teachers in refugee settings. For instance, UNATU has been working in Palabek Refugee Camp, where they ‘advocated for a one-stop centre which handles all matters concerning teacher recruitment, deployment, confirmation and discipline’.⁸⁵

The Uganda Private Teacher Union (UPTU) was officially registered in 2016 as a national labour union with the mandate to organise workers in private schools. Like UNATU, UPTU seeks to promote labour rights and the general welfare of teaching and non-teaching staff in private schools.

⁸⁴ Bates (2021) ⁸⁵ Ibid.

Supervision and appraisal

1. The many actors involved in supervision and appraisal are well coordinated, with head teachers playing a key role as residential supervisors with support from district inspectors and CCTs

There is a clear distribution of roles and responsibilities between the different actors involved in supervision and appraisal, including head teachers, centre coordinating tutors (CCTs), school management committees (SMCs), chief administrative officers (CAOs), district education officers (DEOs), sub-county chiefs and humanitarian partners. As suggested by the head teacher in Kiryandongo District, there is strong coordination between the different levels and stakeholders:

I personally supervise teachers but I always work with key staff, i.e. the heads of units like the deputy head teacher and the director of studies, and we always use jointly developed tools. (Head Teacher, School with a majority of refugee students, Kiryandongo District)

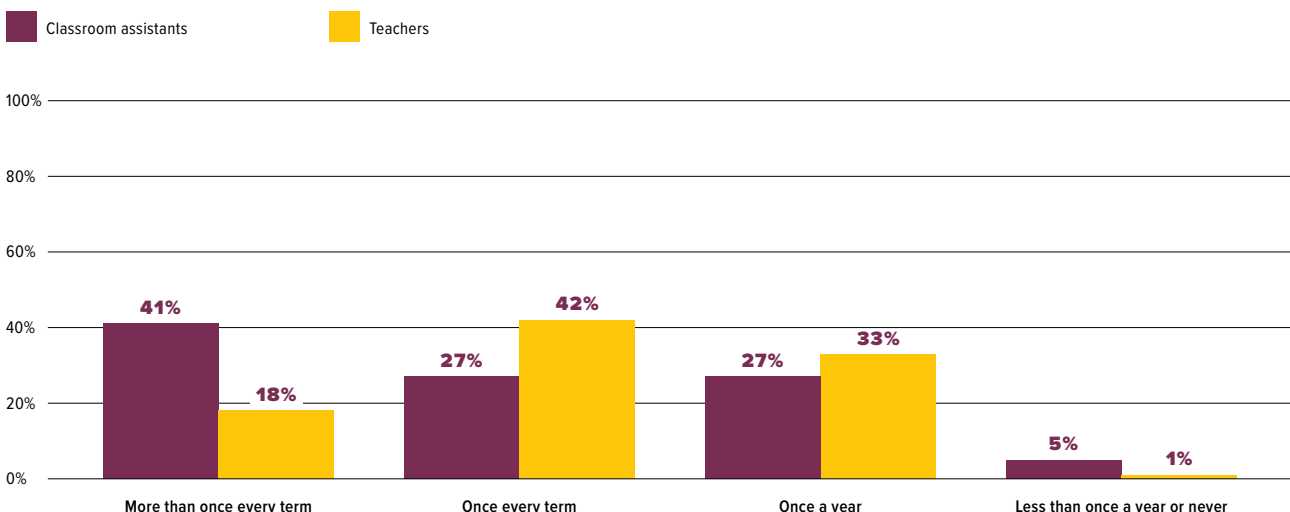
Supervision and appraisal are the ultimate responsibility of schools and day-to-day supervision is done by head teachers, who are known as resident supervisors and conduct supervision and staff appraisal with the assistance of SMCs and CCTs. In particular, head teachers moderate and review a teacher's scheme of work and supervise the design of school-based tools for supervision. The key role of headteachers was confirmed through interviews and the teacher survey. The survey (figure 13, below) showed that 60% of teachers have their teaching formally evaluated once every term or more than once a term by head teachers. In fact, head teachers are perceived as the 'first inspector' by both the central and district levels, mainly due to their daily presence on-site:

The headteacher is the one on the ground daily to do supervision of any sort; he is the first inspector to look at the quality and standards being achieved at school by the teachers, learners and support staff so that we can have a progressive, improving school. (Director of Education Standards, MOES)

Supervisors also play an active role in teacher evaluation. They evaluate teachers less frequently than head teachers do, but 48% of the teachers surveyed still have their teaching evaluated by an external supervisor at least once every term, and 46% more than once every term. One interviewee at the central level explained that there are not many resources devoted to supervision, which makes it complicated for supervisors to visit remote schools.

Head teachers receive support in various forms to play their supervision role. Key stakeholders supporting teachers in supervision, evaluation and appraisal include sub-county chiefs, district inspectors, CCTs, SMCs, the CAO's office, DEOs and the project officers for education partners. When it comes to reporting mechanisms, the headteacher reports to the inspectors and the sub-county chiefs. Inspectors are also involved in the supervision of the schools and they report to the DEO, and the DEO reports to the CAO, who conducts a final evaluation of all filled-in appraisal forms. The DEO monitors the supervision and evaluation process for teachers at the end of each calendar year, which involves monitoring school inspectors and associate assessors in their supervision exercise. Finally, the sub-county chief signs the performance agreement with the head teacher and reports to the CAO on the performance of the head teachers. However, concerns were raised about the lack of training for inspectors on the skills needed to supervise teachers, and in turn their ability to support head teachers.

