An Evaluation of Progress of the Inclusion of Refugees in National Education Systems in the IGAD Member States

REPORT ON AN INDEPENDENT EVALUATION

REGIONAL REPORT

NOVEMBER 2024

Conducted by: Meraki Labs and Key Aid Consulting

UNHCR Evaluation Office

UNHCR's Evaluation Policy confirms UNHCR's commitment to support accountability, learning and continual improvement through the systematic examination and analysis of organizational strategies, policies, and programmes. Evaluations are guided by the principles of independence, impartiality, credibility, and utility, and are undertaken to enhance the organization's performance in addressing the protection, assistance and solution needs of refugees, stateless people, and other persons of concern.

Evaluation Office
United Nations High Commissioner for Refugees
Case Postale 2500
1211 Genève 2
Switzerland
www.unhcr.org

Acknowledgements

Evaluation information at a glance	
Title of the evaluation:	An Evaluation of Progress of the Inclusion of Refugees in National Education Systems in the Intergovernmental Authority on Development (IGAD) Member States
Timeframe covered:	December 2017 – December 2022
Completion Year:	2024
Type of evaluation:	Decentralized Evaluation
Countries covered:	Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda
Evaluation management:	Jennie Taylor, Senior Regional Education Officer, UNHCR Malene Molding Nielsen, Senior Regional Evaluation Officer, UNHCR Dr. Kebede Tsegaye, Senior Coordinator, Education, Science, Technology & Innovation, IGAD

Commissioned by UNHCR and IGAD

Evaluation Quality Assurance provided by UNHCR Evaluation Office

Table of Contents

Table of Boxes

Table of Figures

Table of Tables

Executive Summary

Background

1. This is an evaluation of the Djibouti Declaration (DD), which is a non-binding regional instrument towards quality education in safe learning environments for refugees and host communities spearheaded by the Intergovernmental Authority on Development (IGAD) and adopted by seven Member States (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda). The evaluation was jointly commissioned by IGAD and the United Nations High Commission for Refugees (UNHCR). It is intended to document and analyse the outcomes of the Djibouti Declaration, the processes by which these outcomes were achieved, and the degree to which these processes and outcomes are sustainable.

2. The evaluation focuses on two specific commitments to include refugees in national education systems, notably Commitment C: inclusion of refugees in national education systems and Commitment E: financing, partnership, and monitoring. Twelve specific sub-commitments were identified as priority areas. The evaluation covers the period from the signature of the Declaration in December 2017 to December 2022. It acknowledges that regional level policy can translate into practice through many different routes, and thus focuses on national policymaking and policy implementation processes.

3. The evaluation design was non-experimental and used a case study approach. Mixed methods were used. A perception-based approach was chosen due to evidence that policymaking and policy implementation processes are strongly dependent on perceptions and consensus building;[1] this approach also supported a more in-depth analysis of drivers of and obstacles to progress. Data collection took place in all IGAD states but was more intense in three case study countries (Djibouti, Ethiopia, and South Sudan). It involved 191 key informant interviews, three participatory workshops and a live desk review process that included analysis of several databases.

State of Play: Have the Djibouti Declaration Commitments Been Met?

4. The evaluation found that regional level commitments made under the Djibouti Declaration have been met. IGAD maintained high-level political will in support of refugee inclusion in national education systems through its coordination and engagement activities. It also met its commitment to develop a regional qualifications framework and provide an environment for learning and exchange, specifically on teacher training and the inclusion of refugee teachers in national systems. IGAD produced and piloted modules in support of teacher training in Ethiopia, Sudan, and Uganda. The impact of this programme could have been enhanced if it had been rooted in a stronger political economy analysis.

5. Commitments associated with laws, policies, planning, and strategy were, by and large, achieved across IGAD Member States. All states have a legal framework that supports refugee inclusion in national education systems, and refugees are included in National Education Sector Plans (NESP) to at least some extent across the IGAD region. Costed plans for refugee inclusion were developed by Ministries of Education across the region, although the quality of these plans and level of endorsement varied across countries.

---

[1] Oxford Research. (n.d.). Understanding the Policy Process; Oxford Research (n.d.). Mapping the Policymaking Process; Sutton, Rebecca. (1999). The Policy Process: An Overview

6. More work is needed for IGAD states to meet commitments associated with changes in school governance and management, but progress has been made over the evaluation period. States have made strong efforts to include refugees into national education information management systems (NEMIS), but only one state, Djibouti, has fully achieved its commitments in this regard. No state has fully reached its commitment to integrate refugee schools into national education systems (i.e., registering refugee hosting schools as public, assuring capitation grants for refugee students, making use of national systems for teaching materials, deploying teachers through the national system). Progress has, however, been made across the region, with refugees using the host country curriculum in all IGAD states and refugee schools progressively transitioning to the national system in Ethiopia and Uganda. Inclusion of refugee teachers in national education systems represents an obstacle and a source of tension in several IGAD states, including all case study countries. Frameworks for recognition of prior learning and associated formal qualifications are in development across the region, while transition programmes are in place, provided by a range of government and non-governmental actors.

7. Delivery of commitments for financing is integral to the achievement of other commitments. Currently no IGAD state has adequate fiscal capacity to meet the additional cost of refugee learners, as reported by learners and verified through political economy analyses. The international community has made only few Specific, Measurable, Achievable, Relevant and Time-bound (SMART) commitments to provide support, and the evaluation could not find evidence that sufficient financing was allocated to refugee inclusion efforts. Systems to track the degree to which international actors meet their commitments are not in place. Alignment of financing has also been limited, both between and within the humanitarian and development spheres; Uganda has rolled out a good practice to coordinate actors through the Education Response Plan.

Drivers of Progress: What National-Level Factors Influenced Achievement?

8. The degree to which refugee inclusion in national education systems can be achieved is affected by complementary rights, notably the right to move, the right to work and the right to documentation; all of these rights are in the process of being strengthened in IGAD states. Although the legal right to education is protected and all states have met Declaration commitments to support legal frameworks, refugees continue to face practical challenges in accessing national education systems, in part due to challenges in accessing complementary rights. States made efforts to support complementary rights both at the regional and the country level, during the same time period as the signature of the Djibouti Declaration. There is evidence that the process of implementing these policies has been lengthy, hampered by bureaucratic issues, with financing and changes to governance and management systems required.

9. High-level political will was achieved, sustained throughout the evaluation period, and acknowledged by actors at different levels; this represents a major achievement for both IGAD and Member States. Actors at the ministerial and head-of-state level have direct influence on laws, policies, planning and strategy. The high degree of achievement regarding these commitments demonstrates strong political will among high-level actors. However, high-level actors only have indirect influence over the ways in which activities to support refugee inclusion are rolled out; activities are managed by line ministries and their relevant departments. As such, high-level political will to support the Djibouti Declaration alone has not been sufficient to achieve full inclusion of refugees in national education systems.

10. School management systems are governed by organizational structures within governments. A wide range of ministries are implicated in refugee inclusion: at a minimum, the Ministry of Education, the Ministry of Finance, and the department responsible for refugee affairs, and often in addition, the Ministry of Foreign Affairs and Ministry of the Interior. Collaboration is required at both national and sub-national level in order to roll out changes to school governance and management systems. This evaluation found that ministries and departments across governments had limited institutional incentives to engage with refugee inclusion in national education systems. At the national level, it was challenging for ministries and departments to navigate the reallocation of responsibilities, budgets, and staff. At the sub-national level, some departments lacked capacity to fully engage, and in some states, coordination between national and sub-national levels could have been strengthened.

11. Effective translation of policy into practice relies upon the use of strong management and accountability mechanisms, led by national-level governments. This evaluation found that efforts to support refugee inclusion to date have focused on the legal and policy frameworks and planning processes; fewer resources have been devoted to the governance and management needed to facilitate, guide, and oversee implementation, supervision, and monitoring at the national level. In some states, SMART targets have been set, but there is little evidence that indicators are monitored on a regular basis, or that actors at different levels are sufficiently aware of supervision and monitoring systems.

12. This evaluation found that a lack of financing underpins the lack of achievement of Djibouti Declaration commitments. States are not currently able to invest at global benchmark rates in national learners; the costs associated with including refugee learners are therefore daunting. Financial challenges are more significant because GDP growth rates in the IGAD region are variable, and states have limited fiscal space to undertake new commitments. Refugee inclusion involves both one-off and recurrent costs that states are not able to meet; international support is needed to fill this gap.

Contributors to Progress: What Regional and International Factors Influenced Achievements?

13. At the regional level, IGAD was successful at building and maintaining high-level political will throughout the evaluation period. This political will, in turn, was a bedrock for successes achieved in laws, policies, planning and strategies across Member States. IGAD invested in advocacy with high-level political actors: they developed a network of focal points through Member States and convened high-level political actors on a regular basis throughout the evaluation period. They actively advocated for refugee inclusion in national education systems and supported the development of frameworks such as the Regional Qualifications Framework and the regional monitoring and evaluation framework. Going forward, there is scope for more engagement on the monitoring and evaluation framework.

14. International actors have expressed support for refugee inclusion in national education systems and have made commitments to responsibility-sharing at both the international and regional levels. However, the number of explicit pledges made to support refugee inclusion in the IGAD region is relatively small. Financial contributions have been made, but it is not possible to track these commitments due to overlap between financing instruments and silos between humanitarian and development actors.

15. Where, financial contributions have been made by development actors, it is unclear how these funds have been allocated within national systems, and the resulting impact of the activities implemented. Key informant

interviews indicate that humanitarian funding has continued to be allocated against immediate needs as well as supporting the alignment of refugee education initiatives with national protocols and standards, however, funding cycles remain too short-term and unpredictable to incentivize full refugee inclusion in national education systems. This is in part because full refugee inclusion involves higher recurrent costs, such as costs associated with meeting the salaries of teachers on national payroll, and it is challenging for humanitarian actors to meet these costs, particularly over longer timeframes.

16. Financial commitments to refugee inclusion in national education systems from development partners have been structured in several different ways, with international partners using loan, grant, and on-budget modalities. The use of loan facilities to support refugee inclusion is challenging: some Member States perceive the use of loans as an abdication of responsibility-sharing obligations, as states need to take on the full cost of refugee inclusion and pay interest rates for this new caseload. However, loans also allow Member States to invest in infrastructure and systems that benefit both national and refugee learners and can support longer-term growth. Grant facilities are sometimes structured around cost reimbursement; while this approach incentivizes results, it may also have drawbacks in addressing underlying structural issues. On-budget support, similarly, needs to be accompanied by governance and capacity-building. This evaluation finds that it is important to structure financing mechanisms in ways that account for the time and resources required to adapt governance systems and that include incentives for different ministries and departments to collaborate.

Conclusions, Lessons Learned and Recommendations

17. The full report includes a detailed narrative for each of the conclusions, lessons learned and recommendations that are summarized below. The conclusions of the report are as follows:

   17.1. **Conclusion 1:** To achieve sustainable inclusion of refugees in national education systems, it is critical to (1) establish an enabling legal and policy environment, (2) build effective governance and management structures, and (3) mobilize predictable financing aligned with costed plans, as per Figure 1 below.

   17.2. **Conclusion 2:** The Djibouti Declaration commitments associated with laws, policies and strategies have largely been met by IGAD and Member States, thus laying a foundation for sustainable refugee inclusion in national education systems.

   17.3. **Conclusion 3:** There is a clear gap in translating policy into practice, and refugees are not yet functionally included in national education systems; this can be linked to slow progress with regard to governance and management.

   17.4. **Conclusion 4:** National governments do not have adequate fiscal space to fully meet the Djibouti Declaration, and there was no evidence that sufficient international financing was allocated to meet the gap; this poses risks for the achievement of refugee inclusion in national education systems.

   17.5. **Conclusion 5:** International actors engage in refugee inclusion in national education systems in a way that is split along nexus lines and clustered around specific initiatives; this leads to a lack of transparency and coherence and reduces the effectiveness of international support.

Figure 2[2]

Components of Refugee Inclusion in National Education Systems
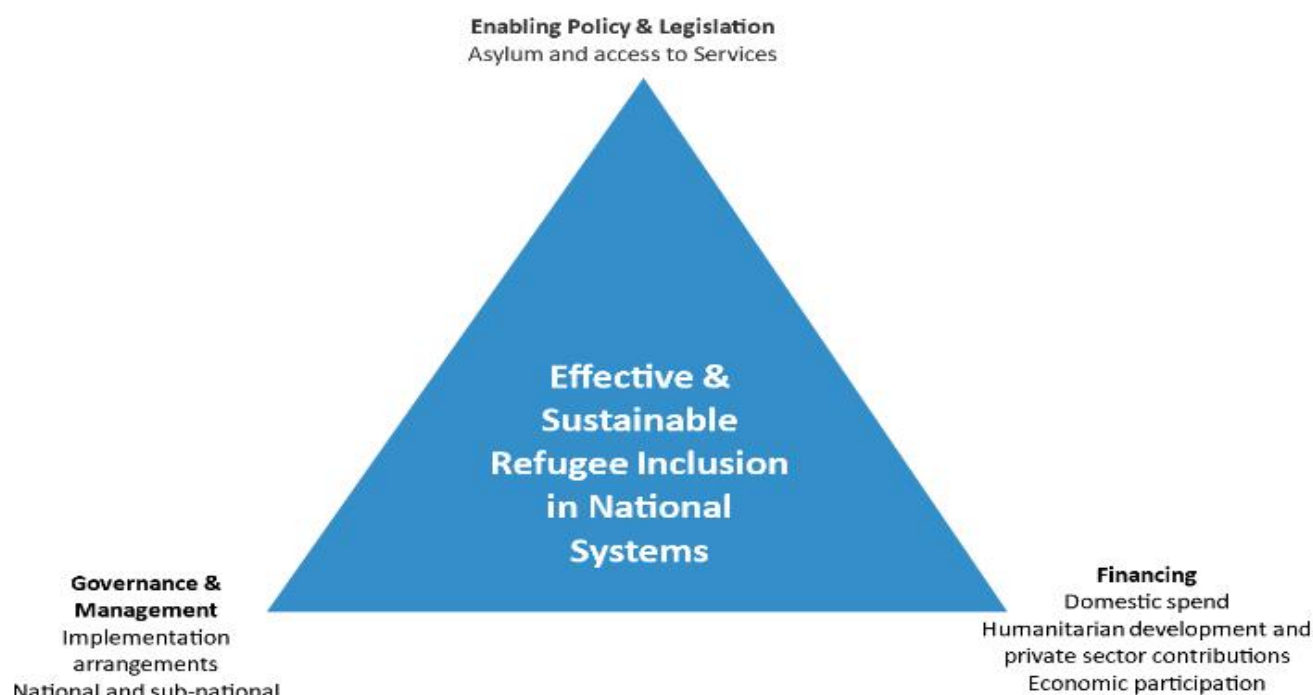
18. Lessons that can inform future efforts to include refugees in national education systems are as follows:

    18.1. **Lesson 1:** In order to achieve refugee inclusion, an enabling legal framework should be accompanied by significant investments in governance and management in order to achieve impact.

    18.2. **Lesson 2:** Full achievement of refugee inclusion in national education systems requires progress with regard to implementation of complementary rights, notably the right to work, the right to freedom of movement and the right to documentation, and it requires governments to address associated bureaucratic obstacles.

