POLICY BRIEF:

Teacher Management in Conflict and Crisis Settings: Addressing Resource Gaps and Enhancing Quality in Education

The Education Research in Conflict and Protracted Crisis (ERICC) Research Programme Consortium is a global research and learning partnership that strives to transform education policy and practice in conflict and protracted crisis around the world — ultimately to help improve holistic outcomes for children — through building a global hub for a rigorous, context-relevant and actionable evidence base.

ERICC seeks to identify the most effective approaches for improving access, quality, and continuity of education to support sustainable and coherent education systems and holistic learning and development of children in conflict and crisis. ERICC aims to bridge research, practice, and policy with accessible and actionable knowledge — at local, national, regional and global levels — through co- construction of research and collaborative partnerships.

ERICC is led by the International Rescue Committee (IRC) with Academic Lead IOE, UCL's Faculty of Education and Society, and expert partners include Centre for Lebanese Studies, Common Heritage Foundation, Forcier Consulting, ODI, Osman Consulting, Oxford Policy Management and Queen Rania Foundation. During ERICC's inception period, NYU-TIES provided research leadership, developed the original ERICC Conceptual Framework and contributed to early research agenda development. ERICC is supported by UK Aid.

Countries in focus include Bangladesh (Cox's Bazar), Jordan, Lebanon, Myanmar, Nigeria, South Sudan and Syria.

Executive Summary

Teachers in conflict and protracted crisis settings play an essential role in supporting children and young people's development, yet they face critical challenges concerning teacher management, including recruitment, deployment, professional development, compensation, and career progression. These barriers affect teaching quality and learning outcomes, highlighting an urgent need for comprehensive, data-driven policies that are adaptable to the unique context of these environments.

This policy brief summarises actionable findings from the ERICC Evidence Review: Teacher Management in Conflict and Protracted Crisis – the State of the Evidence (forthcoming), which documents persistent challenges and promising practices as well as highlights evidence gaps and research needs. The findings may be useful for governments, donor organisations, humanitarian and development actors, and research bodies working with teachers.

The review recommends a multifaceted approach to improving teacher management that is assets-based, to recognise teachers' inherent knowledge and skills, and prioritise their perspectives and experiences in policymaking. To do so, effective teacher management should include:

1. Flexible and responsive policies to recruit, deploy, and train enough teachers across various profiles, and provide meaningful career progression opportunities;
2. Equitable compensation and benefits that reflect teachers' contributions as well as market prices, harmonised among education stakeholders; and
3. Data-driven policymaking that prioritises teacher participation to value teachers' voices and experiences/expertise in policymaking spaces in ways that strengthen teacher status and professionalisation.

Improving teacher management also requires integrating displaced teachers into the workforce, advancing gender equity in recruitment and support for women educators, and enhancing coordination among education stakeholders to ensure equitable employment of teachers of diverse profiles. Targeted funding should also be directed towards training teachers on pedagogies relevant for conflict and crisis-settings and that culminate in recognised qualifications and establishing stable salary mechanisms to support educators across varied profiles and settings.

These recommendations aim to improve the overall quality of education by fostering a more inclusive and effective educational environment that is responsive to the needs of conflict-affected communities.

A. Introduction

Teachers are at the centre of children and young people's educational experiences, especially in contexts affected by conflict and crisis. Research demonstrates that teachers are the strongest school-level predictor for a child or young person's learning, with recent evidence pointing to the relationship between teachers and the holistic development and well-being of their learners.[1] More

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[1] Jennings, P.A. & Greenberg, M.T. (2009). The Prosocial Classroom: Teacher Social and Emotional Competence in Relation to Student and Classroom Outcomes. Review of Educational Research 79(1), 491–525; Shephard, D., Falk, D. & Mendenhall, M. (2023). "My Teachers Make Me Feel Alive": The Contribution of Student-Teacher Relationships to Student Well-Being in Accelerated Education Programmes in South Sudan and Uganda. Compare: A Journal of Comparative and International Education 1–19; Snilstveit, B., Stevenson, J., Menon, R., Phillips,

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broadly, teachers are often seen as leaders and peacebuilders who contribute to the sustainable development and peace of their communities and countries.[2] Furthermore, in contexts affected by conflict and crisis, where the benefits of education are needed most, teachers may be the only resource amidst educational scarcity.[3]

Yet, despite teachers' central role, governments, humanitarian and development actors, civil society, and donors are failing to provide them with quality, comprehensive support.[4] In contexts affected by conflict and protracted crisis, teachers contend with complex and difficult working conditions, including irrelevant and often unrecognised professional development, insufficient compensation and benefits, limited career progression opportunities, tenuous job security, and physical threats to their safety and security, to name just a few.[5] These challenges are driving many teachers to leave the profession and other would-be teachers to avoid joining it in the first place, exacerbating acute teacher shortages. UNESCO estimates that nearly 70 million new teachers are needed to ensure universal basic education by 2030. Countries in sub-Saharan Africa and South Asia are facing acute deficits and experiencing some of the most complex crises.[6]

Addressing this failure to provide the quality support that teachers need requires meaningful improvement of teacher management policies. 'Teacher management' refers to the policies and functions pertaining to teacher recruitment, deployment, professional development and appraisal, compensation and benefits, and career progression; it informs the financing, allocation, and supply of teachers, and has important implications for teacher performance, motivation, and retention.[7] In contexts affected by conflict and crisis, it is necessary to recognise the diverse profiles of teachers who often experience teacher management policies differently based on their background (see Box 1: Teacher Profiles).