Figure 13: Frequency of evaluation of teachers (N=845) and classroom assistants (N=134) by head teachers or senior staff
Source: Teacher Survey, 2021



2. The newly created Teacher Council seeks to play a critical role in supervision and appraisal

As mentioned in Part 2b, the Teacher Council is yet to be established. Once it has been set up, the Teacher Council's task will be to 'promote and ensure professional conduct among all teachers in the country' by developing procedures, as stated in the National Teacher Policy. In particular, it will be in charge of handling cases of professional misconduct, including teacher absenteeism, which was highlighted as a key issue in the TISSA report and reiterated during an interview with the Director of Basic and Secondary Education:

You must have heard reports about the number of teachers who do not attend classes. They are not professional. However, we don't have a mechanism that can monitor them. With this policy and with the Teacher Council now, a lot of these things will be streamlined. (Director of Basic and Secondary Education, MoES)

3. Strong supervision and appraisal mechanisms developed at the central level are in place

According to interviews with government representatives, there is a clear mechanism for the supervision of teachers, with tools designed by the Ministry of Public Service in collaboration with the MoES and implemented similarly across schools. Box 20 (right) provides an overview of the Teacher Supervision Tool. The Teacher Supervision Tool and national standards and frameworks developed at the central level are commonly used by all actors conducting evaluations. Interviewees noted that the government had a manual for appraisal which is developed by the human resources department. The appraisal process for teachers is based on the evaluation process results and is done at the end of every academic year. For community schools, while it is also handled by the MoES, UNHCR provides funding to support the process.

4. Teacher appraisal leads to improvements in teaching

According to teachers interviewed, teacher appraisal leads to improvements in teaching. The appraisal process for teachers is based on the results of the evaluation process and is done at the end of every academic year. Furthermore, there is a practice of setting targets during an appraisal period which the school uses to determine

Box 20: The Teacher Supervision Tool

In 2017, the Directorate of Education Standards of the MoES developed a Teacher Supervision Tool to harmonise support supervision across all primary and secondary schools in Uganda.⁸⁶ The tool consists of a lesson observation template to be used by the support supervision actors (e.g. school inspectors, CCTs, head teachers) during support supervision visits to schools, and the Head Teacher/CCTs' Coaching Tool. The template for lesson observation is included in the MoES's *Performance Management Guidelines for Tertiary Institutions and Schools*⁸⁷ and encompasses four dimensions of teaching: teaching preparation; lesson delivery; student engagement and gender inclusivity; and learner assessment and feedback. A recent study attempted to analyse the utilisation of this tool in improving teachers' effectiveness⁸⁸ through applying a mixed-methods approach to secondary schools in one district. The findings of this study 'revealed that there was improvement in teacher effectiveness in secondary schools in Rukungiri district between 2017, when the teacher supervision tool was introduced, and 2019'.⁸⁹

performance. These targets are set by teachers themselves with guidance from the head teachers. According to our survey, 96% of teachers interviewed agree or strongly agree with the statement 'Feedback and teacher appraisal lead to improvements in teaching quality at this school'.

Career paths

1. Well-performing teachers can be recommended for promotion based on the evaluation conducted by the DEOs

The teaching career path, which is mapped out in the Scheme of Service for Teaching Personnel, is dependent upon the evaluations conducted by the DEO. The Teacher Scheme of Service was formally introduced in 2008 to 'ensure that there is meaningful career and pay progression for all teachers that is well-structured, meritocratic, and transparent',⁹⁰ although it was suspended in 2012 for financial reasons.

⁸⁶ Tayebwa et al. (2021) ⁸⁷ MoES (2020) ⁸⁸ According to Tayebwa et al., (2021) effective teaching encompasses a teacher's ability to achieve planned goals and assigned tasks in alignment with school objectives. It emphasizes improving student outcomes, teacher behaviour and classroom processes, effectively translating the vision and performance standards into action. Additionally, effective teaching involves a strong understanding of subject matter, teacher beliefs and the capacity to enhance student achievement, whilst also facilitating the application of knowledge, skills, and attitudes across different contexts. ⁸⁹ Tayebwa et al. (2021) ⁹⁰ MoES (2017a)

In terms of mechanisms, the DEO evaluates the teacher performance reports submitted by the inspector and the head teachers and later provides recommendations for career progression and promotion. Recommendations and assessments done by the DEO are later submitted to the CAO for processing and confirmation. Teachers who perform well in an evaluation are always recommended for promotion in case an opportunity falls vacant. If a teacher is found to perform poorly in an evaluation, the head teacher oversees agreement on areas of improvement with the teacher. If a teacher is consistently performing poorly, the case will be forwarded to the office of the DEO.

2. Career progression opportunities are available, but only for teachers on the government payroll

Teachers on the government payroll appear to have a clear career progression pathway provided by the structures of the Ministry of Civil Service, based on attainment, years of service, performance, availability of salaries and vacancies:

When someone joins the government schools they have to start as an education assistant for 3 years, then do another 3 years to be promoted to senior teacher, then another 3 years to become a deputy head teacher and then another 3 years to become a head teacher. These promotions are also subject to the availability of vacant posts. (Deputy CAO, Isingiro District)

However, it was reported that teachers on humanitarian partner payrolls and hired by NGOs, including refugees, have no clear career progression within their terms of service.

3. While the NTP lays out clear career progression pathways, there are concerns about its implementation

The NTP will introduce three career pathways for teachers: the teaching pathway, the specialist pathway and the leadership pathway. The teaching pathway will focus on classroom teaching excellence, while the specialist pathway will enable teachers to specialise in a particular area, such as curriculum development, inspection, guidance and counselling, or special needs education. The leadership pathway will enable teachers to specialise in areas of leadership and management.

However, some partners expressed concerns about the feasibility of implementing these career pathways, because of the competing priorities when attributing funding and the limited capacity to monitor such a measure:

Looking at the new teacher policy and the fact that there are new distinct career pathways and differences in levels of support, we have to take into account the shortfall in the funds that are mobilized for the response. Within this framework, what is feasible? (Emergency Preparedness and Response Coordinator, UNHCR Uganda)

These concerns arise in a context where, according to the interview with the MoES Director of Education Standards, career pathways have not been very clear to date, with the resources to implement the 2008 Teacher Scheme of Service lacking.