---

[2] The figure 2 on effective sustainable inclusion has been developed by UNHCR's Regional Bureau in EHAGL in a concept note on sustainable programming, July 2024. Supporting definitions are as follows: 1) Laws and policies refer to the commitments made by governments at the international, regional, and national levels in relation to refugee rights, as well as the strategies and plans that are developed to realise these commitments. Laws and policies refer not only to refugee education, but also to refugees' recognition, protection, and management, access to basic service delivery and right to move and work. 2) Governance refers to public oversight and leadership with planning beginning at the national or system level, where policy or system goals are defined and subsequently translated into viable programmes that can be implemented by sub-national authorities and service providers (including both state and non-state actors). 3) Management refers to the systems and processes through which these programmes are implemented as defined by the specific policies and procedures of the government authority at the national or sub-national levels. The degree to which the system goals are achieved is influenced by the incentives, performance information, and accountability mechanisms at each level of the service delivery mechanism (e.g., the education system) and the governance and management capacity to effectively address obstacles to implementation, including bureaucratic obstacles. 4) Financing refers to the funds available for and allocated by the Government through tax contributions and with support from international actors and the private sector to specific activities and initiatives associated with inclusion. In LICs and MICs, this is often provided through a combination of individual or community, domestic and development financing. The source, and consistency of funds, how these funds are channelled, and managed by the service provider is integral to achieving sustainable refugee inclusion in national systems.

18.3. **Lesson 3:** High-level political actors have direct capacity to affect laws, policies, and planning; their influence on governance and management systems is more diffuse.

18.4. **Lesson 4:** Changes in school governance and management require investments in aligning and incentivizing organizational structure shifts.

18.5. **Lesson 5:** Financing is a necessary enabler of change, and states with limited fiscal space require international support to meet the cost of refugee inclusion.

18.6. **Lesson 6:** To generate and sustain sufficient predictable, long-term international financing to support host countries, investments must be made in mechanisms to transparently track financing from donors across the humanitarian-development nexus.

18.7. **Lesson 7:** International financing can be allocated towards investments, which jointly benefit national and refugee learners, and which support longer-term benefits for both host and refugee learners.

18.8. **Lesson 8:** Political economy analysis can enhance the impact and mitigate against unintended consequences of regional-level initiatives by situating regional activities in country-level political economy realities e.g., the capacity of states to finance or scale up particular initiatives.

18.9. **Lesson 9:** Approaches to financing for refugee inclusion in national education systems should be firmly grounded in an understanding of national budgeting mechanisms, as well as a strong understanding of existing governance systems.

18.10. **Lesson 10:** A clear monitoring and evaluation process, including SMART indicator monitoring at the national and sub-national levels, supports the translation of policy into practice.

19. Recommendations are as follows:

19.1. **Recommendation 1:** Parties to regional-level declarations and international actors should ensure that findings from this evaluation and existing sub-commitments - including in relation to financing and monitoring and evaluation - are explicitly included in revised Action Plans.

19.2. **Recommendation 2**: Member States should strengthen the management and governance required to operationalize policies, strategies and legislative frameworks associated with inclusion, by putting in place implementation mechanisms that bring together departments from different sectors and different administrative levels and that are clearly costed.

19.3. **Recommendation 3**: IGAD and UNHCR should advocate with the international community to increase transparency, and coordinate across different "nexus" actors and different sectors to assure clarity on responsibility-sharing obligations in the context of the inclusion agenda.

19.4. **Recommendation 4**: The international community should transparently commit sufficient, predictable, and long-term financing against the prioritized needs in updated country plans and costed plans, while supporting the inclusion agenda by coordinating across nexus actors.

19.5. **Recommendation 5**: Engaging both donors and Member States as well as the core task force, IGAD should develop a research and learning agenda to ensure that good practices are identified and feed into 1) future efforts to support the implementation of commitments, and 2) other similar refugee inclusion initiatives.

List of Abbreviations

ARRA	Administration for Refugee and Returnee Affairs
CRRF	Comprehensive Refugee Response Framework
DICAC	Development and Inter-Church Aid Commission
DD	Djibouti Declaration
ECW	Education Cannot Wait
EDSP	Education Sector Development Programme
EHAGL	East and Horn of Africa and the Great Lakes
EMIS	Education Management Information System
EMT	Evaluation Management Team
EQ	Evaluation Question
EQA	Evaluation Quality Assurance
ERG	Evaluation Reference Group
ERP	Education Response Plan
ESTI	Education, Science, Technology, and Innovation
EU	European Union
FGD	Focus Group Discussion
FMoE	Federal Ministry of Education
FTS	Financial Tracking Service
GCM	Global Compact on Migration
GCR	Global Compact on Refugees
GEQIP-E	General Education Quality Improvement Program – Ethiopia
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPE	Global Partnership for Education
GRF	Global Refugee Forum
IFI	International Financial Institution
IGAD	Intergovernmental Authority on Development
IIEP	International Institute for Educational Planning
INGO	International Non-Governmental Organization
IRG	Internal Reference Group
KF	Key Finding
KII	Key Informant Interview
LEG	Local Education Group
LIC	Low Income Country
M&E	Monitoring and Evaluation
MIC	Middle Income Country
MENFOP	ministère de l'Éducation Nationale et de la Formation Professionnelle
MoE	Ministry of Education
MoGEI	Ministry of General Education and Instruction
MoU	Memorandum of Understanding
NEMIS	National Education Information Management System
NES	National Education System
NESP	National Education Sector Plan
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Overseas Development Assistance

OECD	Organisation for Economic Co-operation and Development
ONARS	Office National d'Assistance aux Réfugiés et Sinistrés
PAEF	Plan d'Action d'Éducation et de Formation
PforR	Program for Results
REWG	Refugee Education Working Group
RLO	Refugee-Led Organization
RPL	Recognition of Prior Learning
RRS	Refugee and Returnee Services
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SOLO	Search Oxford Libraries Online
SQ	Evaluation Sub Question
TOC	Theory of Change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNECE	United Nations Economic Commission for Europe
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
WB	World Bank
WFP	World Food Programme

Glossary

Alignment of financing: The process through which funds from different sources are coordinated against a common set of goals and joint accountability to reduce duplication and ensure that sufficient financing is available to meet the overall objective.

Bureaucratic systems: Organizations that are structured to enable people to work together in ways that maximize their capacity. In government, bureaucratic systems consist of several components, summarized as fixed divisions of labour, a hierarchy of authority-based positions, written documents and rules, and the use of expert personnel. Bureaucracies can be constructed around technical expertise (e.g., Ministries of Education) or around specific issues (e.g., refugee management agencies).[3]

Governance   Public oversight and leadership of service provision, consisting of planning and management. Planning begins at the national or system level, where policy or system goals are defined. These are then translated into viable programmes that can be implemented by sub-national authorities and service providers (including both state and non-state actors). Management refers to the process through which these programmes are implemented as defined by the specific policies and procedures of the government authority at the national or sub-national levels.

Grants and loans   Refer to financial support provided by international finance institutions where a loan refers to support provided against an interest rate whereas grants do not carry repayment. Loans differ in their terms and conditions depending on whether they are provided as concessional or non-concessional.

Horizontal integration: The capacity of government departments in charge of different policy issues to work together.[4] In the context of refugee affairs, e.g., a situation in which the department responsible for managing refugee affairs is semi-autonomous and is not fully integrated into a single ministry (such as the Ministry of the Interior).

Political marketplace: A system of governance where monetized transactions have become systematic.[5]

Political will: Willingness on the part of high-level government actors such as heads of State and Ministers of Education to make commitments, statements and take action in support of a particular policy objective.[6]

Refugee inclusion in national education systems:

A situation where refugee children have access to the same education opportunities as host nationals that are (i) part of the host country's national public education system (e.g., curriculum, teachers' qualifications, and oversight mechanisms),

---

[3] Lumby, Jackie. (2017). Distributed Leadership and Bureaucracy. https://doi.org/10.1177/1741143217711190
[4] David Le Blanc, Division for Public Institutions and Digital Government, UNDESA. (2021). Horizontal and vertical integration are more necessary than ever for COVID-19 recovery and SDG implementation; Carvalho, S., & Alebachew Kemisso Haybano. (2023). "Refugee Education Is Our Responsibility": How Governance Shapes the Politics of Bridging the Humanitarian—Development Divide. Journal of Refugee Studies. https://doi.org/10.1093/jrs/fead001
[5] LSE (2022) Drivers of Conflict: The Political Marketplace; de Waal, Alex (2019). Sudan: A Political Marketplace Framework Analysis; de Waal, Alex (2019). South Sudan: The Perils of Payroll Peace. Haji Ingiriis, Mohammed (2020). Profiting from the failed state of Somalia.
[6] This definition is in line with: UK Government, 'Defining Political Willl'

(ii) delivered by and funded through government channels, and (iii) attended by both refugee and host community children together.

Sustainable financing: In the context of this evaluation, sustainable financing refers to the degree to which the comprehensive costs of refugee inclusion in national education systems, including recurrent costs, can be met both in the present and in the future. For the financing of inclusion to be regarded as sustainable, it should be allocated by governments and received: (1) through tax and other contributions from economic participation of refugees alongside the host nationals, (2) through international finance institutions and other development actors or (3) through the private sector.

Transition programmes: Programmes that help individuals transition from one educational system to another. Specific examples of programmes include language acquisition courses, curriculum orientation and catch-up classes.

Vertical integration: Consistency, coordination, and collaboration across different levels of government.[7] In the context of refugee affairs, a situation in which the department responsible for managing refugee affairs is fully integrated into a line ministry.

---

[7] David Le Blanc, Division for Public Institutions and Digital Government, UNDESA. (2021). Horizontal and vertical integration are more necessary than ever for COVID-19 recovery and SDG implementation; Carvalho, S., & Alebachew Kemisso Haybano. (2023). "Refugee Education Is Our Responsibility": How Governance Shapes the Politics of Bridging the Humanitarian—Development Divide. Journal of Refugee Studies. https://doi.org/10.1093/jrs/fead001

1. Background

1.1. Purpose of the Evaluation

1. This report presents an evaluation of the degree to which international, regional, and national actors have met the commitments to refugee inclusion in national education systems set out in the Djibouti Declaration (DD) and the factors that contributed to achievements. It covers the first five years of implementation of the Djibouti Declaration, that is, the period from the signature of the Djibouti Declaration in December 2017 to December 2022.

2. **Objective:** The evaluation is intended to document and analyse the outcomes of the Djibouti Declaration, the processes by which these outcomes were achieved, and the degree to which these processes and outcomes are sustainable. It has three specific objectives:

   2.1. Document progress at country level and critically assess drivers of and obstacles to progress.

   2.2. Identify good practices and draw recommendations and lessons that may inform future planning and implementation in relation to the joint commitments made.

   2.3. Establish the conditions and type of environment that facilitate inclusion in national education systems, and the role of the international community.

3. **Audience:** The evaluation is intended to support Intergovernmental Authority on Development (IGAD) Member States in structuring future policy engagements on refugee inclusion in national education systems, building on good practices that have contributed to it successfully. The findings and recommendations of this evaluation will also strategically inform IGAD regional body, the Core Task Team (regional representatives from IGAD, UNHCR, GIZ, the EU, UNESCO, UNICEF) both in the region and in other contexts.

4. **Management Structure:** The evaluation is commissioned jointly by the United Nations High Commission for Refugees (UNHCR) Regional Bureau for the East and Horn of Africa and the Great Lakes (EHAGL) and IGAD. The evaluation process involved an Evaluation Reference Group (ERG), which met at inception and validation phases, as well as an Internal Reference Group (IRG), which supported the validation of country and regional reports. An Evaluation Management Team (EMT) supported day-to-day decision-making.

5. **Report Structure:** This report is organized in six sections. Section 1 on background provides information about the context and the subject of the evaluation. Section 2 summarizes the methodology. Section 3 on the State of Play provides a brief overview of the degree to which Djibouti Declaration commitments have been achieved and progress made during the evaluation period. Section 4 examines national drivers of and obstacles to achievement, with a focus on national-level efforts to transform policy into practice. Section 5 examines regional and international contributions to the achievement of commitments and sustainability. Section 6 provides conclusions and recommendations. This structure has been adopted in recognition of the complexities of the factors contributing to whether Djibouti Declaration outcomes were achieved; a range of different policy processes at the national, regional, and international levels contributed to the achievement (or lack thereof) of each commitment.

1.2. Context of the Evaluation

6. The right to education for all children, including refugees, is articulated in international legal instruments including the Universal Declaration of Human Rights and the Convention on the Rights of the Child.[8] The right to education for refugees is confirmed both in the 1951 Convention Relating to the Status of Refugees, as well as in the Global Compact on Refugees.[9] The 1986 African Charter on Human and People's Rights similarly confirmed the right to education, as did the 2017 Nairobi Declaration on Somali Refugees.[10] Commitments in support of education, and refugee education in particular, were also made as a part of policy documents including the African Union's Agenda 2063 and IGAD's Regional Strategy 2021–2025.[11]

7. **The Education Context for National Learners:** With the Djibouti Declaration, political commitment to education is clear – but these commitments should be interpreted in light of highly variable national contexts. Within IGAD countries (Figure 1), primary gross enrolment rates for national learners range from 8 per cent for Somalia to 64 per cent for

Figure 1: Map of IGAD states.