D., Gallagher, E., Geleen, M. & Jimenez, E. (2016). The Impact of Education Programmes on Learning and School Participation in Low- and Middle-Income Countries (Systematic Review Summary 7). London, UK: International Initiative for Impact Evaluation; Winthrop, R. & Kirk, J. (2005). Teacher Development and Student Well-Being. Forced Migration Review 22, 18–21.

[2] Horner, L.K., Kadiwal, L., Sayed, Y., Barrett, A., Durrani, N. & Novelli, M. (2015). Literature Review: The Role of Teachers in Peacebuilding. Research Consortium on Education and Peacebuilding. https://inee.org/resources/literature-review-role-teachers-peacebuilding; Lopes Cardozo, M.T., Affiat, R.A., Zaman, F., Irawani, M. & Srimulyani, E. (2022). Silent Struggles: Women Education Leaders' Agency for Peacebuilding in Islamic Schools in Post-Conflict Aceh. Journal of Peace Education 19(2), 158–181; Pherali, T., Abu Moghli, M. & Chase, E. (2020). Educators for Change: Supporting the Transformative Role of Teachers in Contexts of Mass Displacement. Journal on Education in Emergencies 5(2), 147–175; Sayed, Y. & Novelli, M. (2016). The Role of Teachers in Peacebuilding and Social Cohesion: Synthesis Report on Findings from Myanmar, Pakistan, South Africa and Uganda. Sussex: Research Consortium on Education and Peacebuilding, University of Sussex. https://www.ulster.ac.uk/__data/assets/pdf_file/0015/224250/role-of-teachers-synthesis-report-final16.pdf.

[3] Mendenhall, M., Gomez, S. & Varni, E. (2019). Teaching Amidst Conflict and Displacement: Persistent Challenges and Promising Practices for Refugee, Internally Displaced and National Teachers. Paper commissioned for the 2019 Global Education Monitoring Report, Migration, Displacement and Education: Building Bridges, Not Walls. UNESCO and GEMR. http://gem-report-2019.unesco.org/background-papers/

[4] Mendenhall, M. (2024). Supporting Teachers Amidst Displacement: Pathways for Improving Teacher Quality & Workforce Sustainability. Geneva: United Nations High Commissioner for Refugees (UNHCR). [Is this forthcoming? I can't find anything of that title for 2024 on Google to check it]

[5] Mendenhall (2024); UNESCO & International Task Force on Teachers for Education 2030. (2024). Global Report on Teachers: Addressing Teacher Shortages and Transforming the Profession. Paris: UNESCO.

[6] UNESCO & International Task Force (2024); UNHCR. (2023a). Global Trends: Forced Displacement in 2022. https://www.unhcr.org/global-trends-report-2022.

[7] Best, A., Tournier, B. & Chimier, C. (2018). Topical Questions on Teacher Management. International Institute for Educational Planning (IIEP) UNESCO. https://www.iiep.unesco.org/en/teacher-management-9-topical-questions. [I've used a slightly different link, is that ok?] Halliday, I. (1995). Turning the Tables on Teacher Management. London: Commonwealth Secretariat; Inter-Agency Network for Education in Emergencies (INEE) (2019). INEE Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Crisis Recovery. https://inee.org/sites/default/files/resources/Promising%20Practices%20TPD.pdf. [Please check, link takes you to the INEE et al report entitled Teachers In Crisis Contexts: Promising Practices in Teacher Management, Professional Development, and Well-Being]

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B. Methodology

To inform evidence-based decision-making for teacher management, the ERICC programme conducted a rigorous process of identifying literature, controlling for quality, and coding against the ERICC Conceptual Framework[8] to select 158 studies specifically focused on teachers. Only 17 articles focused primarily on teacher management. This policy brief synthesises the evidence to answer the following question: **What are the barriers and enabling factors facing teachers concerning teacher management, and what works to improve teacher management in settings affected by conflict and crisis?**

Box 1: Teacher Profiles[9]

Teachers have multifaceted and diverse profiles based on their nationality, displacement status, and qualifications, as well as characteristics such as their gender, ability, ethnicity, personal experiences of conflict, school context, and contract type. Although the profiles set out here simplify the nuance of teachers' profiles, they are useful in identifying the general teacher population(s) and can be further contextualised based on the setting where teachers live and work.