School Vignette

Spotlight on refugee teaching assistants in Rwamwanja Settlement

Overview

The majority of the occupants in Rwamwanja settlement are Congolese, having fled from the M23 rebellion. It was observed at the time of the research that more refugees were being brought into the settlement. There is a challenge of accessibility due to the poor road network within the settlement. As observed in Nakivale and Kiryandongo, the engagement with both the local government representatives and schools in refugee settlements demonstrates a good working relationship between education partners and the local government. Four of the six primary schools in the settlement and a host community school were visited as part of the research (see table 16).

The role of refugee teaching assistants in supporting learning

Refugee teaching assistants play a key role in supporting overcrowded and

multilingual classes in Rwamwanja. Head teachers indicated that they communicate the need for refugee teaching assistants to education partners, and teaching assistants noted that they knew of existing vacancies through friends. Refugee teaching assistants are then recruited through humanitarian partners, for example FCA and Save the Children. Teaching assistants are mostly allocated lower classes and they work half days from 8am to 1pm. The major role of teaching assistants is to provide support in classroom language interpretation. However, the majority of the teaching assistants indicated having to teach because of the staffing gaps or absent teachers, while they receive a lower salary compared with fully qualified teachers:

As an assistant teacher, if the teacher you teach with goes on leave, you replace her/him until the end of the leave. (Teaching Assistant, primary school with a majority of refugee students, Kamwenge District)

Table 16: Overview of Rwamwanja settlement

Source: Authors

Pupil-teacher ratio

Sch 1 1:56

Sch 2 1:35

Sch 3 1:53

Sch 4 1:54

Sch 5 1:37

Education partners

Main partners

1. Windle International, Uganda
2. Save the Children
3. UNICEF
4. UNHCR
5. Finn Church Aid

Other education partners

1. Lutheran World Food Federation
2. Oxfam
3. WFP
4. Education Cannot Wait



An interview session with the head teacher at Kyempango Primary School

Part 2e

Motivation, well-being, teaching quality, and retention

Underpinning this research is the idea that strengthening the teacher management process, specifically through interventions in the three interconnected dimensions of recruitment and deployment, teacher professional development, and job conditions, supervision/appraisal and career path, will lead to improved motivation, well-being, teaching quality and retention in the teaching workforce. In this section, therefore, we explore the vision that the MoES 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 2014, the TISSA study reported issues of low motivation for teaching, with only 29% of teachers saying they wanted to remain in the profession, due to issues of salaries, work overload and lack of recognition. Recognising the importance of improving the status of the teaching profession in order to improve teacher well-being, motivation and retention, the Government of Uganda launched the National Teacher Policy in 2019. The key identified benefits of the NTP are summarised in table 17 (below).

Table 17: Key intended benefits of the National Teacher Policy ⁹¹

a.	Promotion and retention of a highly motivated, professional and ethically upright teaching force in Uganda.
b.	More effective management for better teacher productivity, discipline, retention and motivation.
c.	More competent teachers who can effectively deliver quality learning outcomes and leadership at all levels of the education cycle.
d.	Standardisation of the management, development and practices of teachers.
e.	Cross-cutting issues streamlined into all aspects of teacher training, management and practice at all levels.

The current status of motivation, well-being, teaching quality, and retention

Motivation and job satisfaction

1. The majority of survey respondents, both national and refugee teachers, describe a positive and supportive work environment and hope to remain in the profession for the next three years

Our survey data revealed that ‘passion for teaching’ was given by 88% of teachers as their main source of motivation, followed by ‘the opportunity to work with children’ and ‘a desire to help others’. Interviews also demonstrated high levels of motivation among both teachers and head teachers. According to the survey, a large majority of teachers described a positive and supportive work environment. This included good relationships with colleagues and students at school as well as with parents, respect of working hours and time for breaks during the day, and the ability to raise concerns about workload and working conditions without fear of retribution. In addition, around 80% of teachers surveyed agreed that they were satisfied with their job and, if they could decide again, would still choose to work as teachers. Over three quarters of teachers surveyed (78%) indicated that in three years’ time they would hope to be in Uganda, either where they currently are (50%) or in another part of the country (28%).

Teaching is my vocation, and I feel very proud of my job. In three years’ time, if I get a government job, I will be finishing my Bachelor’s. After getting a Bachelor, I will go for a Master degree. (Teacher, primary school with a majority of refugee students, Kamwenge District)

2. Some ad hoc efforts have been made to reward outstanding teachers

In terms of financial compensation, there has been some progress, notably with the harmonisation of teachers’ salaries between those on the government payroll and teachers employed by humanitarian partners, which aligns with the Djibouti Declaration’s Plan of Action. In interviews

⁹¹ MoES (2018b)

some head teachers reported that they reward teachers whose students perform well at Primary Leaving Examinations (PLE) with gifts in the form of money and certificates. NGOs have also been recognising outstanding teaching practice by awarding teachers with certificates, cash and other material items.

3. Several barriers to teacher retention remain, including low salaries, working conditions in refugee camps and unattractive contracts offered by humanitarian partners

While around 90% of teachers surveyed at the school level agreed or strongly agreed that the teaching profession is valued in society, and key informants at the central level indicated that teachers are valued as knowledgeable members of the community, the low salary makes it challenging to attract new teachers and retain those already in the profession. Of the teachers surveyed, 67% referred to financial compensation as an area they would like to see improve.