Djibouti and 100 per cent for Uganda.[12] Secondary gross enrolment rates are lower across all IGAD states, but still exhibit high levels of volatility.[13] Public expenditure on education varies across IGAD states, with South Sudan spending 1.6 per cent of GDP on education, compared with Kenya spending 4.1 per cent of GDP on education and Uganda spending 2.6 per cent of GDP on education.[14] Learning outcomes also differ strongly between countries, with primary completion rates at 21 per cent in South Sudan, 53 per cent in Uganda and 100 per cent in Kenya.[15]

8. **The Education Context for Refugees:** There are currently over 4.69 million refugees within IGAD states.[16] Among them, 1.98 million were of school age, and 55% of these, or 1 million children, were out of school.[17] Historically, in the Horn of Africa,[18] refugee education has been implemented through parallel systems facilitated by the international community in collaboration with Governments, but as the number of displaced

---

[8] Universal Declaration of Human Rights, Article 26; Convention on the Rights of the Child, Article 28
[9] 1951 Convention Relating to the Status of Refugees, Article 22; Global Compact on Refugees, Paragraph 68 and 69
[10] African Charter on Human and People's Rights, Article 17; Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia, Article IV Paragraph 4
[11] African Union, Agenda 2063, Aspiration 1, Goal 2; IGAD Regional Strategy 2021–2025, Pillar 3, Programme Area 3.3.
[12] All figures from World Bank Open Data Set. This source was used, rather than national statistics, to ensure comparability. Somalia figures were from 2016, Djibouti from 2022 and Uganda from 2017.
[13] All figures from World Bank Open Data Set. Years: Djibouti 2022, Ethiopia 2015, Kenya 2009, Somalia 2023, South Sudan 2015, Sudan 2018, Uganda 2017.
[14] Data from World Bank Open Data Set. Years: Djibouti 2018, Ethiopia 2022, Kenya 2020, Somalia 2019, South Sudan 2015, Sudan 2009, Uganda 2023
[15] Data from World Bank Open Data Set. Years: Djibouti 2022, Ethiopia 2022, Kenya 2016, South Sudan 2015, Sudan 2018, Uganda 2017
[16] UNHCR Regional Bureau or East and Horn of Africa and Great Lakes, Key Population Statistics, December 2023
[17] Regional Bureau for East and Horn of Africa, and the Great Lakes Region - Education Newsletter: July - September 2023 - Sudan | ReliefWeb. (2023, October 16). Reliefweb.int.
[18] Dryden-Peterson, Sarah et al. (2018). Inclusion of Refugees in National Education Systems. UNESCO

people grows and the length of displacement extends,[19] there has been a consensus that parallel systems may not offer guaranteed certification, accountability to learners and predictable services throughout the entire education cycle. The concept of refugee inclusion in national education systems seeks to address these concerns, while also promoting mutual benefits to both refugees and host communities by building social cohesion and laying the foundations for constructive engagement in civic life.[20]

9. **Resources and Governance:** Commitments to education, and to refugee education specifically, need to be understood not only in light of the existing education system in a particular country, but also of the resources allocated to national governments, as well as the strength of public service and governance systems. Governments require access to funds in order to provide services; they also need strong governance systems to ensure that resources are not diverted and achieve their intended goal of improving education. IGAD states have different levels of resource availability; GDP per capita ranges from low levels of US$ 592 /year (Somalia) and $924 /year (Uganda) to middle-income levels of over $3,000 /year (Djibouti). Prospects for growth in government resources vary, with recent GDP growth at -10 per cent in South Sudan, to approximately 5 per cent in Ethiopia and Kenya. Governance systems in IGAD states are influenced by many factors. Security and conflict are challenges in several IGAD states, and this is often associated with weaker governance systems.[21] Governance, as measured by the Bertelsmann Transformation Index, also varies; some states such as South Sudan rank at 2.4 out of 10 in the index; others such as Djibouti are much stronger, rating 5.1 out of 10.[22]

Table 1: Contextual Information

	Djibouti	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Basic Statistics							
GDP per capita (US$)[23]	3,136	1,207	2,099	592	1,071	1,102	964
GDP growth (%)[24]	3.1	5.3	4.8	2.4	-10.8	-1	4.6
Expenditure on education (% GDP)[25]	3.8	3.7	4.1	0.3	1.6	2.0	2.6
Population[26]	1,120,849	123,379,924	54,027,487	17,597,511	10,913,164	46,874,204	47,249,585
Gini Coefficient (1 to 100)[27]	41	35	38	--	44	34	42
Gender Parity Index (1 to 6)[28]	3.5	3.0	3.5	2.0	1.5	2.5	3.0
Inflation[29]	1.5	30.2	7.7		2.4	138.8	5.4

[19]. Crawford, N., Cosgrave, J., Haysom, S., & Walicki, N. (2015). Protracted displacement: Uncertain paths to self-reliance in exile.; Devictor, X., & Do, Q.-T. (2016). How Many Years Have Refugees Been in Exile?; Milner, J., & Loescher, G. (2011). Responding to protracted refugee situations: Lessons from a decade of discussion.

[20] UNHCR (n.d.) Building Inclusive Education Systems for Refugees. Available at: https://www.unhcr.org/media/building-inclusive-education-systems-refugees

[21] The World Bank has classified Somalia, South Sudan, and Sudan as 'Fragile and Conflict Affected' in 2022. This classification is developed on the basis of indicators that measure the quality of policy and institutions, and that link these to violent conflict. For more information, please see: https://www.worldbank.org/en/topic/fragilityconflictviolence/brief/harmonized-list-of-fragile-situations

[22] Bertelsman Transformation Index Project. (2023). Bertelsman Transformation Index. Available at: https://bti-project.org/en/?&cb=00000

[23] World Bank Open Data. (n.d.) GDP Per Capita Years: Djibouti 2023, Ethiopia 2023, Kenya 2023, Somalia 2023, South Sudan 2015, Sudan 2023, Uganda 2023

[24] World Bank Open Data. (n.d.) GDP Growth Years: Djibouti 2023, Ethiopia 2023, Kenya 2023, Somalia 2023, South Sudan 2015, Sudan 2023, Uganda 2023

[25] World Bank Open Data. (n.d.) Expenditure on Education Years: Djibouti 2018, Ethiopia 2022, Kenya 2020, Somalia 2019, South Sudan 2015, Sudan 2009, Uganda 2023

[26] World Bank Open Data. (n.d.) Population Years: Djibouti 2023, Ethiopia 2023, Kenya 2023, Somalia 2023, South Sudan 2023, Sudan 2023, Uganda 2023

[27] World Bank Open Data. (n.d.) Gini Index. Please note that values closer to 0 indicate greater equality; values closer to 1 indicate greater inequality. Years: Djibouti 2017, Ethiopia 2015, Kenya 2021, Somalia 2009, South Sudan 2016, Sudan 2014, Uganda 2019

[28] World Bank Open Data. (n.d.) Gender Parity Index. Please note that higher values indicate greater gender parity. Years: Djibouti 2021, Ethiopia 2015, Kenya 2009, Somalia 2007, South Sudan 2015, Sudan 2018, Uganda 2017

[29] World Bank Open Data (n.d.) Inflation, consumer prices (annual %) Years: Djibouti 2023, Ethiopia 2023, Kenya 2023, Somalia 2023, South Sudan 2023, Sudan 2023, Uganda 2023

	Djibouti	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda
Governance Context							
Corruption Perceptions Index (1 to 100)[30]	30	37	31	11	13	13	26
Governance Index (1 to 10)[31]	5.17	4.26	4.84	2.41	2.15	3.05	4.89
Strength of State[32]	Not fragile	Not fragile	Not fragile	Fragile	Fragile	Fragile	Not fragile
Refugee Context (General)							
# Refugees[33]	34,005	963,181	623,014	16,737	360,599	959,798	1,577,502
Refugees/1000 people[34]	30	8	11	1	33	20	33
Countries of origin[35]	Yemen, Somalia	Somalia, South Sudan	Somalia, South Sudan	Yemen, Ethiopia	Sudan	South Sudan, Eritrea	South Sudan, Congo
Signed 1951 Convention?[36]	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Primary sites of residence[37]	Settlement	Camps	Camps	Urban	Camps	Urban	Settlement
Presence of urban caseloads?	Yes	Yes	Yes	Yes		Yes	Yes
Refugee Context – Supplementary Rights							
Legal right to education?[38]	Yes	Yes	Yes	Partially	Yes	Yes	Yes
Right to move freely?[39]	Yes	No	No	Yes	Yes	Not available	Yes
Right to work?[40]	Yes	Yes (limited)	Yes (limited)	Yes	Yes	Yes	Yes
Enrolment Statistics							
Refugee primary GER[41]	64%	54%	82%	62%	66%	38%	88%
National primary GER[42]	64%	86%	97%	8%	82%	78%	106%
Refugee secondary GER[43]	n/d	20%	47%	22%	44%	7%	12%
National secondary GER[44]	45%	35%	58%	5%	11%	48%	24%

1.3. Subject of the Evaluation

10. **Summary of the Djibouti Declaration:** In December 2017, IGAD states (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda)[45] resolved through the Djibouti Declaration to take collective responsibility to ensure that every refugee, returnee, and host community member has access to quality education in a safe learning environment within their countries and without discrimination. The Djibouti Declaration consists of five commitments made by Member States, notably (a) Development of regional education quality standards, (b) Support for regional skills development for refugees, (c) Inclusion of refugee education in national education systems, (d) Accreditation and certification of education programmes, and (e) Financing, partnership and monitoring.[46] The Declaration was the outcome of a regional ministerial conference held in Djibouti and was signed in December 2017; it is not binding but it

---

[30] Transparency International (2023). Corruption Perceptions Index. Please note that higher values indicate lower perceptions of corruption.
[31] BTI Transformation Index (2023). Governance Index. Please note that higher values indicate improved governance capacity.
[32] Fragile States Index (2024). Fragile States Index, available at: https://fragilestatesindex.org/ World Bank (2024). Classification of Fragile and Conflict Affected Situations, available at: https://www.worldbank.org/en/topic/fragilityconflictviolence/brief/harmonized-list-of-fragile-situations
[33] UNHCR (2024). Operational Data Portal
[34] Evaluation team calculation
[35] UNHCR (2024). Operational Data Portal
[36] Refworld (2024)
[37] *Carvalho, S., & Dryden-Peterson, S. (2024). Political economy of refugees: How responsibility shapes the politics of education. World Development, 173, 106394–106394.* https://doi.org/10.1016/j.worlddev.2023.106394
[38] Refworld (2024)
[39] Refworld (2024)
[40] Refworld (2024)
[41] UNHCR Annual Report (2022).
[42] World Bank Open Data. (n.d.) National Primary Gross Enrolment Rates
[43] UNHCR Annual Report (2022).
[44] World Bank Open Data. (n.d.) National Secondary Gross Enrolment Rates
[45] Please note that Eritrea has not been included in this evaluation because it re-joined IGAD after the conclusion of the evaluation period.
[46] Djibouti Declaration on Refugee Education in IGAD Member States

represents a clear statement of political will. The conference was organized by the Government of the Republic of Djibouti, IGAD, UNHCR, the European Union, and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ).

11. **Linkages to international and regional initiatives:** The regional ministerial conference, and the Djibouti Declaration itself, are strongly linked to both international and regional developments regarding refugees. At the international level, efforts to support refugees were redoubled following the New York Declaration for Refugees and Migrants issued in 2016. The Global Compact on Refugees, drafted in 2016 and affirmed by the UN General Assembly in 2018, provides a framework for more predictable and equitable responsibility-sharing. The Comprehensive Refugee Response Framework supports the operationalization of these commitments. At the East Africa and Horn of Africa level, these international commitments were focused through several regional-level policy commitments. The Djibouti Declaration, signed in December 2017, focused on education; the Kampala Declaration, signed in 2019, focused on jobs, livelihoods, and self-reliance; the Nairobi Declaration, signed in 2017, helped to put a spotlight on durable solutions specifically for Somali refugees. After the conclusion of the evaluation period, other policy commitments have followed, including the Munyonyo Declaration, which was signed in 2023 and aims, among other objectives, to develop, adopt and implement regional refugee policies to ensure coherent standards for refugee protection and solutions. The recent IGAD Policy Framework on Refugee Protection sets out to improve the living standards of refugees and host communities, with the support of the international community and refugees themselves, including by promoting the inclusion of refugees. As a whole, this set of declarations and the policy framework help to contextualize global commitments to the IGAD states.

12. **Alignment to Strategic Priorities:** The Djibouti Declaration aligns with several strategic priorities for both IGAD and UNHCR. For IGAD, the Djibouti Declaration addresses the social development pillar (Pillar 3) of the current 2021–2025 strategy.[47] For UNHCR, involvement in the Djibouti Declaration aligns with its strategy on refugee education, Refugee Education 2030, as well as priorities including, but not limited to, the stated regional intention of supporting governments to include refugees into national systems, and the global intention to develop more comprehensive responses to displacement through improved humanitarian development cooperation.[48]

13. **Scope of the Evaluation:** The Djibouti Declaration is a policy commitment made at the regional level. It is wide, encompassing elements ranging from state capacity-building to the development of specific frameworks. This evaluation does not aim to assess the effectiveness of the entire declaration; instead, it focuses on several specific components.

   13.1. **Policy Scope**: The Djibouti Declaration consists of five commitments, but only two are reviewed in this evaluation: Commitment (c) Inclusion of refugees in national education systems, and Commitment (e) Financing, partnership, and monitoring. Within these commitments, some sub-commitments have been excluded from the scope; these are outlined in Annex 4. Commitment (c) has been chosen for its focus on refugee inclusion, its alignment with the joint objectives and priorities of both IGAD and UNHCR, and because it provides a snapshot of obstacles and opportunities that are also relevant to other commitments. Commitment (e) has been chosen for

---

[47] Specifically, the Djibouti Declaration addresses Program Area 3.2 on migration and displacement as well as Program Area 3.3 on education, science, technology, and innovation. Documentation available at: https://igad.int/regional-strategy-2021-2025-popular-version/
[48] UNHCR. (2020). Refugee Education 2030. Available at: https://www.unhcr.org/media/education-2030-strategy-refugee-education

inclusion because the availability of financing and partnerships is a prerequisite to the achievement of all other commitments.

13.2. **Temporal and Geographical Scope**: The evaluation encompasses the first five years of the Djibouti Declaration, that is, the period from December 2017 to December 2022. All signatories (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda) are included in the evaluation scope. Eritrea is excluded, as it was not a member of IGAD at the time of signature and thus did not sign the Djibouti Declaration in 2017.

13.3. **Conceptual Scope**: The evaluation is intended to understand the degree to which a regional-level policy instrument has been integrated into national and international policy processes and implementation; as such, it evaluates a policymaking process. The evaluation examines policymaking processes in the context of refugee inclusion in national education systems. Hence, the evaluation framework and approach have been designed around two key definitions:

13.3.1. **Refugee Inclusion in National Education Systems**: In this evaluation, this is defined in line with the Global Compact on Refugees, as a situation where "refugee children [are] attending schools that are (i) part of the host country's national public education system (e.g., curriculum, teachers' qualifications and oversight mechanisms), (ii) funded through government channels, and (iii) attended by both refugee and host community children together".[49]

13.3.2. **Policymaking Processes**: Policymaking is defined as "a process [in which laws and policies are made and implemented] through active and cohesive discussion… which by nature involves multiple stakeholders".[50] Policymaking involves engagement and dialogue between different actors and the development of a common mutual goal; these factors are key to success.[51] Perceptions of the policy goal need to be shared by actors responsible for different elements of the process, e.g., international negotiations, national budgeting and sub-national implementation. Effective policymaking often depends on networks, perceptions, and interactions between actors.[52]

2. Evaluation Design and Methodology

2.1. Evaluation Design

14. The evaluation design was **non-experimental** and used a **case study** approach. It provided a focused examination of the policy changes related to refugee inclusion in national education systems in three countries to identify the ways in which regional policy was translated at national and sub-national levels, and what processes and configurations were associated with the outcomes. This was complemented by primary and secondary data collection in the four non-case study countries. The variety of data collection sources and the triangulation of data allowed the evaluation team to draw findings and conclusions valid at

---

[49] UNHCR (2023). Multistakeholder Pledge: Securing Sustainable Futures - Towards a Shared Responsibility to Uphold the Right to Education and Include Refugee Children in National Education Systems.
[50] Hemmati, Minu. (2002). Multi-stakeholder Processes for Governance and Sustainability.
[51] Oxford Research. (n.d.). Understanding the Policy Process; Oxford Research (n.d.). Mapping the Policymaking Process; Sutton, Rebecca. (1999). The Policy Process: An Overview
[52] Mayne, R, et al (2018). Using Evidence to Influence Policy: Oxfam's Experience. Nature

global and regional levels from country-level findings. The generalization of the findings was made possible through the combination of evaluation methods, the triangulation between different contexts and respondent types, and the triangulation against a range of external literature, including academic and grey literature. Such a design allowed the examination of the diverse ways in which policy translates (or fails to translate) into changes in governance, management, and education outcomes.