- **National teachers** are citizens of the country where they work and teach displaced children in refugee camps, settlements, host communities, or urban centres. Although they have recognised teaching qualifications, their training typically lacks a focus on conflict or crisis contexts. This profile may also include national volunteers who work as educators but have no recognised qualifications.
- **Refugee teachers** are refugees who teach in camp, settlement, or community schools, often without the right to work and employed as volunteer or 'incentive' teachers by non-governmental organisations (NGOs). Most lack access to formal teacher professional development (TPD) that could lead to recognised qualifications, or ways to validate prior credentials.
- **Internally displaced teachers** are displaced within their own country and teach in camps or settlements for internally displaced persons or host communities. Similar to refugee teachers, they may have been teachers before being displaced, or may have started teaching after they were displaced. They often face difficulties in receiving salaries, accessing benefits, and participating in TPD that could lead to recognised qualifications.
- **Returnee teachers** are refugees or displaced people who resume teaching in their home country or community after the period of displacement. They may have received training before or during displacement, but often cannot work in the national education system.

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US$120 billion
per year is needed **to cover salaries for new primary and secondary teaching positions** by 2030 amounts (UNESCO, 2023a)

6,700+ students and educators were **killed, injured, abducted, or arrested** in 2022-2023 (GCPEA, 2024)

● 100 students & educators

26% of primary school teachers
39% of secondary school teachers
in low-income countries **lack the minimum required qualifications** (UNESCO, 2023b)

17 million new teachers are **required** in **sub-Saharan Africa** by 2030; and **15 million** in **Southern Asia** (UNESCO-UIS, 2016)
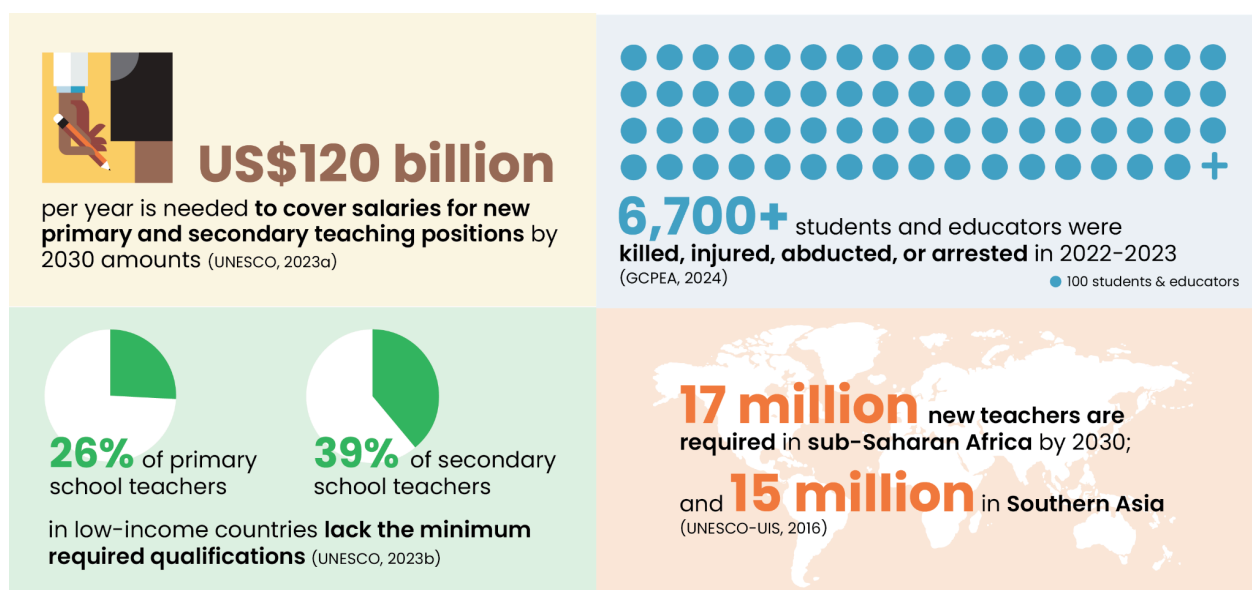
Figure 1. Urgent Need to Improve Teacher Management in Conflict- and Crisis-Affected Settings[10]

C. Key Findings: Persistent Challenges

Conflict and protracted crises exacerbate challenges for teacher management, with critical consequences for education access, quality, and continuity. In these settings, there are multiple education providers (including national governments, the private sector, and humanitarian and development actors), which lead to disparate teacher management policies that result in unregulated hiring processes, inconsistent professional development, inequitable teacher compensation and benefits, and substandard working conditions.[11] This section presents research that has identified key barriers for teacher management that affect teacher supply (the right to work, contracts, recruitment, and deployment), compensation and benefits, data-driven policymaking, and the inclusion of teacher voices in policymaking.