In addition, teachers on humanitarian partner payrolls have short-term contracts which highly impact teacher

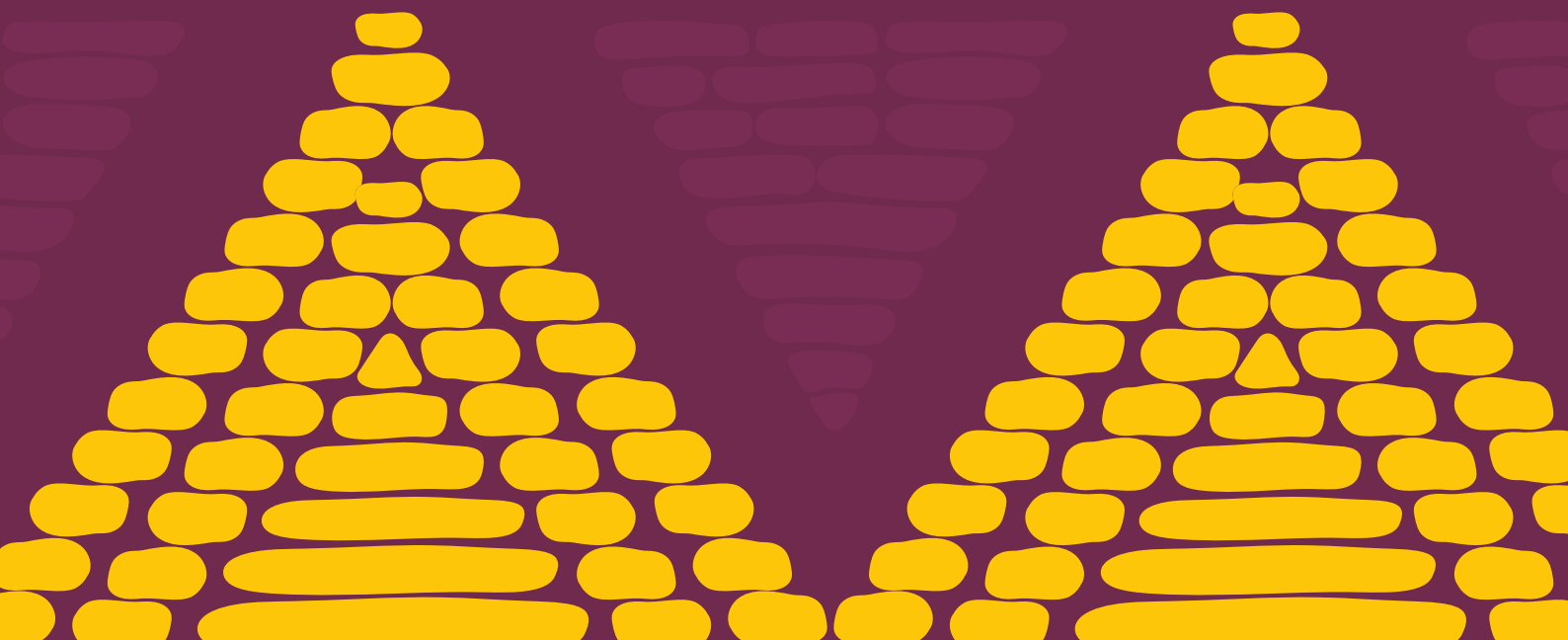
retention as they are more likely to apply for other teaching opportunities, especially in private schools. These contractual arrangements also impact upon other areas, such as preventing teachers from receiving competitive loan terms and being members of PTAs.

Finally, during school visits in refugee settings, other challenges observed included high pupil–teacher ratios, inadequate infrastructure, limited accommodation for teachers, limited access to electricity, issues with water, sanitation and hygiene facilities, and insufficient instructional and learning materials. In particular, head teachers indicated that limited accommodation for teachers nearby significantly affected the teaching environment, with the long journey affecting teacher punctuality and attendance during heavy rain. It was reported that challenging working conditions have a high impact on teacher retention.

We have six units for accommodation and their capacity is supposed to accommodate 12 teachers but it accommodates 24 teachers. (Head teacher, primary school with a majority of refugee students, Kiryandongo District)

Part 3

Identifying promising areas and making recommendations



The final objective of this study was to identify promising areas for further policy development and implementation to support effective teacher management in practice.

In line with the conceptual framework of this study, this research recognises that policy implementation is a complex, dynamic process, and must be considered within its socio-political context. The research thus explored international, regional and national policies that frame teacher management in refugee-hosting areas in Uganda and presented findings on local practice, which revealed both strengths and gaps. 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 in refugee-hosting areas in Uganda. While recommendations are primarily aimed at education decision-makers in Uganda, 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 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, focusing on factors relating to the coordination of education provision for refugees and host communities. Then, we present our analysis of promising policies and practices and gaps in policies and practice within the three categories of teacher management, as identified in Part 2 of the report. 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 in the national education system and the achievement of durable solutions. These recommendations are based on global good practices and recommendations that have emerged from our fieldwork. The recommendations aim to support effective teacher management in refugee settings in Uganda.

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

In this section, 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 policies and practices and gaps in policy and practice within the three categories of teacher management identified during fieldwork, namely recruitment and deployment, professional development, and job conditions.

System-level factors enabling or constraining teacher management in refugee settings

Findings related to coordination and communication

Enabling factors

In Uganda, the decentralisation process allows for localised responses and coordinated efforts, in particular to respond

to issues with fluctuating numbers of refugee students in affected schools, with roles and responsibilities clearly defined. At the central level, there are clear mechanisms to ensure coordination and communication around teacher management, including the Development Partners Education Group (DPEG), and the Education Response Plan (ERP) and its Steering Committee, which includes funding mechanisms.

At the middle tier, there is a positive involvement of the different actors in refugee teacher management, including district education officers (DEOs), centre coordinating tutors (CCTs), humanitarian partners, and primary teacher colleges (PTCs). A particularly positive development has been the launching of the Teacher Development and Management System (TDMS), which empowers trained tutors in the government teacher training institutions to be deployed directly within communities, districts and primary schools as centre coordination tutors. Their role is

to support and build capacity for education partners, head teachers, school management committees (SMCs), teachers, pupils and parents, which supports the mainstreaming of various programmes and activities into the systems-level implementation. In addition, the creation of the Uganda National Teacher Training Institute (UNITE) aims to further improve coordination of teacher training across the country, and ultimately improve teacher quality and thus learner outcomes. Teacher voices are represented through the unions, which provide a platform for teacher advocacy and collective bargaining power.