15. The evaluation used a **mixed-method approach**, relying on both secondary and primary data sources. It was inductive in approach, drawing from quantitative and qualitative data sets. Data analysis explored emerging trends and captured potential positive and negative unintended effects of the evaluation subject. The evaluation adopted a **developmental approach** in which the evaluators facilitate discussions around good practices, lessons learned and key evaluation questions on a regular basis.[53] Given that policymaking and policy implementation processes are strongly dependent on perceptions and consensus building,[54] the evaluation uses **perception-based approaches**, in which a robust sample of different stakeholder types were asked to rank their perceptions of aspects of the process on a Likert scale.

16. To support robust analysis in a complex context, **triangulation** was used extensively. Where possible, desk review analysis and data have been triangulated against key informant interviews and discussions in participatory workshops. Where documentary evidence was not available (e.g., with regard to financing), triangulation took place by examining trends and comparing findings: (1) between countries, and (2) between different stakeholder types within and between countries. These multi-step efforts to triangulate took place, in part, because of the paucity of information available about policy processes in IGAD states. The full set of data that is used for triangulation is outlined in Annex 3; sources of data used to answer each evaluation question and sub-question are included in Annex 3.1 (Evaluation Matrix), and data used to better understand specific outputs are included as a part of Annex 3.2 (Checklist for Actions Required to Achieve Commitments and Triangulation Table). In addition to the data sources outlined in these annexes, major findings were verified against academic and grey literature.

17. During the inception phase, an **evaluation matrix** was developed to support consistency and the collection of data from sufficient sources throughout the evaluation. The evaluation matrix targeted higher-level achievements associated with the Djibouti Declaration. During data collection, it became clear that the wording of the commitments and sub-commitments had been interpreted differently across Member States; as such, a more refined **checklist** was developed that focused on the degree to which more specific actions and objectives had been achieved. This checklist supported an analysis that integrated the range of approaches adopted by Member States. The evaluation matrix and checklist are included as Annex 3; Annex 3 also includes a mapping of Djibouti Declaration commitments against evaluation matrix questions, sub-questions, and checklist elements.

18. The evaluation matrix and checklist were used to form the basis of the analysis in this report; data sources used to answer questions are included in the matrix and the checklist and triangulation table. The final report has been **structured** around three thematic questions: (1) To what degree have Djibouti Declaration commitments been met, and what changes occurred in the evaluation period? (2) What factors drove

---

[53] Better Evaluation (2021). Developmental Evaluation. Better Evaluation
[54] Oxford Research. (n.d.). Understanding the Policy Process; Oxford Research (n.d.). Mapping the Policymaking Process; Sutton, Rebecca. (1999). The Policy Process: An Overview

progress at the national level? And (3) How did regional and international actors contribute to the achievement of commitments?

2.2. Data Collection

19. The evaluation team formed their judgment using various primary and secondary data sources, including a desk review, key informant interviews (KII) and participatory workshops (for more information, please see Annex 2). The types of data that were used to answer each evaluation question and respond to each aspect of the checklist are included in Annex 3 and described in Figure 2.

Figure 2: Data Sources

Document Review
- Academic texts
- Media reviews
- External documents
- Internal documents

Semi-structured Interviews
- 191 Interviews in total
- 15 regional interviews
- 176 national interviews across 7 countries
- Interviews with six stakeholder types
- Aim to achieve saturation with each type within each country

Participatory Workshops
- 3 workshops (DJ, ET, SS)
- 54 participants (18 per workshop)
- Participants from all six stakeholder types
- Use of participatory in-person and online stakeholder tools, including mentimeter rankings

Validation Process
Weekly calls
Workshops in 3 countries
Supplementary calls

2.3. Limitations and Challenges

20. This evaluation faced several challenges at different stages. Some of the major issues, and the approaches taken to mitigate these issues, are outlined below. A more extensive list of limitations and challenges is included in Annex 2.

   20.1. **Lack of a pre-existing theory of change**. The Djibouti Declaration is a policy process that was developed and implemented by government actors; it was a political statement and was not explicitly associated with projects or proposals. As such, there was no Theory of Change associated with the Declaration. This made it challenging to systematically and methodically analyse the relative contribution of the Djibouti Declaration compared with other factors. The evaluation aimed to address this challenge by conducting participatory exercises on contribution analysis in each of the three case study countries; the intensive nature of this exercise, however, means that the understanding of contribution is incomplete. The results were not sufficiently robust to be included in the final report. The evaluation team worked to overcome this challenge by collecting both primary and secondary data on drivers of change, conducting extensive triangulation between countries and respondent types, and verifying against academic and grey literature sources.

20.2. **Discrepancy between subjects of interest to the evaluation and available data**. Two topics were of particular interest in this evaluation: (1) state capacity and (2) financing. The checklist identified 24 questions about state capacity for the evaluation to address; the evaluation matrix identified six sub-questions related to state capacity. While interest was strong, planning for state capacity-building was low in the Djibouti Declaration; the Action Plan included no specific actions to address low state capacity, and no systematic approach for this issue could be identified. The evaluation aims to address this gap by mapping out national-level policy implementation processes in detail in [Section 4]. The checklist identified 10 questions related to financing for the evaluation to address; the evaluation identified two sub-questions related to financing. The available public data on financing were, however, very poor. The evaluation team triangulated this finding against key informants with specific knowledge of this area.

20.3. **Changes in the proposed data collection methodology.** The evaluation initially foresaw a process in which two participatory workshops were conducted with policymakers in case study countries: the first workshop to understand the state of play, and the second to support the building of a longer-term roadmap towards inclusion. Part of the purpose of this multi-phase approach was to obtain longitudinal data (that is, to identify whether and how attitudes towards different Djibouti Declaration commitments changed over the course of one year). During the desk review and scoping calls, it became clear that it would be more time consuming and challenging than originally foreseen to ensure the presence of different policymakers. It was only possible to conduct one workshop with policymakers in case study countries. The evaluation team ensured that the workshop lasted for a longer period of time, and the agenda was designed to fully cover the state of play and to include discussions on major barriers and opportunities facing states with regard to achieving inclusion of refugees in national education systems.

20.4. **Sensitivities around participation in the evaluation**. In some states, different government agencies and departments were reluctant to participate in this evaluation. This reluctance was expressed through a refusal to participate in interviews, requests for various letters of permission, multiple delays in interviews and non-attendance at confirmed interview times and places. Some actors spoke with the evaluation team off the record to explain that they faced political sensitivities in discussing refugee inclusion in national education systems. This posed a challenge for data collection; the evaluation team worked to overcome this challenge by regular engagement, both on and off the record, and by ensuring that bureaucratic requests were met.

3. State of Play: To What Degree Have DD Commitments Been Achieved?

21. This chapter assesses the degree to which Djibouti Declaration (sub) commitments have been achieved and the changes that have occurred over the evaluation period. First, it examines the degree to which commitments made at the regional level were achieved; it then examines: (1) commitments associated with laws, policies, strategies, and planning; (2) commitments associated with governance and management, and (3) commitments associated with financing and state structures. For each commitment, two aspects

are considered, (1) the degree to which the commitment has been met, and (2) the changes that took place in the evaluation period.[55] The structural factors that drive change at the national level, and those that influence change at the regional and international level, are analysed in Sections 4 and 5.

22. Table 1 summarizes two factors: (1) The degree to which each country has met the Djibouti Declaration commitments is indicated by the colour of the cell, where green represents "fully met", yellow represents "partially met" and orange represents "progress needed". (2) The degree of change that took place over the evaluation period is indicated by the content of the cell. "H" indicates that a high degree of change took place, "M" indicates that a medium level of change took place, and "L" indicates that a low level of change took place. In Sections 3.1 to 3.4, the justifications of the ratings, with regard to both achievement and degree of change, are provided. Full details of the degree to which each country has achieved each commitment, and the degree of change achieved in the evaluation period, are included as Annex 5; a separate table is included in this annex for each country.

---

[55] Commitments are defined according to the checklist outlined by the Evaluation Management Team (EMT) in the final stages of the evaluation and included as Annex 3. Achievement and progress for each sub-commitment are outlined in Annex 3; for the sake of brevity, the report focuses on the sub-commitments that were assessed by the evaluation team as being most representative of achievements, challenges, and opportunities.

Themes	Commitments	Djibouti	Ethiopia	Kenya	Somalia	South Sudan	Sudan	Uganda	Region
Laws, Policies, Planning	Inclusion in NESPs	Green	Green	Green	Yellow	Green	Green	Green	Grey
Laws, Policies, Planning	Equitable & inclusive legal access	Green	Green	Green	Green	Green	Green	Green	Grey
School Governance	Integration into NEMIS	Green	Yellow	Yellow	Yellow	Yellow	Pink	Yellow	Grey
School Governance	Integration of learning systems	Yellow	Pink	Pink	Grey	Pink	Yellow	Yellow	Grey
Financing & State Capacity	Enhance state capacity	Yellow	Yellow	Yellow	Pink	Pink	Pink	Yellow	Yellow
School Governance	Integration of refugee teachers	Pink	Pink	Pink	Grey	Pink	Grey	Green	Yellow
School Governance	Transition programmes	Yellow	Yellow	Grey	Grey	Yellow	Grey	Yellow	Grey
School Governance	Recognition of prior learning	Green	Pink	Green	Pink	Pink	Pink	Yellow	Green
Laws, Policies, Planning	Costed plans	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Green	Grey
Financing & State Capacity	Multi-year predictable support	Yellow	Yellow	Yellow	Yellow	Yellow	Pink	Yellow	Grey
Financing & State Capacity	Strengthen IGAD capacity	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Green
Financing & State Capacity	Align financing	Pink	Yellow	Pink	Pink	Pink	Pink	Green	Grey

Degree of meeting commitments (green / yellow / pink)

Degrees of change: L, M, H

Not applicable (grey)

3.1. Regional-Level Commitments

> **Key finding 1: IGAD has successfully met its commitments under the Djibouti Declaration; major successes included developing regional frameworks that support states to meet their own commitments. Limited political economy analysis hampered impact in some areas, notably teacher training.**

23. The Djibouti Declaration involved commitments, not only at the state level, but also at the regional level. IGAD made three specific commitments: it committed to supporting the exchange of good practices and expertise in the inclusion of refugee and returnee teachers (Commitment 6), to developing policies and mechanisms to support recognition of prior learning (RPL; Commitment 8) and to building its own capacity to coordinate Member States (Commitment 11).

24. **IGAD successfully completed a pilot to support the training of secondary school teachers in displacement-affected communities, in line with Commitments 6 and 11.** This project aimed to build the capacity of local authorities to provide education services for host communities and refugees through the production of teacher training modules for both refugee and host community teachers. It also aimed to establish the preconditions for documenting lessons learned and good practices on refugee education.[56] The project produced a needs assessment and specific teacher training modules that support teachers in including refugees in the classroom; it also piloted the modules in local teacher training colleges; activities covered Ethiopia, Sudan and Uganda.[57] The approach of supporting teachers (national and refugee) to include refugee learners in the classroom through the development of modules, which could be integrated into teacher training colleges, was adopted to support replicability across other IGAD countries, according to key informant interviews at the regional level and with technical experts on teacher training.

25. **The teacher training pilot met IGAD's commitments; impact was limited by national-level systemic issues with teacher management systems.** All project objectives in the IGAD-GIZ teacher training project were met.[58] In addition, the workshops and engagements held within and between countries served as a forum for countries to exchange good practices, according to national-level policy actors interviewed for this evaluation. However, there could have been options to increase its reach and impact. The pilot project was intended to be scalable – for teacher training modules to be adopted at a national level by teacher training colleges. In Sudan, political changes prevented such scalability, as acknowledged by interviewees at the national, regional, and international levels. No evidence could be found of uptake of the modules by teacher training colleges in either Ethiopia or Uganda. In both Ethiopia and Uganda, some (<7) national and sub-national level interviewees referred to IGAD's teacher training programmes in their responses. However, all respondents who mentioned teacher training also mentioned that there were large-scale national systemic issues with teacher management (e.g., incentives for teachers, resourcing, use of parallel systems) that needed resolution before the modules could be effectively implemented. Analysis of interviews and

---

[56] IGAD-GIZ Teacher Training Initiative Bulletin, June 2022.
[57] IGAD-GIZ Needs Assessment, 2021
[58] IGAD-GIZ Needs Assessment, 2021; IGAD-GIZ Final Report, 2022

challenges with teacher training indicates that the political economy conditions were not fully appropriate to maximize the impact of the teacher training materials.[59]

26. **IGAD succeeded in meeting its capacity-building goals, in line with Commitment 11**. IGAD's capacity-building commitment involved four components: (1) operationalization of regional-level coordination mechanisms, (2) development of Terms of Reference for a Ministerial Committee, (3) development of a regional policy framework for education, science, technology, and innovation (ESTI), and (4) establishment of a coordination unit for ESTI within the IGAD secretariat.[60] All four of these commitments have been met. Regional-level coordination mechanisms were established, and regular meetings were held; similarly, a Ministerial Committee was formed and has met on a regular basis.[61] A regional policy framework is available for ESTI, and a coordination unit has been established.[62]

27. **IGAD's role in coordination was recognized as adding value across Member States.** Coordination around Djibouti Declaration commitments was maintained across the full period of the evaluation. Country-level meetings were held on a regular basis to discuss progress on Djibouti Declaration commitments, as well as specific obstacles and opportunities, and regional-level stocktaking meetings were also held.[63] Focal points were established in each member state covered by this evaluation; the evaluation team was in contact with several of these focal points. The high-level attendance at IGAD-convened coordination forums, documented in minutes of meetings, represents a strong level of confidence in IGAD and their role as a convener.[64] Interviewees at national, regional, and international levels also mentioned the benefits of these events; including information dissemination, experience-sharing, and networking.

28. **IGAD developed a regional qualifications framework within the evaluation period, in line with Commitment 8.** This was completed over the evaluation period.[65] The framework was launched in October 2022, and dissemination activities continued beyond the evaluation period.[66] These efforts are still ongoing at the regional and national levels. The framework was broadly perceived as useful by Member States; this is further discussed in .

Box 1: Regional Qualifications Framework

Regional Qualifications Framework: The IGAD Regional Qualifications Framework is a tool intended to enhance cooperation between Member States, expand opportunities for mobility for citizens of all Member States and advance the right to access quality education for marginalized individuals. The framework supports Member States to build and strengthen mechanisms to recognize and assess equivalency of educational qualifications at national, regional, and international levels.

The process of building a regional qualifications framework was time and resource intensive. IGAD began with a mapping study exploring the state of play and perspectives of qualifications frameworks and systems

---

[59] Political economy refers to "the study of how politics affects the economy and how the economy in turn shapes politics". In this case, a political objective – refugee inclusion – was pursued through development of teacher training modules. These modules were not widely rolled out, however, due to changes in the political context (Sudan) as well as economic factors such as lack of funding for teacher training (Uganda and Sudan). The degree to which the political objective of training teachers to support inclusion could be met was severely limited by economic factors.

[60] For more details, please see Annex 4

[61] IGAD statements from ministerial meetings produced in 2018, 2019, 2022

[62] IGAD regional education policy framework; minutes of Technical Working Group (2020)

[63] Minutes of meetings and emails from IGAD. Please note that for country-level meetings, the topics differed by country. Meetings were attended by IGAD, departments responsible for refugee affairs and Ministry of Education

[64] IGAD statements from ministerial meetings produced in 2018, 2019, 2022; signed at the Ministerial level with the exception of Kenya

[65] IGAD (2020). Regional qualifications framework

[66] African Continental Qualifications Framework (2022). Validation Meeting.

within IGAD Member States. During this process, different practices were identified; Kenya, for example, was identified as a good benchmark for other member countries, as its national framework covers a range of populations (refugees, asylum-seekers, migrants), skill levels (never been to school, out-of-school youth, and those with education) and employment areas (formal and informal sector). Discussion within IGAD took place to identify key aspects of the framework that needed elaboration; this included a governance and management structure, and a framework for recognition of prior learning. These aspects were integrated into a comprehensive and thorough Regional Qualifications Framework.