Teacher Supply

Recruiting and deploying enough qualified teachers in contexts affected by conflict and crisis is extremely challenging due to various factors such as the influx of displaced learners, high teacher turnover, and employment restrictions on refugees. Refugee teachers often face exploitative working conditions due to their lack of formal rights and protections, while national teachers may be required to work in remote, insecure locations, leading to attrition. Temporary contracts further limit social protection for both groups. Additionally, recruiting and retaining female teachers is challenging due to inadequate policies addressing gender discrimination, violence, and financial barriers for primary caregivers. Many conflict and protracted crisis settings are also characterised by corruption and

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[10] UNESCO. (2023a). *Global report on teachers: Addressing teacher shortages; highlights* (ED-2023/WS/12). UNESCO.; GCPEA. (2024). *Education under Attack 2024.*; UNESCO. (2023b). *World Teachers' Day: UNESCO sounds the alarm on the global teacher shortage crisis | UNESCO.*; UNESCO-UIS. (2016). *The World needs almost 69 million new teachers to reach the 2030 Education goals.* UNESCO. These statistics come primarily from low- and middle-income countries as there is limited-to-no disaggregated teacher on teachers working in conflict and crisis settings specifically across national, regional. and global levels.

[11] Mendenhall et al. (2019).

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nepotism, which result in unfair recruitment and deployment policies due to political interference, patronage, or ethnic favouritism, as witnessed in Nigeria,[12] Pakistan,[13] and South Sudan.[14]

Compensation and Benefits

Conflict and protracted crises often lead to inadequate teacher pay, irregular stipends, and poor payroll tracking, pushing teachers to seek other jobs and compromising teaching quality. A recent mixed-methods study across 16 countries affected by forced displacement found that low pay and lack of non-monetary benefits were major challenges in teacher management and improving teacher quality, with inadequate compensation being the primary reason for teacher attrition.[15] Additionally, teacher compensation in conflict and crisis settings is often irregular, unregulated, and uncoordinated, due in part to the varied state and non-state actors providing education and employing teachers. Research in Syria, Myanmar, and Uganda highlights such disparities in teacher compensation, underscoring the need to harmonise pay scales.[16] Refugee teachers face acute compensation disparities and often receive lower pay than their national peers. Importantly, donor reluctance to pay recurring costs, such as teacher salaries, as well as pervasive – and at times competing – crises, contribute to unreliable, short-term contracts that further exacerbate job insecurity.

Data-Driven Policymaking

Data-driven policymaking in national education sectors often faces significant challenges. Many systems lack effective policies and data management frameworks, leading to incomplete or inaccurate documentation of teachers, as evidenced in Chad,[17] the Democratic Republic of Congo,[18] Ethiopia,[19] and Liberia.[20] In contexts of forced displacement, key issues include insufficient funding for data collection activities (Cameroon), weak capacity to collect and analyse teacher data (Chad, Kenya, Malaysia, Pakistan, Uganda), and poor quality or missing data (Cameroon, Ethiopia, Kenya, Malaysia, Rwanda, South Sudan, Sudan, Syria, Uganda), as well as protection issues.[21]

[12] Oballum, J., Olisenekwu, G. & Oliobi I. (forthcoming). Review of the implementation of the Kaduna State Teacher Recruitment, Deployment, and Retention Policy to Improve Education Outcomes in North-East Nigeria. ERICC Working Paper.

[13] Durrani, N., Halai, A., Kadiwal, L., Rajput, S.K., Novelli, M. & Sayed, Y. (2017). Education and Social Cohesion in Pakistan. Research Consortium on Education and Peacebuilding.

[14] Moro, L. & Tolani, N. (2021). Education in South Sudan: Focusing on Inequality of Provision and Implications for National Cohesion. London: Conflict Research Programme, London School of Economics and Political Science; Reisman, L. & Janke, C. (2015). Conflict-Sensitive Teacher Education: Viewing EDC's Experience with the South Sudan Teacher Education Project through a Conflict-Sensitive Lens. Journal on Education in Emergencies 1(1), 131–166.

[15] Mendenhall (2024).

[16] Mendenhall (2024); Mendenhall, M. & Richardson, K. (2024). Uganda Case Study - Supporting Teachers Amidst Displacement: Pathways for Improving Teacher Quality & Workforce Sustainability. UNHCR; Tyrosvoutis, G., Rinehart, Ku Paw, C., Yu Paw, N.N., Sa, San, S. (2023). Refugee Teacher Isolation: Over Three Decades of Confined Teacher Management on the Thai-Myanmar Border. In C.J. Henderson, Refugee Teachers: The Heart of the Global Refugee Response. NORRAG Policy Insights# 02. https://inee.org/resources/policy-insights-refugee-teachers-heart-global-refugee-response.

[17] Mendenhall, M. & Hough, W. (2024). Chad Case Study - Supporting Teachers Amidst Displacement: Pathways for Improving Teacher Quality & Workforce Sustainability. UNHCR.

[18] Brandt, C.O. (2019). Reluctant Representatives of the State: Teachers' Perceptions of Experienced Violence (DR Congo). Compare: A Journal of Comparative and International Education 51(4), 546–563.

[19] Bengtsson, S., Fitzpatrick, R., Hinz, K., MacEwen, L., Naylor, R., Riggall, A. & West, H. (2020). Teacher Management in Refugee Settings: Ethiopia. Education Development Trust.

[20] Ginsburg, M., Ansari, N., Goyee, O.N., Hatch, R., Morris, E. & Tuowal, D. (2018). Where Have All the (Qualified) Teachers Gone? Implications for Measuring Sustainable Development Goal Target 4. C from a Study of Teacher Supply, Demand and Deployment in Liberia. African Educational Research Journal 6(2), 30–47.