Constraining factors

Even with the engagement of humanitarian partners and ongoing communication at the different levels of the system, there are still factors which constrain coordination of teacher management. For instance, the Education Service Commission does not include teaching assistants in the MoES structure for public servants. This means that teaching assistants are not registered as teachers, which therefore entails that they are unable to join the Uganda National Teacher Union (UNATU). There is also a lack of clear coordination in the forms of teacher training offered by humanitarian partners and by PTCs. While humanitarian partners deliver Continuing Professional Development (CPD) training to teachers residing within the refugee settlements, the design and implementation of this CPD are contingent upon specific needs and align with the respective frameworks of each humanitarian partner. Consequently, there exists limited collaboration among humanitarian partners to establish standardised and harmonised training programmes.

Findings related to stakeholder capacities

Enabling factors

Stakeholders are generally well suited to participate in the effective provision of teacher management within refugee education. In the MoES, many senior staff started as teachers and thus have a strong understanding of teacher needs and classroom realities. The unions – especially the national unions – also play a key role in teacher management. During COVID-related school closures, for example, they worked with the government to decide how teachers could continue to receive pay during crisis periods.

At the district level, there is relatively accurate data on teachers available. Attention to refugee needs, such as the recruitment of Francophone officials to deal with Francophone refugees, allows for better communication with French-speaking teachers and ensures that their needs can be attended to. Furthermore, CCTs have played an ongoing and key role in providing supervision and mentorship, facilitating linkages between teacher training institutes and

schools. Furthermore, with the establishment of UNITE, there is now a body to conduct teacher training and offer specialised courses in teacher management and inspection. Finally, at the school level, SMCs and parent–teacher associations (PTAs) play an active role in promoting teacher welfare and motivation.

Constraining factors

Even with the existence of a unit in the ministry responsible for refugee education and strong communication between partners, it was reported that there is no structure in government ministries to manage refugee teacher training. Data from our survey indicated that 77% of non-refugee teachers and 61% of refugee teachers reported that NGOs were the main CPD providers, with the MoES providing just 10–12% of training. The main NGOs which offer CPD include FCA, Windle International, Humanity and Inclusion, and Save the Children. While they provide a vital service, the lack of government oversight indicates a clear gap.

Language remains a significant barrier for ensuring quality education and integration. French-speaking refugees from the DRC made up a majority in the settlements that were visited for this research, and French remains a less-spoken language in the context of Uganda. While recruitment of French-speaking officials has provided support to Francophone teachers, further support is needed. Refugee students and their families continue to face language barriers, which limits communication among students, and with teachers and other school administrators.

Findings related to policy development, dissemination and implementation

Enabling factors

The decentralisation process has enabled contextualised policies to be developed for different refugee settings and has ensured the involvement of multiple stakeholders in policy design, development and dissemination, as seen with examples like the Education Response Plan for Refugees and Host Communities in Uganda (ERP I), and the National Teacher Policy (NTP), which is evidence-based. Further, there are high levels of awareness of policies among local government officials, teachers' unions, and humanitarian education partners. Teachers' unions have also been involved in the development of policies related to teachers and refugee settings.

Constraining factors

While there have been decentralised processes for policy development, the system is not yet fully decentralised. Even with regular consultations, most decisions continue to be taken at the central level with limited involvement from

local-level actors. As such, there are a number of policy gaps: existing policies tend to focus on refugee learners rather than teachers. For instance, there is little on how to support training for refugee teachers and no policy that guides the role of PTAs. Similarly, apart from in Rwamwanja, teachers did not report a clear understanding of policy changes.

Findings related to data collection and use of data

Enabling factors

There are mechanisms within the system that promote and enable data collection. The establishment of the Teacher Management Information System (TMIS) as part of the NTP provides continuous and real-time accurate data on teachers. Data is also collected by CCTs – some of which provide tablets for collecting data during school supervision – and by the SMCs and PTAs, which inform school improvement plans. There are also systems for data collection for policy; a monitoring and evaluation (M&E) framework was developed for the ERP 1 to monitor implementation. Finally, the Information and Communication Technology in Education Sector Policy is currently being updated by the MoES to provide an Education Digital Agenda Strategy in line with Digital Vision Uganda and NDP III.

Constraining factors

There are data gaps and challenges with infrastructure. Firstly, at the school level most data collection is done on paper, and it is unclear to what extent this data is communicated to higher levels or whether it is utilised. Fluctuating numbers make it challenging to collect and utilise up-to-date data to effectively manage teachers. Additionally, various stakeholders collect data, which can lead to duplication of work, parallel data collection systems and issues with harmonisation. Finally, the TMIS tracks information relevant to teacher registration, such as gender and status, which means that there is a gap around the capturing of data linked to teacher well-being.

Additional systems are also lacking. For instance, there is no centralised HR database for promoting existing job vacancies, making it challenging to address gaps in the teacher workforce. And, despite having well-defined guidelines for policy implementation, there is currently no M&E framework in place for the National Teacher Policy.

Findings related to financing and resourcing

Enabling factors

Efforts have been made to harmonise teacher pay and contractual terms of service, and the existing salary system allows for quick decisions during crises, as was seen with continuity in salary distribution during school closures.

SMCs and PTAs have also demonstrated efficacy in sourcing finances to support schools and implement the budget developed.

Constraining factors

There are aspects related to finance and resourcing which constrain teacher management. Decentralisation has implications for budget organisation, and there were no resources found to be allocated for teachers to upgrade their qualifications. Teachers who are not part of teacher unions have no access to credit from Teacher Savings and Credit Cooperative Organizations. Finally, schools are not able to increase fees to cover shortages. This has implications for schools in refugee settings, as these schools tend to have insufficient learning resources, school materials and ICT infrastructure.

Humanitarian education partners help fill staffing gaps and provide teacher training, but this support is often short term due to humanitarian funding cycles. To allow for more long-term planning that leads to higher job security and a meaningful career path for teachers in refugee settings it is crucial that teacher management is supported and funded through more long-term development funding mechanisms.

Promising policies and practices and gaps in policy and practice

The following sections provide an overview of key findings on both the promising policies and practices and the gaps in policy and practice regarding the three categories of teacher management: (1) recruitment and deployment of teachers in refugee settings; (2) teacher training and professional development; and (3) job conditions, supervision and appraisal, and career path, as identified by the report. This section aims to provide the basis for the emerging recommendation.