The Regional Qualifications Framework was validated in a meeting in October 2022. Thereafter, continued efforts have taken place to roll out the framework including advocacy with Member States and convening of experience-sharing meetings with other actors. During interviews conducted for this evaluation, the framework was identified as a support to Member States in developing their own recognition of prior learning policies and practices.

3.2. Commitments Associated with Laws, Policies, Strategies and Planning

Key finding 2: At the level of laws, policies and planning, significant positive progress has been made towards the inclusion of refugees in national education systems across all IGAD Member States.

29. **Commitments associated with laws, policies, strategies, and planning were broadly met across most IGAD states**. Across all IGAD states except Somalia, the legal and policy environment for refugee inclusion in national education systems (Commitment 2, paragraphs 34 and 35) improved. In all IGAD states, refugee learners were explicitly included in the National Education Sector Plan (NESP) to some degree (Commitment 1, paragraphs 36 and 37). By December 2022, costed plans for refugee inclusion in national education systems were developed (Commitment 9, paragraph 38) in all IGAD states; two states (Uganda and South Sudan) had formally endorsed the plans, and one state (Djibouti) had integrated the costed plan into the NESP. All of these successes reflect the establishment of a legal, policy and planning foundation for refugee inclusion in national education systems. For more in-depth analysis of the degree to which commitments are met in each state, please refer to Annex 5.

30. **Refugee learners have legal access to the public education system, in line with Commitment 2**. Across all IGAD states, except Somalia, refugees have the legal right to access pre-primary and primary education systems on the same terms as national learners, in line with the Djibouti Declaration commitments.[67] Access, in this context, refers to the presence of a formal law that has been ratified by national authorities guaranteeing that refugees can attend public schools and preventing discrimination in both public and private schools. Access to secondary, tertiary and vocational education has also been included in all IGAD legal frameworks, but this right is circumscribed in some countries, notably Ethiopia.[68] In several states, the specific rights to secondary, tertiary and technical and vocational education have not

---

[67] Djibouti: Refugee Law (2017) and Decree on Refugee Fundamental Rights (2017); Ethiopia: 2019 Refugee Proclamation; Kenya: Basic Education Act (2013) and Refugee Act (2021); South Sudan: Refugee Act (2012) and National General Education Policy 2017 – 2027; Sudan: General Education Planning and Organisation Act (2001), Interim National Constitution of Sudan (2005), Asylum (Organisation) Act 2014, Article 13(1); Uganda: The Education (Pre-Primary, Primary and Post-Primary) Act, 2008.
[68] Ethiopia: 2019 Refugee Proclamation

been explicitly protected by legislative frameworks, though they are implicit.[69] Legal access to education can be provided in circumstances where complementary rights – such as the right to work or the right to documentation – are not in place.[70] As such, legal access does not guarantee that refugees will receive education; instead, it prevents refugees from being legally excluded from enrolling in both the public and private systems for national learners. In Somalia, KIIs and education assessments indicate that refugees functionally had access to the education system during the evaluation period, but no law was in place to protect this right.

31. **The legal framework supporting education was, to a large extent, already achieved prior to signing the Declaration in 2017; within the evaluation timeframe, incremental additional positive steps were achieved**. At the start of the evaluation period, five out of seven IGAD countries had a legal framework that supported refugee education (Djibouti, Kenya, South Sudan, Sudan, Uganda). At the conclusion of the period, six out of seven IGAD countries had a legal framework that supported refugee inclusion.[71] Two countries (Kenya and Ethiopia) reinforced their legal frameworks during the period covered by the evaluation.[72] The degree to which refugees can access their legal right to public education, however, is often constrained by their access to a range of complementary rights; these are discussed in Section 4.1.

32. **In line with Commitment 1, refugees and returnees are integrated into National Education Sector Plans across the IGAD region**. In all IGAD countries, refugees are included in the scope and analysis of NESPs. The inclusion of refugees in the scope of the NESP demonstrates national government commitment to supporting refugee education. The specific degree of inclusion, however, differs between IGAD countries. The intent of the Djibouti Declaration was to include refugee learners fully on par with national learners; not as caseloads that could be considered temporary. In both Ethiopia and Kenya, reference was made to refugees as a part of the Education in Emergencies caseload, which is by definition temporary, but which also involves a specific set of actions that may be implemented through national efforts, but without including refugees in the national education system.[73] In Djibouti, refugees were analysed along with the nomadic population; the country hosts large long-term transient populations to whom it acknowledges a clear responsibility for service provision, and as such, the inclusion of refugees in this group indicates a long-term commitment. Djibouti was the only country that explicitly included refugees in the national budget; this may be associated with its efforts to seek international financing for refugee inclusion efforts.[74] In Uganda, refugees were included in both the National Education Sector Plan and in various sub-national plans; this degree of commitment stands in contrast to other countries such as Sudan, where refugees were included in the national plan but not in sub-national action plans.[75]

---

[69] South Sudan: Refugee Act (2012) and National General Education Policy 2017 – 2027; Sudan: General Education Planning and Organisation Act (2001), Interim National Constitution of Sudan (2005), Asylum (Organisation) Act 2014, Article 13(1)

[70] E.g., in Kenya refugees do not have access to the right to move, though they do have access to the right to education. In Ethiopia the functional right to work is limited (the legal framework for work permits exists but few are issued, discussed in Box 2), but access to education is confirmed in the legal framework.

[71] In Ethiopia, the Refugee Proclamation was confirmed in 2019

[72] Kenya passed the Refugee Act in 2021 and South Sudan put in place its National General Education Policy 2017 – 2027.

[73] Plan d'Action de l'Education 2021 – 2025, Djibouti; Education Sector Development Programme VI (EDSP VI), Ethiopia; National Education Sector Strategic Plan 2018 – 2022, Kenya

[74] Plan d'Action de l'Education 2021 – 2025, Djibouti; analysis of the reasons of inclusion from KIIs.

[75] Education and Sports Sector Strategic Plan 2017 - 2020, Uganda; Education Response Plan for Refugees and Host Communities 2021/2 – 2024/5; Oxfam (2021). Funding the ERP: Analysis of funding for the implementation of the Education Response Plan (ERP) for refugees and host communities; Brown et al. (2020). Information, coordination, and financing: Does the Education Response Plan for Refugees and Host Communities make a difference? Oxford Policy Management.; Federal Ministry of Education 2018-2022/23 General Education Sector Strategic Plan, Sudan. For more detail, please see Annex 5

33. **Over the evaluation period, the level of integration of refugees in NESPs improved across IGAD states.** Across all IGAD states, improvements were made in refugee integration in NESPs between 2017 and 2022. In Djibouti, the 2011–2016 Plan d'Action d'Éducation et de Formation (PAEF) did not include any mention of refugees, but both of the following two PAEFs (2017–2020 and 2021–2025) did include analysis of refugees, with the last PAEF including refugees in its budget. In both Ethiopia and Kenya, refugees were mentioned in NESPs that were finalized prior to 2017 but as a humanitarian caseload,[76] but in the NESPs that were concluded after 2017, more substantive analysis was made of refugee needs with respect to their inclusion in the national education system. Ethiopia included specific indicators related to refugees in its Education Sector Development Programme VI (EDSP VI), and Kenya included a commitment to develop a policy on refugee education in its 2018–2022 Education Sector Plan. In Sudan, no analysis of refugees was included in the 2012 interim plan, but refugees were included in the Federal Ministry of Education (FMoE) 2018–2022/3.

34. **During the evaluation period, all IGAD states have developed long-term costed education plans for refugee inclusion in national education systems, in line with Commitment 9, though quality varies and the plans are not comparable**.[77] IGAD and UNHCR played a significant role in the process, including by providing training to government officials and holding workshops and coordination forums to support the process, according to KIIs.[78] Although the presence of costed plans across IGAD states represents a major accomplishment, only Uganda and South Sudan have fully endorsed the costed plans.[79] The lack of endorsement for costed plans is likely to reflect, not high-level political will, but rather some of the complexities of organizational structures, explained further in Section 4.2. Analysis of the costed plans provided indicates that: (1) there is significant variance between the plans in terms of the assumptions used and the costs covered, and (2) the quality of the plans is highly variable. In some costed plans, clear explanations were given for assumptions and projections; other costed plans consisted only of spreadsheets in which assumptions were implicit.[80] In KIIs, regional and international actors suggested that the lack of endorsement of costed plans might limit fundraising options by reducing the credibility of financing requests; similar concerns were not widely voiced in national interviews. The evaluation team could not identify costed plans for any IGAD Member States developed or dated prior to 2017, which was confirmed by interviewed national actors who also indicated that the development of costed plans for refugees was a process that had been recently adopted.[81]

---

[76] EDSP V, Ethiopia; 2017 NESP, Kenya

[77] UNHCR provided the evaluation team with the costed plans for every country except Djibouti; Djibouti included its estimates for refugee inclusion in the PAEF. References are as follows: Djibouti: MENFOP. (2021) Plan d'Action pour l'Education et le Formation; Ethiopia: Ministry of Education (2022). Education Response Plan for Refugee and Host Communities in Ethiopia; Kenya: Ministry of Education (n.d.). Draft Costed Plan. Somalia: Ministry of Education, Culture and Higher Education (n.d.). Somalia Costed Plan for the Education Response on the Djibouti Declaration on the education of Refugees, Returnees and Host Communities in Somalia, 2022 – 2025; South Sudan: MoGEI (n.d.) Excel Spreadsheet. Sudan: challenges in accessing. Uganda: Ruddle, Nicola (2020). Uganda's Education Response Plan for Refugees and Host Communities.

[78] The costed plans were provided by UNHCR.

[79] Data from UNHCR documents and confirmed by UNHCR country offices.

[80] The Kenya costed plan, for example, provided clear explanations of assumptions. The South Sudan costed plan took the form of a spreadsheet with few explanatory notes. The lack of explanatory notes in some costed plans made it challenging to compare across countries, and to compare against standardized estimates provided by the World Bank in the report "The Global Cost of Inclusive Refugee Education".

[81] South Sudan KIIs with national actors; South Sudan participatory workshop; Djibouti KIIs with sub-national actors; Ethiopia KIIs with sub-national actors.

3.3. Commitments Associated with School Governance and Management

> **Key finding 3: Despite the presence of enabling laws and policies, all Member States face significant challenges to include refugee learners and schools into school governance and management systems.**

35. **Commitments associated with including refugee schools and learners into school governance and management systems have not yet been fully met, though progress has been made, in particular around alignment with national protocols**. Commitments associated with changes in systems and practices – with the inclusion of refugee learners in national data management systems (Commitment 3) and inclusion of refugee schools in national school governance systems (Commitment 4) – are still in the process of being met. Similarly, commitments associated with the development of transition programmes for refugee learners (Commitment 7) and systems to recognize prior learning (Commitment 8) are still in development across IGAD states. The inclusion of refugee teachers in teacher deployment, management, and training (Commitment 6) is still taking place and represents a significant challenge.

36. **The integration of refugee data into national Education Management Information Systems (EMIS), in line with Commitment 3, is taking place slowly; refugees have been fully integrated in EMIS in only one IGAD state, but progress has been made during the evaluation period.** Djibouti has fully included refugees in the statistical system used by Ministère de l'Éducation Nationale et de la Formation Professionnelle (MENFOP), and results are disaggregated by protection status in refugee settlement areas; disaggregation by protection status in urban areas has not yet been possible.[82] Other IGAD states are still working to integrate refugees into their EMIS (Box 2). In both Ethiopia and Kenya, EMIS developed prior to the signing of the Djibouti Declaration were complex and administratively challenging. The inclusion of refugees required the development of specific guidelines in Ethiopia; this led to the inclusion of refugees in the Education Statistics Annual Abstract, which is a strong accomplishment.[83] In Kenya, the publication of a government gazette authorizing the use of refugee registration numbers for enrolment in NEMIS represents a step forward.[84] In Uganda, a national overhaul of education data collection took place in 2017, associated with the discontinuation of the Annual School Census; a new system was launched in 2021 and the transition of refugee learners into this system is ongoing.[85] In Sudan, interviews indicate that a fully parallel system was rolled out in 2019, but due to political instability, data collection only took place for one year. In South Sudan, limited government capacity interacts with a strong parallel system: key informant interviews and secondary literature both indicate that, while refugees are included in the Annual Education Census, different data collection systems are in use among different stakeholders.[86]

---

[82] MENFOP (2019). Annuaire Statistique (refugee needs clearly outlined in the 2018/2019 edition, and integrated thereafter)
[83] Szucs, Ezter. (2021). Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis: country case study: Ethiopia. UNESCO.
[84] Data from UNHCR country offices; also key informant interviews
[85] Sparkes, James. (2021). Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis: country case study: Uganda.
[86] KIIs; Mwaniki, David. (2021). Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis: country case study: South Soudan

Although only one IGAD state (Djibouti) has met Commitment 3, many states have made efforts. Progress has been hampered, not by lack of willingness, but instead by pre-existing technical complexities and coordination challenges in national systems.

In Ethiopia, a 2021 report found that the process to develop the questionnaire is complex, with committees meeting and agreeing at both the national and regional levels.[87] The system to collect and update data also involved many steps, procedures and verification processes that have, in the past, delayed the production of statistical abstracts. The extensive procedures were rendered more complex by lack of knowledge at the local level regarding how to fill in the questionnaire at the school level, and use of paper-based systems.[88] Including refugees in the EMIS in Ethiopia involved changing questionnaires, data collection and data analysis systems; each of these aspects was governed by a multilayered process, and the ways in which refugees were included needed to be reviewed and approved by each layer. Ethiopia made progress in integrating refugees into EMIS despite these complications.

The EMIS in Uganda also faced system challenges. A peer review was conducted in 2016 and a task force conducted an additional review in 2017; they found that there was an insufficient legal and policy framework for EMIS, as well as inadequate budget for national learners. The system suffered from poor quality, delays in data collection and production, and limited reliability. The national system was put on hold as the government worked to address these underlying issues. Efforts were made to discuss refugee inclusion in EMIS during the re-design of the system in Uganda; this is a positive step towards inclusion.[89]

In South Sudan, the EMIS unit within the Ministry of General Education and Instruction (MoGEI) faces capacity challenges including lack of human and financial resources. The period between data collection cycles can stretch to longer than a year, limiting the relevance of the data collected to policymakers. Low levels of literacy among teachers reduce data accuracy; logistics and transport issues constrain data collection efforts. These pre-existing issues are exacerbated when efforts are made to include refugees. Differences between data collected by MoGEI and data collected by UNHCR can cause challenges in developing consensus among stakeholders, according to interviewees. Efforts are ongoing to include refugees in the government system and refugees are included in the annual MoGEI report. This outcome is the result of significant effort on the part of many actors.