[21] Mendenhall (2024).

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Teachers' Inclusion in Policy and Policymaking

Although the inclusion of teachers in policymaking processes is crucial for the success of education systems,[22] teachers remain largely excluded from decision-making spaces, due in part to limited political will and financial shortfalls.[23] Research with refugee teachers in Kenya found that when teachers are excluded from policymaking, their main concerns often remain unaddressed in policies, across global, regional, national, and local levels.[24] Studies conducted during the Covid-19 pandemic in sub-Saharan Africa and Latin America reinforce and extend these findings, highlighting how national policies rarely positioned teachers as leaders. There were also limited opportunities for dialogue between governments and teachers, despite teachers' central role in providing academic and psychosocial support to learners during the pandemic, albeit with limited support.[25]

D. Key Findings: Promising Practices

There is limited empirical evidence on the efficacy of teacher management interventions. However, there is broad consensus from rich, rigorous qualitative studies on what is needed to improve teacher management. The evidence base from conflict and protracted crisis settings highlights some promising practices for responding to teacher management challenges.

1. Responsive and Flexible Policies

- **Inclusion of displaced teachers in the national system:** Although policies across the global, regional, and national levels advocate for the inclusion of displaced teachers within national education systems, those policies are often not legally binding, and include vague language regarding responsibility and accountability for implementation.[26] When these policies are domesticated into national law, extensive gaps persist between policy and implementation.[27] Despite these limitations, there are promising examples where countries have included displaced teachers in their national education system. In Poland, for example, UNICEF supported civil society organisations to hire, train, and compensate Ukrainian refugees as teaching assistants, who provided linguistic and psychosocial support to Ukrainian learners in Polish schools.[28] In Mali, following the 2012 coup and displacement of more than 350,000

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[22] Bengtsson, S. (2023). Unpacking the Concept of 'Teacher Voice' and Why it Matters in Refugee Settings. In C.J. Henderson, Refugee Teachers: The Heart of the Global Refugee Response. NORRAG Policy Insights# 02; Darling-Hammond, L., Burns, D., Campbell, C., Goodwin, A.L., Hammerness, K., Low, E.L., ... & Zeichner, K. (2017). Empowered Educators: How High-Performing Systems Shape Teaching Quality around the World. John Wiley & Sons; Edwards, D. (2023). Refugee Education: Teacher Voices Will Not Be Quiet. In C. J. Henderson, Refugee Teachers: The Heart of the Global Refugee Response. NORRAG Policy Insights# 02.

[23] Jalbout, M. & Bullard, K. (2022). Key Tensions in Refugee Education. Center for Universal Education at Brookings; Mendenhall et al. (2019).

[24] Mendenhall, M. & Falk, D. (2023). National Inclusion Policy Openings/Barriers for Refugee Teachers: Critical Reflections from Kenya. Journal of Refugee Studies 36(4), 649–667; West, H., Hinz, K., Séguin, T., Amenya, D., Bengtsson, S. & Cameron, L. (2022). Teacher Management in Refugee Settings: Kenya. Education Development Trust.

[25] Mundy, K., Manion, C., Proulx, K. & de Britto, T.F. (2022). Teacher Leadership During COVID-19 in Africa and Latin America: An Exploratory Qualitative Study in Six Countries. International Journal of Leadership in Education 1–20; Sayed, Y., Singh, M., Bulgrin, E., Henry, M., Williams, D., Metcalfe, M., ... & Mindano, G. (2021). Teacher Support, Preparedness and Resilience During Times of Crises and Uncertainty: COVID-19 and Education in the Global South. Journal of Education (University of KwaZulu-Natal) 84, 125–154.

[26] Mendenhall & Falk (2023).

[27] UNESCO-IIEPT & Education Development Trust (2024, February 28). Teacher Management in Refugee Settings. https://www.iiep.unesco.org/en/teacher-management-refugee-settings.

[28] Naletto, A. (2023). Empowering Ukrainian Refugee Educators: UNICEF's Initiatives in Poland, Slovakia, and the Czech Republic. In C.J. Henderson, Refugee Teachers: The Heart of the Global Refugee Response. NORRAG Policy Insights# 02.

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people, flexible policies from the Ministry of Education, coupled with welcoming *comités de gestion scolaires* (CGS), or school management committees, enabled displaced teachers from the north to find temporary work in their host communities.[29]

- **Data-driven and participatory recruitment and deployment practices:** Improving teacher recruitment and deployment through data-driven and participatory approaches is crucial. Research from Nigeria and Malawi demonstrates how data-driven and participatory approaches to teacher recruitment and deployment enhance access, quality, and continuity of education, yet there are many challenges in implementation.[30] In Nigeria, the Kaduna State Government adopted a policy in 2019 to address teacher shortages by improving coordination between training and recruitment agencies, setting quality standards, and ensuring needs-based deployment by subject and grade. However, the policy faced significant challenges in implementation due to complex crises, including the Covid-19 pandemic, inadequate data, disparities in recruiting for remote areas, funding constraints, and poor coordination among agencies. In Malawi, the World Bank worked with local stakeholders to identify the most needy schools in remote areas and make deployment to these schools more attractive by including hardship allowances. Although a promising approach, these allowances were never given due to lack of funding.