Category 1: Recruitment and deployment

Promising policies reflected in promising practices

Uganda's policy frameworks grant refugees freedom of movement and the right to work and to access national services (Category 1)

A further promising policy is that refugees are granted the right to teach if they possess teaching qualifications which can be recognised. To ensure that this translates into practice, the government has put into place mechanisms to facilitate the recognition of teachers' foreign certifications. This initiative is supported by the Uganda Higher Education Qualifications Framework and the National Council for Higher Education, in partnership with the International

Labour Organization, and has the support of several humanitarian and development partners. Over three quarters of teachers surveyed (78%) have had their teaching qualification officially recognised in Uganda. Regarding regional policy frameworks, having qualifications recognised implements the Djibouti Plan of Action commitment to ensure transferability of skills.

However, there are still some areas for further improvement. Not all refugee teachers arrive with their academic qualifications, and although a standardised test has been developed in collaboration with UNHCR and UNESCO, our research findings suggest that it is not yet used systematically. Furthermore, refugees coming from non-English-speaking countries, particularly Francophone countries, face additional challenges in accessing the English-language-based standardised test. Refugees in remote settings or more isolated areas may also not be aware of the different mechanisms in place to enable them to enter the teaching profession.

The policy on decentralisation ensures that the budget responds to staffing needs at school level (Category 1)

Head teachers determine the number of teachers needed based on student enrolments and report this to the DEO. The DEO, being responsible for consolidating the staffing needs for an entire district, then submits them to the Ministry of Finance, Planning and Economic Development (MoFPED) during the budgeting cycle for the next financial year. Upon receiving an approved budget and wage ceiling from the MoFPED for a given financial year, the office of the chief administration officer then advises the District Service Commission (DSC) to run adverts and select and recruit a given number of teachers. In this way, the number of teachers allocated to a district is fed from the school and then the district level, resulting in accurate estimates and allocations provided by the central level.

Promising initiatives as part of the National Teacher Policy not yet reflected in practice

The NTP should enable the MoES to carry out data-informed planning for teacher recruitment (Category 1)

The MoES will be able to undertake data-informed planning for the recruitment of teachers by having more accurate information on the number of teachers in the workforce, their location and areas of specialisation. This will further support the decentralised system and strengthen the recruitment process by making it possible to match

teachers to appropriate positions. By requiring teachers to register through the TMIS, the number of ghost teachers (teachers receiving a salary but not actually teaching in a school) should also be reduced.

However, there are areas for improvement to ensure that the TMIS system is functioning effectively. At present not all teachers systematically register on TMIS, and a more comprehensive tracking system is needed to ensure that the system is able to identify and track the number of refugee teachers in the country at any given time. Teachers employed by humanitarian partners are also not required to register, even though they are teaching in government schools, which results in a further gap in the collection of teacher data. There is also a need to conduct awareness and teaching sessions for teachers on how to use the TMIS, since some teachers indicated that they were not aware of how to interact with and use the system.

Promising practices not based on/reflected in policy

PTAs play an active role in recruitment despite limited frameworks regulating their responsibilities (Category 1)

In interviews, there arose examples of PTAs mobilising resources in order to hire new teachers when schools needed to recruit off the official payroll. However, a significant number of SMC members were found to be unaware of the formal procedures and guidelines involved in the recruitment process. Consequently, they relied on the instructions provided by the head teacher at the school level. Similarly, although PTA committee members engaged during the focus group discussions stated their adherence to a school's rules and regulations, they highlighted the lack of guiding documents.

Gaps in both policy and practice

The absence of a policy solution on how to address fluctuating numbers of students in settlement schools causes challenges for recruiting and deploying teachers in these areas (Category 1)

In every district visited, MoES and UNHCR representatives raised the issue of fluctuating pupil numbers and the resulting impact on the recruitment of sufficient teachers. Although DEOs can put temporary measures in place to post teachers in schools, and education partners such as Windle International always provide a helping hand by providing more teachers in response to an influx of refugees, this is not institutionalised.

Category 2: Teacher training and professional development

The following section provides an overview of key findings on the promising policies and practices and gaps in policy and practice regarding **professional development of teachers in refugee settings**, as identified by the report, that aim to orient the definition of recommendations.

Promising initiatives as part of the National Teacher Policy not yet reflected in practice

The raising of minimum standards to enter the profession and the systematic provision of practical training as part of pre-service professional development should improve the quality of teaching (Category 2)

Through the NTP and Teacher Incentive Framework for Uganda (TIF-U), the MoES promises to further professionalise the teaching profession and improve teaching quality by raising the minimum entry standards, phasing out the Grade III certificate and making a degree combining pedagogical and practical experience a prerequisite. In implementing these standards, regular monitoring will be needed to ensure that minimum standards are adhered to. Additionally, special considerations need to be made in order to overcome challenges that refugee teachers face in upgrading their existing teacher qualifications.

All teachers are required to participate in formal CPD as part of the NTP (Category 2)

The NTP states that teachers will have to attend the required CPD every two years to renew their licence and further mandates teachers to undertake pedagogical training while also enabling them to specialise in an area of their choice. This should increase the number of teachers undertaking CPD, because at present there is no clear number of training sessions that a teacher would need to undertake in order to renew their licence.

Promising policies not systematically met in practice

While Uganda's policy frameworks grant refugees the right to access teacher training institutions, formalised support to both raise awareness among and directly help refugee teachers is lacking (Category 2)

Although through the Refugees Act of 2006 refugees are entitled to the same rights as Ugandan teachers, which includes the right to access PTCs and NTCs, the lack of a government body is an obstacle to ensuring equal access to training opportunities. And while mechanisms exist to enable refugees to join the teaching profession, there is no guidance on how to raise awareness of these processes or

provide application support. In addition, while fast-track programmes for refugees have been implemented by education partners (in collaboration with the MoES and PTCs), they have been organised on an ad hoc basis so do not appear to be widespread or institutionalised at present.