37. **No IGAD state has fully transitioned refugee schools into national school governance and management systems in line with Commitment 4; this is due in part to the complexity of the commitment**. The process of transitioning refugee schools into national education systems has been evaluated against 11 different components, as per the checklist included in Annex 3. These components range from ensuring that refugee schools are delivering host community national curricula, to extending quality assurance standards from host community to refugee schools, to delivering capitation grants for refugees. Currently, no IGAD Member State has fully transitioned refugee schools into the national system.

---

[87] Szucs, Ezter. (2021). Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis: country case study: Ethiopia. UNESCO.

[88] Szucs, Ezter. (2021). Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis: country case study: Ethiopia. UNESCO.

[89] Sparkes, James. (2021). Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis: country case study: Uganda.

The table of country-level achievements in [Annex 5](#) provides details of achievements, as they relate to each component of refugee school transition. Some components have been adopted across most or all IGAD states: for instance, all refugee schools in IGAD states use the host country curriculum[90] and, in all states, refugees access national examinations. Others have proven more challenging; to provide capitation grants, refugee schools must be registered and included within the national system within which funds are disbursed. In some cases, it can be challenging to register and include schools; in others, even when refugee schools are registered, they may not receive adequate funding to support the additional student load. South Sudan's efforts to provide capitation grants for refugee students are underpinned by the international community; the South Sudanese government must therefore calculate the additional needs associated with refugee students and communicate them to the international community. In Uganda, government policy indicates that all schools with refugee children should receive capitation grants, yet the amount of funding disbursed is not increased to reflect the number of refugee children hosted, leaving all students in refugee-hosting schools at a disadvantage.[91] The condition of infrastructure in refugee schools sometimes differs in comparison to those of host community schools, indicating that refugees are not accessing an education system that is on par with nationals. In Djibouti, for example, direct observation by the evaluation team, interviews and participatory workshops all demonstrated that infrastructure was relatively worse in refugee settlement schools than in other schools; no evidence could be found of plans to address this imbalance and ensure parity between refugee and national learners. In Ethiopia, in contrast, refugee schools were perceived to offer higher quality compared with schools in the local community; these dynamics are further analysed in Box 3. For some components, which are generally managed by the national school management system, it can be challenging for Member States to provide services to both national and refugee learners due to relatively low system capacity; for example, in South Sudan and in regions of Ethiopia, the World Food Programme (WFP) is responsible for school feeding across both national and refugee learners.[92]

38. **Full transition of refugee schools into national school governance and management systems has not been possible – but states have made positive efforts to lay the foundations for their integration during the evaluation period.** Although no Member State has fully achieved Commitment 4, all states have made progress towards school integration during the evaluation timeframe. Djibouti, for instance, translated the national curriculum into English and extended its use to refugee schools, as Somali refugees in Djibouti were previously using the Kenyan curriculum in English; use of an English curriculum ensured that refugees could transition more easily.[93] In Ethiopia, only one refugee secondary school transitioned to the government system during the evaluation period – but an extensive planning process took place, and nine more transitions are planned by the end of 2025.[94] In Kenya, quality assurance in refugee schools takes place through a parallel system, but the Ministry of Education offered ad hoc support during the

---

[90] Please note that in the Merkazi settlement in Djibouti, the Yemeni national curriculum is used to teach refugees; this is with the agreement of the national government and corresponds with the curriculum in use in some private Arabic schools.
[91] 2018 Education Response Plan for Refugees and Host Communities in Uganda, MoES.
[92] Data from UNHCR country office input provided specifically against various commitments.
[93] The English curriculum is used by Somali refugees. Yemeni refugees have used the Yemeni curriculum during the evaluation period; this corresponds to the situation of some national learners, who are educated in private schools in Arabic using the Yemeni curriculum. Information about both the English and Arabic curriculum was derived from key informant interviews and was triangulated against participatory workshops and the desk review (e.g., GPE, [Djibouti, Giving Children a Chance to Go to School](#))
[94] The plan initially covered 13 but 3 schools in the Tigray region were destroyed during the war.

evaluation period, according to interviews. Sudan ensured that refugees had access to the same placement systems as national learners thus supporting transition to the next level of education on par with nationals. In Uganda, a proportion of capitation grants for refugee-hosting schools was funded by the World Bank (WB) and implemented by the government.[95]

39. **The availability of transition programmes for refugees, in line with Commitment 7, continues to be limited.** Refugees currently do not have sufficient access to transition programmes, or programmes that help individuals transition from one educational system to another. In South Sudan, transition programmes exist and are managed by the international community.[96] In Ethiopia, education is provided in mother tongue at the lower primary level; this policy had beneficial consequences for refugee transition to the national education system because refugees arriving from neighbouring countries often speak the same language as host community members.[97] In Kenya, project documents indicate that transition programmes such as accelerated education are provided primarily by humanitarian actors; interviews suggest that the need for language and curriculum transition programmes is low, given the protracted caseload and relatively low number of new arrivals during the evaluation period.

40. **Some governments have made progress in supporting the transition into the national education system during the evaluation period**. While there is further progress to be made to support refugees to transition into national education systems, there are notable achievements, both intended and unintended, in several states. Some national policy changes have facilitated transition. For example, Djibouti's translation of the national curriculum into English has supported transition.[98] In Ethiopia, participatory workshops and key informant interviews suggested that local-level governments were investing in printing mother language textbooks to support both national and refugee learners; this is a sub-national interpretation or implementation of a national policy that has positive unintended consequences for refugee learners.

41. **Mechanisms for recognizing prior learning in line with Commitment 8 were substantively available in two IGAD states**. In Djibouti, Kenya and Uganda, options existed to recognize prior learning, though some of these options were still in the phase of roll-out. In Djibouti, the translation of the national curriculum into English was accompanied by a certification process for previous schooling carried out in refugee schools following the Kenyan curriculum.[99] In Kenya, the Kenya National Qualifications Authority provides for the recognition of qualifications from other countries and the recognition of prior learning (RPL) has been extended to refugees in recent years.[100] Several NESPs acknowledge the importance of RPL, including Uganda, Somalia and Ethiopia, but no evidence was found of functional systems for RPL in this context, and interviews with international-level actors indicated a need for advocacy to promote it. The availability of RPL in two states represents an improvement compared with 2017, and the political acknowledgement in NESPs of the importance of RPL represents a foundation for progress.

---

[95] Data from UNHCR country offices
[96] Key informant interviews with international implementing partners and refugee teachers, as well as project documents from implementing partners.
[97] Among other documents outlining the mother tongue policy: UNICEF (2016) The impact of language policy and practice on children's learning. Positive consequences for refugees; linkage with refugee teachers and learning: UNESCO (2020) Ensuring the effective management of primary-level teachers in refugee settings in Ethiopia: policy brief
[98] Key informant interviews; GPE (n.d.) Djibouti: Strengthening inclusion
[99] Key informant interviews with national implementation and policy actors; sub-national actors
[100] Kenya National Qualifications Authority Website (knqa.co.ke)

42. **Refugee teachers have not yet been included in the national education system, in line with Commitment 6**. The inclusion of refugee teachers in the national education system takes place when refugee teachers are treated on par with national teachers in the "process which encompasses the personnel functions relating to the appointment of teachers, their deployment, confirmation, appraisal and personal development, promotion, discipline and all other matters affecting their teaching service".[101] The inclusion of refugee teachers is critical because refugee teachers conduct a substantial proportion of teaching activities across IGAD states, especially at primary level; for example, in Kenya, 93 per cent of teachers in camps are refugees; in Ethiopia, 70 per cent of camp teachers at primary level are refugees.[102] In practice, the inclusion of refugee teachers in the national education system remains at critically low levels and their entry into the national system is impeded by low qualifications, lack of qualification recognition and structural obstacles to legal work. In Djibouti, Kenya, Ethiopia and Uganda, the majority of refugee teachers do not meet qualification requirements set by national actors; in both Kenya and Ethiopia, they also experience challenges in securing the legal right to work. In Ethiopia, which has passed laws supporting their right to work, the roll-out of administrative processes has been slow, and, as a result, very few work permits have been issued. Challenges around work authorization are further compounded by the huge number of national teachers without employment.

43. The private sector may offer interesting precedents for the inclusion of refugee teachers in the public system. According to interviewees and participants from different stakeholder groups in the participatory workshop, refugees can be hired with relatively few barriers in Somalia and Djibouti in private schools. In Djibouti, some refugee teachers hired in the private system have received training from the national and international actors; in the participatory workshop, participants voiced a perception that skilled refugee teachers are poached by the private system. The de facto inclusion of refugee teachers in the private system may offer some lessons for government systems, particularly with regard to qualification recognition and adjustment of recruitment and training protocols.

44. **Limited progress was made towards the inclusion of refugee teachers during the evaluation period**. Commitments around the inclusion of refugee teachers were the most challenging to meet. Refugee teachers continue to be the majority in camp settings, with the exception of Uganda, but in most cases, they have lower qualifications than national teachers, are employed by UNHCR and other international organizations outside of the formal sector, and currently do not have parity of pay; some specific issues are outlined in Box 3. In most countries, there are no pathways towards long-term employment. Many of the issues associated with inclusion of refugee teachers are strongly rooted in the complexity of national organizational structures, discussed in Section 4.2.

Box 3: Challenges of Including Refugee Teachers in National Education Systems

> The inclusion of refugee teachers in national systems was reported as a contentious issue across all IGAD states. Low levels of inclusion of refugee teachers are driven by a variety of structural factors. In all three

---

[101] Halliday, I.G. (1995). Turning the Tables on Teacher Management. London: Commonwealth Secretariat., as quoted in Bengtsson et al (2022) Teacher Management in Refugee Settings: Ethiopia

[102] Key informants at the level of teachers, national actors and international actors indicate that in South Sudan, as well, the majority of teachers in camps are refugees; in Djibouti, refugee teachers are also the main teachers of refugees, as confirmed in interviews and workshops. Refugee teachers are less likely to be employed at the secondary level: in Ethiopia, all teachers at secondary level are nationally qualified and the proportion of refugee teachers at this level is not high, Ugandans make up the majority of the teaching workforce at the secondary level in refugee settlements.

case study countries, the question of including refugee teachers in national systems formed the subject of active debate in participatory workshops. While these factors are highly context dependent, some examples include:

- Resource limitations: In South Sudan, refugee teachers generally receive incentives from UNHCR and partner organizations. These are higher than the salaries of public-school teachers, which are set at approximately $20 per month.[103] The South Sudanese Government currently has limited access to financial resources; adding teachers to the payroll and rolling out parity of pay between refugee teachers and host community teachers is challenging. In other countries, while pay does not differ, governments do not have the resources to add new teachers to their payroll, according to key informant interviews and participatory workshops.

- Sociopolitical dynamics of refugee inclusion: The national compensation system for teachers in Djibouti is considered "highly competitive by world standards" with health care,[104] paternity/maternity leave, pension, and housing support. Entry into the system is therefore competitive among national graduates and professionals. While there has been an agreement in principle between MENFOP and UNHCR to open this system to refugee teachers,[105] interviewees at the refugee teacher, sub-national and national levels indicated that, functionally, the system is closed to refugees, even those possessing adequate levels of qualifications and skills, due to high levels of unemployment among nationals.

- Access to work permits: In Ethiopia, refugee teachers need work permits in order to be recruited within the national education system. The legal structure for issuing work permits exists, through the 2019 Refugee Proclamation. However, in practice, only 3,735 work permits had been issued by August 2023;[106] this indicates that less than 1 per cent of the eligible refugee population had received work permits.[107] As such, it is extremely unlikely that the average refugee teacher would be able to acquire a work permit.

- Lack of appropriate qualifications among refugee teachers: Low qualification levels among refugees, combined with policy positions that favour nationals, result in an administrative barrier to refugee teacher inclusion. In both Djibouti and Ethiopia, most refugee teachers either do not have the qualifications stipulated by national education authorities or have not had their qualifications recognized. Both countries have clear criteria for teacher recruitment.[108] In Ethiopia, specific criteria have been developed for teachers of refugees to support adherence to quality standards; the official policy position is that qualified Ethiopian teachers, not refugee teachers, should staff refugee schools.[109]

- Parity of pay: In all case study countries, parity of pay was highlighted as a key obstacle for refugee teachers. The inclusion of refugee teachers involves inclusion in all government administrative processes, including budgeting and payment. Refugee teachers working in parallel education systems, managed, and funded by the international community, generally receive lower pay compared with national teachers, in part due to their lower qualifications, but also because refugees receive other incentive benefits, as agreed between authorities and UNHCR, due to their status. The calculation of

[103] UNOCHA (2022). Humanitarian Needs Overview South Sudan 2023.
[104] World Bank. (2010). "Systems Approach for Better Education Results: Saber Countries Report - Djibouti – Teachers". Available at: http://wbgfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/CountryReports/TCH/SABER_Teachers_Djibouti_CR_Final_2010.pdf
[105] Interview with UNHCR staff
[106] UNHCR. (2023). "Operational Update: Ethiopia – August 2023". Available at: https://data.unhcr.org/en/documents/download/103797#:~:text=More%20refugees%20received%20work%20permits,permits%20in%20Ethiopia%20to%208%2C846
[107] Country - Ethiopia. (n.d.). Data.unhcr.org. https://data.unhcr.org/en/country/eth
[108] Bengtsson, S et al., (2022). Teacher Management in refugee settings: Ethiopia. Education Development Trust.
[109] Bengtsson, S et al., (2022). Teacher Management in refugee settings: Ethiopia. Education Development Trust.

> the equivalence of pay between national and refugee teachers is challenging, in part because of the interaction between incentive structures and salary structures.

3.4. Commitments Associated with Financing and State Structures

Key finding 4: National and regional actors have made efforts to meet commitments associated with financing – but evidence of sufficient allocation of funds to refugee inclusion was not found, and alignment of financing between actors was achieved in only one state. Evaluation of financing commitments is challenging due to lack of transparent tracking mechanisms for funding.

45. **The Djibouti Declaration included commitments to advocate for multi-year financing and to enhance Member State capacity; the degree to which these commitments have been met is not clear**. The Djibouti Declaration included commitments to enhance Member State capacity to implement refugee inclusion (Commitment 5), advocate for multi-year predictable financing for inclusion of refugees into national education systems (Commitment 10) and align financing efforts between international, regional, and national partners (Commitment 11). All of these commitments required investment, not only from IGAD Member States, but also from the international community.

46. **Commitments to enhance Member State capacity, in line with Commitment 5, have been met to a varying degree.** Commitment 5, on enhancing state capacity, encompasses several different elements, including the training of government officials and changes in state structures around refugee education. Progress has been made with regard to the training of government officials; IGAD provided training specifically associated with teachers in Ethiopia, Sudan and Uganda.[110] UNESCO's International Institute for Educational Planning (IIEP) programme provided training on planning for refugee inclusion to IGAD and UNHCR; the programme also highlighted some of the successes in IGAD states, including Kenya.[111] In Djibouti, staff from MENFOP undertook an exchange visit to Rwanda to support sharing of good practices and lessons learned. The inclusion of refugees in national education systems involved, for several IGAD states, a transition of responsibility for refugee education from a specific department responsible for refugees to the Ministry of Education.[112] These structural shifts, the degree to which they have been implemented, and the degree to which they have been successful, are discussed further in Section 4.2.