- **Hiring teachers from the local community and diversifying the workforce:** Hiring local teachers is a proven strategy to address challenges with remote deployments that also recognises the inherent strengths and skills these teachers bring to their work. Teachers from affected communities offer valuable 'alternative qualifications', with experiences and competences that allow them to understand their learners' psychosocial needs and use culturally-relevant pedagogies that align with community values.[31] While hiring teachers from the local community can improve teaching and learning, education providers and teacher employers should not disregard the importance of teacher professional development that culminates in recognised qualifications.[32] Teacher management strategies should also focus on diversifying the teacher workforce – for example, improving recruitment of female teachers (which could have positive impacts on access, quality, and continuity in girls' education), and recruiting teachers from minority or marginalised groups.[33]

[29] Kelcey, J. & Reyes, J. (2014). Critical Case insights from Mali: Strengths and Opportunities for Education Reform in the Midst of Crisis (English). Education Resilience Approaches (ERA) Programme, Systems Approach for Better Education Results (SABER), SABER case study Washington DC: World Bank Group. http://documents.worldbank.org/curated/en/476521468263750765/Critical-case-insights-from-Mali-strengths-and-opportunities-for-education-reform-in-the-midst-of-crisis.

[30] Asim, S. (2019). Moving Teachers to Malawi's Remote Communities: A Data-Driven Approach to Teacher Deployment. In Inter-agency Network for Education in Emergencies (INEE) et al. Teachers in Crisis Contexts: Promising Practices in Teacher Management, Professional Development, and Well-Being, 43–45. https://inee.org/sites/default/files/resources/Promising%20Practices%20TPD.pdf; Oballum, J., Olisenekwu, G. & Oliobi I. (forthcoming). Review of the Implementation of the Kaduna State Teacher Recruitment, Deployment, and Retention Policy to Improve Education Outcomes in North-East Nigeria. ERICC Working Paper. [LINK TBD]-- confirm above with Ariana and then include.

[31] Falk, D. (2023a). 'Educators in Emergencies: The Lived Experiences and Professional Identities of Refugee and National Primary School Teachers in South Sudan and Uganda'. Dissertation, Teachers College-Columbia University; Kirk, J. & Winthrop, R. (2013). Teaching in Contexts of Emergency and State Fragility. In J. Kirk, M. Dembélé & S. Baxter (eds), More and Better Teachers for Quality Education For All: Identity and Motivation, Systems and Support, 121–139.

[32] Snilstveit et al. (2016).

[33] Kirk, J. (2010). Gender, Forced Migration and Education: Identities and Experiences of Refugee Women Teachers. Gender and Education 22(2), 161–176; Smiley, A., Moussa, W. & Brown, E.B. (2018). Just How Much Do Girls in Northern Nigeria Gain from Having Female Teachers? In UNICEF Office of Research – Innocenti (ed.), Best of UNICEF Research 2018 (69–73). Florence: UNICEF Office of Research – Innocenti. https://www.unicef-irc.org/publications/1002-best-of-unicef-research-2018.html; Sperling, G.B. & Winthrop, R. (2015). What Works in Girls' Education: Evidence for the World's Best Investment. Brookings Institution Press.

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2. Consistent and Equitable Compensation and Benefits

- **Multi-Donor Trust Funds and Global Fund for Teachers' Salaries:** Coordination and collaboration among donors are rare but could provide critical opportunities to efficiently address urgent and recurrent costs such as teacher salaries. Recently, the UN Secretary-General's High-Level Panel on the Teaching Profession (2024)[34] recommended establishing a Global Fund for Teachers' Salaries to pool donor funding in order to ensure timely and regular payments to teachers at the onset of crises. Although this does not address longer-term challenges for funding teacher compensation, it is an important first step in recognising the collective action required for donors to invest in teacher pay. In another example of a Multi-Donor Trust Fund, the Afghanistan Resilience Trust Fund (ARTF) supported equitable stipends for teachers working in community-based education.[35] In a recent programme implemented by UNICEF, ARTF supported the recruitment and compensation of more than 5,000 teachers (38% of whom were female) to support community-based education and accelerated education for 161,833 children (more than half of whom were girls).[36]

- **Salary harmonisation:** There are several promising examples of efforts to harmonise teacher salaries. In Uganda, Education in Emergencies (EiE) actors have agreed with UNHCR to harmonise teacher compensation policies and amounts among various education providers in refugee settings.[37] Research in Myanmar (Rakhine State) and in South Sudan illustrates how persistent coordination and advocacy achieved payment parity between the Ministry of Education and EiE sector and among humanitarian and development actors, respectively.[38] Beyond consistency and harmonisation, teacher remuneration must consider cost of living, government salary scales, teacher qualifications and experience, as well as geographical factors (remote locations of employment), alongside non-monetary benefits such as accommodation, transport, and scholarships for upgrading qualifications, among others.[39]

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[34] ILO (2024). Transforming the Teaching Profession: Recommendations and Summary of Deliberations of the United Nations Secretary-General's High-Level Panel on the Teaching Profession. Geneva: International Labour Office. https://www.ilo.org/publications/recommendations-and-summary-deliberations-united-nations-secretary-generals.