Gaps in both policy and practice

In-service training does not address the specific needs of trainee refugee teachers beyond giving basic orientation on how to navigate administrative processes (Category 2)

While the provision of basic orientation on navigating administrative processes is essential, it falls short of meeting the multifaceted needs of teachers working in refugee settings. Teachers in refugee settings require additional training, both at the pre- and in-service level, to be able to teach effectively. This is due both to the challenging working environment, with overcrowded and multilingual classes, and to the trauma that refugee children have experienced.

Teaching assistants are unable to access professional development opportunities (Category 2)

The role of the teaching assistant is formally to support with language issues and assist in overcrowded classrooms. However, in schools where teachers are lacking, our research found that it was common for teaching assistants to take on the role of the classroom teacher. Despite this, they do not systematically receive professional development training, and there is also no clear mechanism for the upgrading of teaching assistants to become teachers.

Clear guidelines outlining the role of the district in guiding education partners are lacking, leading to both duplications and gaps in the implementation of CPD (Category 2)

A lack of clear guidelines means that good practice by districts is not explained, benchmarked or widely shared between districts. This means that weaker districts are not always learning from those where good practice is taking place. In addition, district inspectors reported that at times there is a lack of communication between education partners in terms of CPD. For example, education partners may duplicate offerings, or instead of implementing tried and tested approaches be keen to introduce something new. Although some district inspectors reported guiding and monitoring education partners to ensure that the CPD offered was fully aligned with government-informed needs, this was reported as not being systematic in practice.

Category 3: Job conditions, supervision and appraisal, and career path

The following section provides an overview of key findings on the promising policies and practices and the gaps in policy and practice regarding job conditions, supervision and appraisal, and career paths of teachers in refugee settings as identified by the report.

Promising initiatives as part of the new National Teacher Policy not yet reflected in practice

Increase in teacher salaries as announced as part of the 2017 Incentive Framework (Category 3)

In 2017 the Teacher Incentive Framework identified short-term and long-term strategies to support the development of a motivated teaching workforce who will contribute to better learning outcomes, including an increase in teacher salaries. The NTP offers an opportunity to ensure that the recommendations for the salary increase are implemented, notably through the establishment of the Teacher Council which will support and supervise the implementation of the promised changes. As well as COVID-related delays in the implementation of the framework, there is a further current gap in the alignment of primary and secondary teacher salaries. At present, primary teachers are paid less than secondary teachers, which makes primary teaching a less attractive option to those who are qualified.

Promising policies not systematically met in practice

Existence of a supervision tool which is not yet being used systematically for supervision (Category 3)

In 2017 the MoES Directorate of Education Standards developed a Teacher Supervision Tool (a lesson observation template and head teacher CCTs coaching tool) to harmonise and reinforce support supervision across all primary and secondary schools. There is also a clear mechanism for supervision of teachers in place, with a clear distribution of roles and responsibilities between the different actors involved, including head teachers, CCTs, DEOs, sub-county chiefs and partners. Supervision through observation does appear to happen regularly in practice, with a majority of teachers responding to the survey reporting that feedback following direct observation is the most common form of feedback.

However, there is a shortage of professional support supervisors, meaning that existing inspectors have to cover a large number of schools and teachers. This is further compounded by the challenge that inspectors have in reaching remote schools. Through interviews conducted it was also reported that the existing supervision tool is not yet systematically used. Furthermore, refugee teachers are not included in supervision as they are not currently registered on TMIS, leaving a gap in terms of the monitoring of teacher quality.

Gaps in both policy and practice

One-year contracts provided by humanitarian partners are not conducive to career progression (Category 3)

For teachers on humanitarian partner one-year contracts their career pathway remains unclear. Our research found that higher job insecurity, with the uncertainty around contract renewal and easier termination of such contracts, demotivated teachers. Such uncertainty has a knock-on effect on teacher retention and overall numbers in the government system, with those on one-year contracts more likely to apply for more permanent teaching opportunities, including in private schools. It should also be noted that teaching assistants are also hired on one-year contracts so face similar job insecurity.

Teachers working in refugee settings are not systematically provided with accommodation (Category 3)

There is no clear policy on the provision of accommodation, meaning that there is variance in both its existence and its quality. Head teachers indicated that limited structures to accommodate teachers in the school significantly affected the teaching environment, resulting in teachers lodging in overcrowded accommodation and/or living far from the school. The distance from school also affects both punctuality and attendance, with extreme weather such as heavy rain blocking the roads.

Part 3b

Strengthening teacher management in refugee settings in Uganda

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 in the national education system and the achievement of durable solutions, as well as preliminary recommendations. The recommendations are aimed at sustaining promising policies that are reflected in practice, ensuring existing promising policies are more systematically reflected in practice, building guidance around promising practices, and addressing areas where there are both policy and practice gaps. These recommendations will support the further development of research-informed guidance on effective teacher management in refugee-hosting areas for the Government of Uganda and its partners.

Category 1: Recruitment and deployment

Sustaining promising policies that are reflected in practice

Recommendation: Ensure systematic registration of refugee teachers and recognition of existing qualifications

Building on existing policies, there is scope for changes in practice which will allow for the registration and recognition of refugee teachers who hold qualifications from their home contexts. First, there is a need to ensure that all refugee teachers are registered on TMIS to allow for tracking what qualification upgrades are needed and ensure that all refugee teachers can be counted and can make use of the tools available within the system. Second, the government can develop formal processes for assessing refugees' qualification levels in the event that they are not in possession of their certificates – for example, systematically implementing the standardised test developed by UNHCR and UNESCO. The Uganda National Examination Board (UNEBC) should be involved, as the national examination board, should be involved in implementing this so that data and records are also captured by government bodies. Additionally, extensive sensitisation is needed in order for refugees to be aware of and able to use the routes

available to enter the teaching profession. This can be accomplished through awareness-raising campaigns, the dissemination of guidelines about the different mechanisms to enter the teaching profession, and making certain that there are structures in place to support teachers in accessing and progressing through the system.