47. **All IGAD states advocated for predictable multi-year financing, but there was no evidence that sufficient funding was allocated to refugee inclusion in national education systems, in line with Commitment 10**. Commitment 10 refers to the financing available to national actors to include refugees in national education systems. There is strong evidence from interviews with national, regional, and international actors that advocacy has taken place. The degree to which advocacy is successful, and financing has been made practically available to states, is unclear. The evaluation team found that financial pledges were limited and that the tracking of funds was challenging, in large part due to a lack of capacity to track funds allocated to national budgets consistently across humanitarian and development donors (for

---

[110] IGAD-GIZ Teacher Training Initiative Bulletin, June 2022.
[111] Data from UNHCR; PlanED Episode 3: How Educational Planning Can Help Refugees Thrive.
[112] In Djibouti, a transition from ONARS to MENFOP was required; in Ethiopia, from RRS to MoE; in Kenya, from the Refugee Affairs Secretariat to the Ministry of Education; in Sudan from the Commission for Refugees to the Federal Ministry of Education; in Uganda from the Office of the Prime Minister to the ministry of Education.

more details, see [Section 5.2](#)). Importantly, it did not find evidence of significant allocations to activities that advance refugee inclusion in national education systems.

48. **Alignment of international financing with national plans for refugee inclusion in national education systems, in accordance with Commitment 11, was achieved in one IGAD state (Uganda) and partially achieved in another (Ethiopia)**. In Uganda, the Education Response Plan has provided the basis for allocating funds and for tracking the funds that have been committed, thus providing a transparent reporting system; this is a good practice.[113] In Ethiopia, alignment of funds from a range of donors including, but not limited to, the World Bank, Global Partnership for Education, the UK Foreign Commonwealth and Development Office, the Embassy of Finland and UNICEF, was achieved through the Ministry of Education's General Education Quality Improvement Program for Equity – Ethiopia (GEQIP-E). The GEQIP-E project facilitated coordination between donors while improving the quality of education provided for both refugees and nationals, although interviewees and participants in the workshop expressed concerns about the sustainability of the project.[114] The degree to which donors contributed to refugee inclusion in national education systems, and the sufficiency of these contributions to meet the costs associated with refugee inclusions, are unclear due, in large part, to the inability to track and report on international financing. Challenges and opportunities associated with international and regional contributions are discussed in [Section 5](#).

4. Drivers of Progress: What National Factors Affect Achievement?

49. Chapter 3 found that, while progress has been made at the legal, policy and planning level, much work remains to be done for these plans and policies to be implemented. Some commitments – notably Commitment 4 on the inclusion of refugee schools into national systems – are wide ranging; in order to implement these commitments, buy-in is needed not only at the national political level, but also from a range of national ministries and their sub-national counterparts.

50. This chapter examines some of the opportunities and barriers to refugee inclusion in national education systems within IGAD Member States. It starts by examining the role of high-level political will (ministerial and head of state). It then considers the ways in which complex organizational structures can impede the process of translating policy into practice. Following this, the challenges presented by underlying governance systems are examined. Finally, the role of financing in achieving change is considered. The chapter broadly concludes that high-level political will is sufficient for policy and legal shifts, but not to realize practical change. Organizational incentives must be aligned, an adequately strong national governance and management process must be in place to support policy implementation, and sufficient financing must be designated and made available in a timely fashion to achieve practical change.

---

[113] Oxfam. (2021). Funding the ERP: Analysis of Funding for the Implementation of the Education Response Plan for Refugees and Host Communities; Brown et al. (2020) Information, coordination, and financing: Does the Education Response Plan for Refugees and Host Communities make a difference? Oxford Policy Management.
[114] Endale, K., Araya, M., Woldehanna, T. and Sabates, R. 2023. GEQIP-E Implementation Practices and Value-Added Learning at Primary Schools in Ethiopia. RISE Working Paper Series. 23/132. https://doi.org/10.35489/BSG-RISE-WP_2023/132

4.1. Contextual Factors

> **Key finding 5: The degree to which refugee inclusion in national education systems can be achieved is affected by complementary rights, notably the right to move, the right to work and the right to documentation; all of these rights are in the process of being strengthened in IGAD states.**

51. **The legal and policy framework around the right to move, the rights to freedom of movement, work and documentation all evolved over the evaluation period; this had consequences for the right to education.** In practice, the degree to which refugees can realize their rights with regard to education is affected, not only by the legal and policy environment around education, but also by the broader rights afforded to refugees (or not granted to refugees). As such, although the legal right to education is protected and all states have met Commitment 2 (access to the national education system), refugees continue to face practical challenges in accessing national education systems. This evaluation identified three specific areas in which the lack of complementary rights could restrict access to education, notably the right to freedom of movement, the right to work and the right to documentation (for more details, see Section 4.1). Several legal and policy commitments were made to ensure these rights, both at the regional and the country level, during the same time period as the signature of the Djibouti Declaration.[115] The process of implementing these policies can be lengthy, as financing and changes to governance and management systems are required. Lack of implementation of these rights, however, can hinder access to inclusive education for refugees.

    51.1. **Right to Work**. The right to work is a necessary prerequisite for refugee inclusion in national education systems to be sustainable. The right to work affects the right to education in several ways: (1) without the right to work, refugees who have been working as teachers in parallel systems cannot be employed in the national system; (2) without the right to work, it is hard for parents to meet the wrap-around costs of education that are usually borne by the household such as stationery and uniforms, (3) without the right to work, refugee students do not have role models to whom they could aspire when pursuing their educational futures and occasionally also have had limited entry into vocational training; and (4) following graduation, students do not have the opportunity for dignified work, and without this, refugees have lower levels of motivation to complete education. All of these interlinkages were discussed in both interviews and participatory workshops.

    51.2. **Right to Freedom of Movement.** For some refugees, accessing the national education system is dependent on the right to free movement. This is particularly the case in contexts where encampment policies are in effect and schools in camps have not been transitioned to the public system. During the evaluation period, 86 per cent of refugees in IGAD Member States resided in camps or settlements.[116] In South Sudan, interviewees stated that, while refugees are not

---

[115] At the regional level, the most notable commitments were the Kampala Declaration and the Nairobi Declaration. Various country-level commitments were also made; these are summarized in Hammond et al (2020). Comprehensive Refugee Responses in the Horn of Africa: Regional leadership on education, livelihoods, and durable solutions

[116] UNHCR Refugee Statistics unhcr.org/refugee-statistics/

restricted to camps, freedom of movement is restricted by security issues; these security issues limit the degree to which refugees can access national schools.

51.3.   **Right to Documentation.** Refugees may require documents (e.g., birth certificates) to enrol in national school systems and, in particular, to sit for national assessments and examinations. Refugees, especially newly arrived households, are less likely than national learners to have this documentation, as it can be lost in the process of displacement. Those in protracted displacement may face stronger challenges in collecting prerequisites to achieve documentation, as they do not have access to their countries of origin or to associated authorities. Refugees in protracted displacement also face barriers to obtaining documentation. Commitments have been made at the legal and policy level to improve the right to documentation, but substantive change involves uptake of these commitments by different government ministries; the process of changing governance systems can be complex, as outlined in Section 4.2.

Table 2: Complementary Rights

	Right to Freedom of Movement	Right to Work	Right to Documentation
Djibouti	Yes. Legal framework consolidated in 2017 through Comprehensive Refugee Law	Yes. Legal framework consolidated in 2017 through Comprehensive Refugee Law	Yes. Legal framework consolidated in 2017 through Comprehensive Refugee Law
Ethiopia	Yes. Legal framework consolidated in 2019 through the Refugee Proclamation	Yes. Legal framework consolidated in 2019 through the Refugee Proclamation	Yes. Legal framework consolidated in 2019 through the Refugee Proclamation
Kenya	Yes. Legal framework consolidated in 2019 through the Refugee Act	Yes. Legal framework consolidated in 2019 through the Refugee Act	Yes. Legal framework consolidated in 2019 through the Refugee Act
Somalia	Legal framework (National Policy of 2019) has not been ratified	Legal framework (National Policy of 2019) has not been ratified.	Legal framework (National Policy of 2019) has not been ratified
South Sudan	Yes. Legal framework consolidated in 2012 Refugee Act	Yes. Legal framework consolidated in 2012 Refugee Act	Yes. Legal framework consolidated in 2012 Refugee Act
Sudan	No. They have made a reservation to the 1967 Protocol on the 1951 Convention Relating to the Status of Refugees.	Yes. Legal framework consolidated in the Employment of Non-Sudanese Act of 2001	Yes. Legal framework consolidated in 2017 through Comprehensive Refugee Law
Uganda	Yes. Legal framework developed under the 2006 Refugee Act and consolidated in the 2010 Refugee Regulations	Yes. Legal framework developed under the 2006 Refugee Act and consolidated in the 2010 Refugee Regulations	Yes. Legal framework developed under the 2006 Refugee Act and consolidated in the 2010 Refugee Regulations

4.2. High-Level Political Will

> **Key finding 6: High-level political will was achieved, sustained throughout the evaluation period, and acknowledged by actors at different levels; actors at the high level had influence on progress in laws, policies, and planning.**

52. **Political will for the Djibouti Declaration has been high at the level of the head of State and Minister of Education across all countries**. In the context of this evaluation, political will refers to willingness on the part of heads of State and Ministers of Education to make commitments, statements and take actions that support refugee inclusion in national education systems.[117] Will among these actors is generally perceived to be driven by political imperatives, including the need to support national populations in order to assure re-election and the desire to engage with regional and international actors to cement foreign policy positions.[118] At this level, support for the Djibouti Declaration has been high. The signature of the Djibouti Declaration by relevant Ministers of Education represented a political statement on the part of IGAD states and represented a strong kick-off to the Djibouti Declaration.[119] This was supported by a continued high level of buy-in from Ministers of Education and their deputies in IGAD coordination forums throughout the evaluation period, as confirmed by minutes of meetings between 2018 and 2022.[120]

53. **A range of actors also perceived that political will was strong, which influenced policy conversations.** The process by which policy is transformed into practice depends on conversations and engagement between different actors.[121] High-level political actors can often set the tone for a conversation through their statements of political priorities, and as such, it is important, not only that these actors support refugee inclusion, but also that they are perceived by other actors in the implementation process to buy into refugee inclusion. Across all IGAD states, different types of actors perceived that political will was strong – when actors in this evaluation were asked to rate different aspects of the policy process on a Likert scale, political will was uniformly ranked most highly. This high ranking was consistent among national actors, sub-national actors, international actors, refugee organizations and quasi-governmental organizations. The strong perception of political will for refugee inclusion in national education systems helps to create an environment in which a common policy vision can be established, and actors collaborate to implement specific actions to achieve this vision.[122]

Table 3: Perceived Strength of Steps in the Policy Process

	National Actors	Sub-National Actors	International Actors	Refugee Orgs	Total
Political buy-in	4.4	3.6	3.7	3.1	3.8
Coordination	3.9	3.3	3.4	3.4	3.4

---

[117] This definition is in line with: UK Government, 'Defining Political Will'
[118] Ibid
[119] Signed Djibouti Declaration, 2017.
[120] E.g., 30 March 2022, 3rd Conference of IGAD ministers in charge of education on implementation of the Djibouti Declaration; conference was attended by ministers of all IGAD states except Kenya, which sent a Cabinet Secretary of the Ministry of Education.
[121] POST, L.A., RAILE, A.N.W. and RAILE, E.D. (2010), Defining Political Will. Politics & Policy, 38: 653-676. https://doi.org/10.1111/j.1747-1346.2010.00253.x
[122] Oxford Research. (n.d.). Understanding the Policy Process; Oxford Research (n.d.). Mapping the Policymaking Process; Sutton, Rebecca. (1999). The Policy Process: An Overview

Prioritization[123]	4.1	3.9	3.6	3.0	3.7
Budgeting	2.8	2.3	2.4	2.5	2.5
Mgt & M&E	3.2	3.2	2.9	2.1	2.9

Measured on a Likert scale from 1 to 5, where 5 is the highest.

54. **High-level political will often aligns with global and regional foreign policy priorities**. The Djibouti Declaration is one of a range of political initiatives that were developed at global and regional levels around refugees since 2015. The Global Compact for Refugees, as well as the associated Comprehensive Refugee Response Framework (CRRF) and the following range of regional instruments, was perceived to represent a major political shift in refugee response. It was understood that donors would change their approaches to share responsibility for the shift in policy, that a wider range of stakeholders would be involved in the process, and that host countries would have an opportunity to engage more constructively in international political dialogue on refugee issues.[124] State engagement with CRRF was perceived in interviews to be associated with additional political capital, as well as with potential financing opportunities. High-level political buy-in was perceived as being linked to foreign policy priorities, rather than the needs of the domestic population in interviews across four IGAD states. In some cases, buy-in to the Djibouti Declaration was undermined by domestic political priorities. In the case of Kenya, for example, the signature of the Djibouti Declaration was quickly followed by an announcement suggesting the closure of the Dadaab refugee camps and the forcible return of refugees; the decision ostensibly influenced by domestic political priorities. Nevertheless, even during discussions about the closure of Dadaab, productive discussions about refugee inclusion in national education systems took place between UNHCR and the Government of Kenya, and later in the evaluation period, there was space for the national government to pass more inclusive laws and policies; this included the Refugee Act (2021).

55. **High-level political will is likely to have contributed to successful changes in the law, policy, and planning environment.** In six out of seven IGAD states, there was demonstrable, strong high-level political will for refugee inclusion in national education systems.[125] This was demonstrated through the signature of the Declaration and high-level participation in IGAD stakeholder meetings. The actors who demonstrated political will also had the remit, as individual actors, to propose laws and policies and to push for changes in planning and strategy processes. As such, the strong level of political will is highly correlated to the level of achievement in the area of laws, policies, and planning. Political actors have less direct control over governance systems, which is managed by the civil service and bureaucratic institutions. As such, slower progress in commitments related to governance and management is likely to be linked to bureaucratic issues, rather than lack of political will.

---

[123] 'Prioritization' was a term used in the Pew MacArthur evidence-based policymaking framework to refer to the degree to which a policy was given importance by implementation actors. In the context of IGAD states, prioritization refers to the degree to which refugee inclusion is integrated into school governance and management systems.

[124] Al Fara, H 2022 'Global Compact on Refugees: A Transformative Moment in Refugee Policy?' Bath Papers in International Development and Wellbeing, no. 71, Centre for Development Studies; Triggs, Gillian and Patrick Wall. (2020). 'The Makings of a Success': The Global Compact on Refugees and the Inaugural Global Refugee Forum; IRC (2021). The Global Compact on Refugees Three Years On

[125] Kenya was the exception; Kenya sent politicians below the Ministerial level to Ministerial level meetings and conferences on more than one occasion during the evaluation period, as evidenced by the signature list of the Addis Ababa Call for Action (6th Dec 2018) and the signature list on the Third Conference of IGAD ministers in charge of education on implementation of the Djibouti Declaration (30th March 2022).

56. **Political will was strong at the levels of heads of State and Ministers of Education, however, there was no evidence that this was maintained across other line ministries and stakeholders; this could affect the degree to which political will translated to change in school governance and management structures**. Evidence suggests that a prerequisite for substantive change is political will among a sufficient set of decision-makers, in some cases responsible for different portfolios.[126] The results of interviews, participatory workshops and analysis of Likert scale responses all clearly demonstrate that there was strong political will among heads of State and ministries of education. The roll-out of refugee inclusion in national education systems, however, requires buy-in and political will from a range of other actors, including but not limited to the ministries of finance and agencies responsible for refugee management and social development.