[35] The World Bank Group. Afghanistan Resilience Trust Fund. https://www.wb-artf.org.

[36] Roseo, E.M. (2024). Disclosable Version of the ISR – Education Emergency Response in Afghanistan (EERA) – P178758 – Sequence No : 05 (English). Washington DC: World Bank Group. http://documents.worldbank.org/curated/en/099041224102524786/P17875816ba3350d91a31b1f6fedf3830ca.

[37] Bengtsson, S., Billy, C., Thibault, C., Mirembe, D., Namagembe, B., West, H. & Hinz, K. (2023). Teacher Management in Refugee Settings: Uganda. UNESCO International Institute for Educational Planning; Mendenhall & Richardson (2024).

[38] Angong, M.P., Etzel, S., Hough, W., Mendenhall, M., Richardson, K., Tryon, T. & Wol, M. (2024). Teacher Compensation in Crisis Contexts: Problems & Paradoxes for Paying Teachers in South Sudan. Education International; Phyu, E.E., Johnston, C. & Costa, A. (2022). The Challenges of Equitable Community Teacher Stipends in Conflict Affected Areas of Myanmar. In INEE et al. (2022). Teachers in Crisis Contexts: Promising Practices in Teacher Well-Being, Management, and School Leadership, 2nd edition, 46–49. https://inee.org/resources/promising-practices-teacher-well-being-management-and-school-leadership.

[39] Falk, D. (2023b). Impossible Choices: The Relationship Between Teacher Compensation, Well-Being, Quality, and Retention in South Sudan and Uganda. In C.J. Henderson, Refugee Teachers: The Heart of the Global Refugee Response. NORRAG Policy Insights# 02; INEE et al. (2019); INEE (2022a). Promising Practices in Teacher Professional Development. https://inee.org/resources/promising-practices-teacher-professional-development; INEE (2022b). Promising Practices in Teacher Well-Being, Management, and School Leadership. https://inee.org/resources/promising-practices-teacher-well-being-management-and-school-leadership; Mendenhall (2024); UNESCO & International Task Force on Teachers for Education 2030 (2024).

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- **Direct funding to supplement or pay teacher salaries:** In some contexts of conflict and crisis, particularly when governments cannot pay teachers, donors have supplemented teacher compensation. For example, the European Union's IMPACT project in South Sudan, which paid $40 quarterly incentives to 30,000 primary school teachers from 2017 to 2021. Though not formally evaluated, UNICEF Innocenti research suggests that the initiative improved teacher attendance by enhancing motivation and monitoring accountability.[40] However, it is important to note that $40 is not a liveable wage, and many teachers continue to struggle to remain in the profession while trying to meet their own and their family's basic needs.[41] Evidence also indicates that providing consistent funding for teacher salaries at the onset of a crisis is linked to teacher retention. For example, the continuous payment of incentives for refugee teachers in Kenya and Uganda during the Covid-19 pandemic ensured that teachers remained working.[42]

3. **Teachers' Participation in Policymaking**
   - **Inclusion of teacher voice in decision-making spaces:** Teachers are best placed to understand the challenges and opportunities they face in delivering quality, inclusive education. It is imperative that their perspectives and experiences are centred in policy and curricular decisions. However, it is equally imperative to ensure that their inclusion in decision-making processes is not tokenistic, nor does it overburden teachers. Unfortunately, there are no examples within the evidence base of teachers' participation in policymaking in conflict and crisis settings – an alarming gap that requires urgent attention. One strategy for addressing this is to support teacher unionism in order to empower teachers' voices and assist them to make professional gains.[43] There are, however, some important factors to consider in contexts of forced displacement – most notably that although refugee teachers may benefit from the guidelines and standards that teacher unions espouse, they are often excluded from advocacy efforts for teachers' rights.[44]

E. Key Recommendations

This section synthesises the evidence to introduce three key recommendations for improving teacher management: (1) implement flexible, data-driven, and responsive policies to recruit, deploy, and train a diverse teaching workforce; (2) strengthen and harmonise teacher compensation and benefits to reflect the contributions and demands of teachers' work; and (3) centre teachers' perspectives and prioritise their voices in policymaking spaces. Although these recommendations focus on teacher management, improving support for teachers requires interventions that span teacher management,

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[40] Tărlea, S., Han, C., Nugroho, D. & Karamperidou, D. (2021). Time to Teach: Teacher Attendance and Time on Task in Primary Schools in South Sudan. UNICEF Office of Research. https://www.unicef.org/innocenti/media/4811/file/UNICEF-Time-to-Teach-South-Sudan-2021.pdf.