Recommendation: Close the gaps in the NTP to maximise effectiveness in the capturing of teacher data

In order to maximise the collection and use of teacher data, stakeholders can ensure the systematic registration of newly arrived refugees, including information on their former profession, and improve the coordination between agencies in charge of refugees and district offices. UNHCR, in collaboration with the Office of the Prime Minister and DEOs, could update the refugee tracking system and ensure that there is one system that is used by different agencies to avoid duplication and parallel systems. Additionally, there is a need to review the barriers that prevent Ugandan teachers from registering on TMIS, which will allow for the development of solutions so that all teachers are able to access and register. For teachers who do not have access to electronic devices, access can be facilitated through DEOs or at the school level. The DEO could supervise the registration of teachers on TMIS and support teachers when needed. At the school level, head teachers should be tasked with verifying that new teachers have registered before being deployed.

Building policy around promising practices

Recommendation: Ensure that the SMCs' role is strengthened so that they can financially support the recruitment and deployment of teachers

Towards this goal, districts and schools could provide training to guide SMCs on resource mobilisation for staffing needs. By enhancing the financial literacy and resource mobilisation skills, SMCs can make informed decisions, manage and mobilise funds effectively, and build the trust of the community they serve.

Addressing areas where there are gaps in both policy and practice

Recommendation: Introduce a system to manage teacher recruitment in the face of fluctuations in the number of refugees

In order to address the challenges presented by fluctuating student numbers, stakeholders can ensure that the process through which the DEOs implement temporary measures in response to such changes is institutionalised and that the TMIS is flexible enough to be used in these circumstances. To enable this to happen, the MoES could collaborate with the DEOs to identify how the TMIS system could be further improved, such as including an additional module that handles learner populations and schools within refugee settlements.

Category 2: Teacher training and professional development

Sustaining promising policies that are reflected in practice

Recommendation: Ensure that refugee teachers are able to upgrade their teaching qualifications

Coordination and engagement by multiple stakeholders would support refugee teachers in accessing opportunities to upgrade their teaching qualifications. First of all, the MoES could develop strategies to ensure that refugee teachers are provided with opportunities to upgrade their teaching qualifications as per policy requirements. To support the MoES, logistical and financial assistance are likely to be needed to enable refugee teachers to travel to where they need to study and also fund the training.

Recommendation: More clearly articulate what the requirements to participate in formal TPD look like in practice

To better plan for and deploy teacher professional development (TPD), there is a need for the government to develop a certification framework that describes the number of CPD activities to be completed by a teacher in order to upgrade; this information needs to be added to the implementation framework of the NTP. Furthermore, authorities can clearly allocate resources to schools as part of the school grants to enable teachers to participate in formal CPD, and, in order to centrally track and monitor teacher participation in formal CPD, a module can be added on TMIS. Finally, there is a need for increased awareness of this policy among refugee teachers so that they are not at a disadvantage. To do so, the MoES, together with humanitarian and development partners,

could create a circular/guidance tool explaining the policy, minimum requirements and how to access opportunities.

Addressing areas where there are gaps in both policy and practice

Recommendation: Ensure government leadership of the CPD agenda

Clear expectations could be developed by the government in order to strengthen strategic DEO oversight of CPD priorities with education partners. In addition, there could be regular opportunities for DEOs to share good practice and ensure that there are no duplications or gaps between the districts. Education partners could undertake annual needs assessments and share the results with the local government, which in turn will decide which CPD areas should be prioritised for the following year. To ensure that the quality delivered by humanitarian and development partners is of high quality, achieves impact and is fully aligned with government priorities, there should be an evaluation of organisational performance by the government/inspectors.

Category 3: Job conditions, supervision and appraisal, and career path

Sustaining promising policies that are reflected in practice

Recommendation: Further harmonise salary payments

Teacher salaries paid by the government and humanitarian and development partners should be fully harmonised; this can be achieved by the government passing a bylaw on the requirements to hire teachers. Such a bylaw could specify the requirements for recruitment and the right to review contracts so that officials (at the DSC) can check the pay of teachers employed by partners. Additionally, local government offices could receive funds from humanitarian and development partners to pay teachers hired by partners, which is already happening on a smaller scale in some districts. Parents, through PTAs, could support schools and strengthen community support to schools, including through non-monetary incentives/support.

Ensuring promising policies are more systematically translated into practice

Recommendation: Strengthen the implementation of the supervision tool

Digitisation of the existing assessment tool would mean that it can be used to provide personalised feedback to teachers and preserve a record of feedback over a period.

The MoES, together with support from partners, could develop a scorecard which helps school inspectors to identify ongoing progress. The national access fund could be leveraged to support this and extended to refugee areas. Additionally, the government should ensure that teachers and head teachers have sufficient training on how to use the supervision tool. DEOs, working with CCTs, could conduct training sessions on the supervision tool for head teachers, deputy heads and heads of study. Supervision tools for peer review could also be part of formal CPD, with training developed and certified by UNITE or the National Council of Higher Education. Finally, certified content can be delivered by humanitarian and development partners once need is identified by district.

Recommendation: Plan to support teachers with accommodation

Working in collaboration, stakeholders can conduct a needs assessment to determine the extent of the problem and identify the schools suffering the most adverse effects from not being able to provide accommodation. They could

then develop a comprehensive plan for constructing new accommodation structures and identifying how resources could be mobilised and funding secured.

Addressing areas where there are gaps in both policy and practice

Recommendation: Harmonise recruitment, registration and contracting modalities to allow for full employment and career progression

The government can work to ensure that education partners recruit teachers through local government to allow for alignment with staffing needs identified by DEOs. As happens in some areas currently, the local government could receive funds from humanitarian and development partners to pay teachers hired by them. Additionally, authorities can ensure that teachers and teaching assistants with one-year contracts are registered on an official database such as TMIS. By doing this, teachers on a one-year contract can be prioritised for full employment, and consecutive short-term contracts can be recorded to allow for career development.



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