[41] Angong, M.P., Etzel, S., Hough, W., Mendenhall, M., Richardson, K., Tryon, T., & Wol, M. (2024). Teacher Compensation in Crisis Contexts: Problems & Paradoxes for Paying Teachers in South Sudan. Education International; Falk, D. (2023b).

[42] Billy, C., Thibault, C. & Bengtsson, S. (2023). Ensuring Effective Teacher Management in Refugee Settings in the COVID-19 Era: A Ugandan Case Study of Policy and Practice. Education and Conflict Review 4, 63–71; Hure, M. & Taylor, J. (2023). The Critical Role of Refugee Teachers in the COVID-19 Education Response: Supporting their Continued Professional Contributions and Leadership in Displacement and Durable Solutions. Education and Conflict Review 4, 37–44.

[43] Nwokeocha, S. (2021). Obstacles to Education of the Children of Refugees and IDP: Lessons and Policy Options from the European Union's 'Education for Life' Project In Uganda and South Sudan. European Journal of Education and Pedagogy 2(3), 194–206.

[44] Mendenhall (2024).

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professional development, and well-being in order to meaningfully and sustainably strengthen teaching quality and retention.

1. **Implement flexible, data-driven, and responsive policies to recruit, deploy, and train teachers across various profiles, and provide meaningful career progression opportunities**

   Governments should:
   - Strengthen and harmonise mechanisms to collect teacher data and utilise this evidence to inform teacher recruitment, deployment, and professional development needs.
   - Establish comprehensive contingency and preparedness plans to increase teacher supply through responsive and flexible deployment of teachers.
   - Identify barriers and implement specific measures to support recruitment and retention of female teachers and teachers from other marginalised and under-represented groups.

   Education stakeholders (UN agencies and NGOs) should:
   - Ensure the participation of local and national education actors – including teachers themselves – in teacher management and professional development policies for local ownership, capacity building, and sustainability of teacher management policies.
   - Engage with governments to promote the right to work for displaced teachers and establish or strengthen cross-border equivalency mechanisms to recognise teacher qualifications.
   - Institutionalise effective teacher professional development policies that culminate in recognised qualifications and that lead to (or are linked to) career progression opportunities for teachers of all profiles.

2. **Strengthen and harmonise teacher compensation and benefits to reflect the contributions and demands of teachers' work**

   Donors should:
   - Leverage global and in-country convening and influencing status to prioritise regular and equitable compensation and benefits for teachers of all profiles.
   - Mobilise sufficient levels of funding for teacher compensation and benefits across all stages of conflict and crisis, which has critical implications for teacher recruitment, deployment, and development.
   - Invest in new and innovative funding approaches to support teacher compensation and benefits for diverse profiles of teachers across all stages of conflict and crisis.

   Education stakeholders (UN agencies and NGOs) should:
   - Ensure proper coordination around teacher compensation and benefits between partners and ministries to uphold fair compensation across different teacher profiles.
   - Advocate, and when relevant, provide teacher benefits (e.g. hardship allowances, accommodation, transportation, etc.) for teachers across diverse profiles.
   - Conduct market assessments to understand the extent to which teacher compensation is commensurate with market prices, and if not, engage in advocacy to provide teachers of all profiles with a liveable wage.

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3. Centre teachers' perspectives and prioritise their voices in policymaking spaces

Education stakeholders (UN agencies and NGOs) should:
- Work with government counterparts to strengthen, and when relevant establish, mechanisms for teacher agency, autonomy, and collective action (such as teacher unions) that recognise and include teachers of all profiles.
- Engage teachers across all profiles through inclusive and participatory approaches in the development and implementation of new policies and practices.
- Centre teacher management issues in global and regional fora for government actors and/or humanitarian and development practitioners, such as the UN General Assembly, Cluster Meetings, etc.

Academia should:
- Develop a teacher research and learning agenda to organise and generate evidence on improving teacher management in crisis contexts, prioritising leadership from countries affected by conflict and crisis.
- Create dissemination mechanisms for sharing evidence to a broader audience with a focus on contextualisation, localisation, and evidence uptake.
- Prioritise participatory methodologies that privilege and promote the engagement and perspectives of teachers of all profiles.

F. Conclusion

More meaningful support for teachers is urgently needed to recruit, prepare, and retain teachers. Failure to do so will all but guarantee that collective commitments to providing quality, inclusive education for children and youth, including in settings affected by conflict and protracted crisis, remain unmet. Further, it is fundamentally teachers' right to receive such support that enables them to do their work.

Collective and coordinated action across research, policy, and programmes is needed to address teacher management challenges. There is limited evidence on teacher management in settings affected by conflict and crisis, and more research utilising qualitative, quantitative, mixed-methods, and participatory approaches is critical. Future research should prioritise evaluating the impact of teacher management policies and practices in crisis contexts in order to refine policies and strengthen resilient and sustainable education systems.

Governments, education stakeholders, and donors need to create flexible policies and programmes that centre teachers and provide sustainable funding that is responsive to their needs as well as adaptable to the complex crises where they work. These efforts will both provide teachers the support they require and deserve to succeed in their work and foster the long-term development of children and youth living amidst crisis.