4.3. Organizational Structures

> **Key finding 7: School governance and management have remained static due in large part to (1) the challenges associated with changing division of responsibilities between state structures, (2) the need to bolster the capacity of sub-national government actors and (3) the complexity of the change that needs to be achieved.**

57. **In order to include refugees in national school systems, state bureaucracies need to undertake organizational change that spans a variety of government departments and specialisms.** The process of including refugees in school governance and management systems is complicated. UNHCR defined eleven indicators to assess the level of transition of governance and management at the school level: these ranged from the registration of refugee schools, the use of a national curriculum to parity of infrastructure (for more details, please refer to Annex 5).[127] To achieve all 11 indicators, Ministries of Education and departments responsible for refugee affairs need to harness a range of specialized technical skills, and need to manage several interrelated change processes, e.g., public administration skills are required to ensure refugees are included in assessment processes; budgeting skills are needed to ensure appropriate distribution of capitation grants. Organizational change can be complicated, as discussed in the following subsections: achievement of change across several areas is likely to require both time and resources.

58. **Relatively little planning took place at the outset of the Djibouti Declaration with regard to the types of organizational change associated with refugee inclusion.** State capacity to implement refugee inclusion is a subject of interest: the checklist of questions for this evaluation identified 24 questions about state capacity for the evaluation to address and the evaluation matrix identified six sub-questions related to state capacity (please see Annex 3 for more details). Some examples of questions about state capacity include: (1) the Declaration requires that the same quality assurance standards are used for refugee and national schools, which in turn involves expansion of state capacity for quality assurance; (2) the Declaration

---

[126] POST, L.A., RAILE, A.N.W. and RAILE, E.D. (2010), Defining Political Will. Politics & Policy, 38: 653-676. https://doi.org/10.1111/j.1747-1346.2010.00253.x
[127] The eleven indicators are sub-commitments associated with Commitment 4, and are: (1) registering schools as public, (2) ensuring the use of a common curriculum, (3) inclusive teacher management systems, (4) quality assurance, (5) teacher and learning materials, (6) school maintenance, (7) school infrastructure, (8) school feeding, (9) assessments, (10) placements, (11) capitation grants

requires that the same teaching and learning materials are used for refugee and national learners, which in turn requires expansion of state procurement systems; (3) the Declaration requires that the Ministry of Education administers and manages both national and refugee schools, which requires more staff and resources. While interest was strong, planning for state capacity-building was low in the Djibouti Declaration; the Action Plan included no specific actions to address low state capacity, and no systematic approach for this issue could be identified. IGAD did conduct activities to support state capacity, including trainings on how to develop costed plans, but these efforts were rather siloed and did not address the full range of organizational issues facing IGAD states implementing the Djibouti Declaration.

4.3.1 Multiple Departments and Ministries at the National Level

59. **Among Member States, refugee governance structures are generally vertically integrated (forming part of a larger ministry), with the exception of Ethiopia and South Sudan**. Refugee situations in IGAD countries are generally long-standing; for example, the refugee camps of Nakivale, Kakuma, Dadaab and Kebribeyah are all over 20 years old. Over this time, national governments have developed different structures to manage refugee populations. Kenya can be described as a "vertically integrated" system in which refugee management is integrated in the Ministry of the Interior; similarly, in Djibouti, the Office National d'Assistance aux Réfugiés et Sinistrés (ONARS) is responsible for refugee management and is a part of the Ministry of Interior.[128] In Uganda, the governance system for refugees, the Refugee and Disaster Management Council, falls under the Office of the Prime Minister. In Ethiopia, a quasi-independent entity (originally named the Administration for Refugee and Returnee Affairs (ARRA) and now named Refugees and Returnees Services (RRS) has responsibility for refugees and falls under the office of national intelligence.[129] In South Sudan, an autonomous Commission of Refugee Affairs (CRA) has responsibility for refugee management, and in Sudan, the autonomous Commissioner for Refugees (COR) acted as a coordination body for refugee affairs. Prior to 2012, in Djibouti, Kenya, Ethiopia and Uganda, refugee education was the responsibility of the department that managed refugees; this department was responsible not only for setting strategic direction but also for coordinating between different sub-national areas and schools with regard to budget, resources and supervision.

60. **Refugee inclusion in national education systems necessitates a transfer of responsibilities from departments responsible for refugee affairs to Ministries of Education.** In Djibouti, Ethiopia, and Uganda, achieving refugee inclusion in national education systems involves a change in the management of refugee education, according to the desk review, interviews, and participatory workshops. In both Djibouti and Ethiopia, responsibility for refugee education was shifted at least partially from the department responsible for refugee affairs to the Ministries of Education. This had implications in terms of staffing, access to financing and perceived roles in government hierarchy; ministries responsible for refugee affairs lost staff and financing, whereas Ministries of Education increased in terms of the same. National-level interviewees in Djibouti and Ethiopia indicated that the transfer of responsibilities between different

---

[128] Carvalho, Shelby. (2022). Political Economy Analysis of Education for Refugees in Kenya.; Carvalho, S., & Alebachew Kemisso Haybano. (2023). "Refugee Education Is Our Responsibility": How Governance Shapes the Politics of Bridging the Humanitarian—Development Divide. Journal of Refugee Studies. https://doi.org/10.1093/jrs/fead001; ONARS, https://www.onarsdjibouti.org/
[129] Tadesse Tsion. (2018). Ethiopia's Refugee Response. Institute of Security Studies. East African Report 19. https://issafrica.s3.amazonaws.com/site/uploads/ear19.pdf

government departments created tensions at the bureaucratic level; these types of tensions took place across different contexts and were widely recognized in the desk review.**[130]**

61. **The process of shifting responsibilities between departments for refugee affairs and Ministries of Education was challenging in Djibouti and Ethiopia.** Changes in budget, staffing and remit can lead to lack of clarity with regard to procedures, permissions and processes for staff working in different government departments.[131] This unclarity, in turn, may delay the transition process and affect the degree to which Djibouti Declaration commitments are met. Two examples of the challenges that take place when organizational structures shift were identified in Ethiopia and Djibouti.[132]

    61.1. In **Ethiopia**, refugee inclusion in national education systems was aligned to the GEQIP-E project funded by the WB. This project involved planning for the transition of 13 refugee secondary schools to the management of the Regional Education Bureaux. In the evaluation time period, one transition was successfully completed. In addition, refugee primary schools were to receive school grants, textbooks, and in-service teacher training programmes for refugee teachers in order to harmonize the standards with the public schools. There was no timeline set for the transition of primary refugee education within the GEQIP-E project. To achieve the transition for secondary schools, and harmonization for primary schools, it was critical to ensure alignment between RRS and the MoE. At the beginning of the evaluation period, this alignment was limited; there was no clear Memorandum of Understanding (MoU) stipulating the roles and responsibilities of the two agencies on refugee education. Associated with this, there were several challenges in organizing procedural issues such as the disbursal of school grants, in part due to the remote nature of refugee schools; there were also delays in disbursing GEQIP-E project funds as a result of complex approval processes in several ministries. These incidents highlighted the need for a mechanism to ensure smooth alignment between the two entities. RRS and the MoE signed an MoU in 2020; this was halfway through the evaluation period. Following the signature of this MoU, there was significant improvement in engagement between RRS and MoE; this supported more efficient disbursal of funds and more effective planning for school transition.

    61.2. In **Djibouti**, responsibility for refugee education has shifted from ONARS to MENFOP; the transition took place relatively rapidly and the evaluation team could not find evidence of a plan for transferring staff or responsibilities between the two agencies. The transition was very successful, although it did encounter some bureaucratic and governance challenges. Interviewees stated that ONARS staff found this shift in management challenging, as they perceived it to undervalue their contributions. The difficulties associated with management shifts caused challenges in completing day-to-day tasks where ONARS and MENFOP actions overlapped, according to interviewees. For example, for this evaluation, requests for interviews with ONARS were initially refused, and ONARS officials expressed reluctance to be involved in the evaluation because of the number of commitments they faced; no representatives from ONARS took part in the participatory workshop.

---

[130] Carvalho, S., & Alebachew Kemisso Haybano. (2023). "Refugee Education Is Our Responsibility": How Governance Shapes the Politics of Bridging the Humanitarian—Development Divide. Journal of Refugee Studies. https://doi.org/10.1093/jrs/fead001
[131] Carvalho, S., & Alebachew Kemisso Haybano. (2023). "Refugee Education Is Our Responsibility": How Governance Shapes the Politics of Bridging the Humanitarian—Development Divide. Journal of Refugee Studies. https://doi.org/10.1093/jrs/fead001
[132] Please note that more extensive data collection took place in Ethiopia and Djibouti, as these were case study countries; this allowed for the elaboration of examples explaining how changes in organizational structure affected the implementation of refugee inclusion commitments.

There are some unintended positive consequences. It became apparent that, in Djibouti, an increasing number of actors are becoming involved in refugee affairs; MENFOP is responsible for education, and the Djiboutian Social Development Agency is more actively involved with refugee affairs in recent years, according to both interviews and documentation provided by the agency.

62. **In Uganda, the evaluation identified fewer challenges associated with changes in organizational structures, likely because refugee management falls under the direct responsibility of high-level political actors**. Both in primary data collection and secondary reviews, little evidence could be found of challenges and conflicts between the government department responsible for refugee management and the Ministry of Education. Instead, planning for refugee inclusion took place at both the national and sub-national levels by the Ministry of Education and Departments of Education, with apparent cooperation from staff in the Ministry of Disaster Preparedness, Relief and Refugees. This may be due to the organizational structure in place in Uganda. Refugee affairs are directly managed by the Office of the Prime Minister, which in turn is responsible for assuring the fulfilment of international obligations such as the Djibouti Declaration commitments.[133] As such, the agency responsible for refugees has an incentive to actively support the transition process, including assuring smooth changes in staffing, budget, and processes.

4.3.2 Capacity at the Sub-National Level

63. **Sub-national actors play a key role in the roll-out of refugee inclusion efforts.** Sub-national actors – both those who form a part of the Ministry of Education and those from departments responsible for refugee affairs – carry out the substantive actions that turn policy into practice. For example, sub-national authorities collect school-level data, including for refugees, which support their integration in EMIS and in turn, their inclusion in national and sub-national plans and programmes. Similarly, they also have a critical role in raising awareness within government structures on refugee issues, and especially with regards to the harmonization of refugee and host schools, and social cohesion between the two communities.[134] For sub-national actors to carry out these actions effectively and ensure that policy is translated into practice and national school systems are expanded to include refugee learners, they need access to certain prerequisites. These include appropriate access to budget, capacity, and coordination mechanisms with the central government.[135]

64. **Among IGAD states, the role of sub-national actors in translating policy into practice is highly variable**. The specific role played by sub-national actors in realizing Djibouti Declaration commitments is highly variable. In Uganda, sub-national actors were strongly involved; this included developing specific sub-national plans for refugee inclusion that were clearly linked to national plans.[136] Plans were developed in Lamwo District, and are in the process of being developed in other major refugee hosting districts.[137] In Ethiopia, sub-national actors in Benishangul-Gumuz state devoted a proportion of taxes that were levied

---

[133] Uganda Office of the Prime Minister; Refugee Management Structure
[134] Examples drawn from the checklist in Annex 2.
[135] OECD. (2019). Ten Guidelines for Effective Decentralisation Conducive to Regional Development.
[136] Confirmation of Lamwo's plans to be found in: Oxfam (2021). Funding the ERP: Analysis of funding for the implementation of the Education Response Plan (ERP) for refugees and host communities; Other districts in the process of developing ERPs are Moyo, Adjumani, Yumbe, Koboko, Arua, Kiryandongo, Hoima, Kyegegwa, Kamwenge, Isingiro and Kampala
[137] Confirmation of Lamwo's plans to be found in: Oxfam (2021). Funding the ERP: Analysis of funding for the implementation of the Education Response Plan (ERP) for refugees and host communities; Other districts in the process of developing ERPs are Moyo, Adjumani, Yumbe, Koboko, Arua, Kiryandongo, Hoima, Kyegegwa, Kamwenge, Isingiro and Kampala; Brown et al. (2020). Information, coordination, and financing: Does the Education Response Plan for Refugees and Host Communities make a difference? Oxford Policy Management.

at the regional level, and over which they had full control, to refugee inclusion efforts, specifically to ensure appropriate textbooks for refugee learners.[138] In contrast, however, in Djibouti, sub-national actors had limited understanding of national budgeting processes, as evidenced by interviews and the participatory workshop; the evaluation team also did not find evidence of sub-national level planning for refugee inclusion. In South Sudan, little evidence could be found of sub-national engagement in refugee inclusion, and it was extremely challenging to identify sub-national level government actors and conduct interviews, due to issues with resources, e.g., availability of telephone connection and internet, as well as literacy and digital literacy.

65. **Capacity of sub-national actors to support effective refugee inclusion in national education systems differs strongly across countries**. The variance in sub-national government engagement in refugee inclusion efforts is partially associated with their capacity – that is, their "ability to perform mandatory functions effectively, efficiently and sustainably… [including] empowerment, resources, competencies and skills". In Uganda and Ethiopia, sub-national actors were aware of national-level budgeting mechanisms, as well as ways in which they could feed into these systems.[139] This awareness is likely to be associated with their active efforts to contribute to budgeting and planning. In contrast, in Djibouti, capacity was lower. In fact, during the participatory workshops held for this evaluation, some sub-national actors learned about government budgeting processes for the first time. Similarly, in South Sudan, human resource capacity at the sub-national level is low.[140]

66. **Data from this evaluation suggest that where sub-national actors have both capacity and a level of decentralization, they are more likely to be able to contribute effectively to refugee inclusion**. Across IGAD states, the role of sub-national actors in pursuing refugee inclusion in national education systems differed widely. A comparison of the experiences of different states suggests that where sub-national actors have both capacity and leverage over policy and financing resources, they have greater capacity to substantively support inclusion. Specifically, in Ethiopia, sub-national actors had the capacity and resources to administer EMIS data collection that included refugees.[141] In Uganda, sub-national actors could develop plans and actively engage in coordination; this led to stronger inclusion in governance systems.[142]

4.4. Management and Accountability Systems

> **Key finding 8: Efforts to support refugee inclusion in national education systems have focused on policy and planning rather than on implementation and monitoring, resulting in limited progress at the school level.**

67. **Effective translation of policy into practice relies upon the use of strong management and accountability mechanisms**. During the first five years following the signature of the Djibouti Declaration, significant emphasis has been placed on developing the legal and policy framework for refugee inclusion in national education systems. This positive progress represents a prerequisite for future change, notably

---

[138] Participatory workshops triangulated against KIIs.
[139] Capacity of sub-national actors was clear from: (1) development of sub-national education sector plans in Uganda, (2) awareness of and active engagement in national level budgeting systems among sub-national level actors in Ethiopia. Data available from interviews, participatory workshops, previously cited work on sub-national level planning in both countries.
[140] BTI Transformation Index (2023). South Sudan Report
[141] Key informant interviews, UNHCR country teams.
[142] Key informant interviews, desk review.

changes in school governance and management systems, which will result in tangible change for refugee learners. Models of evidence-based policy systematically indicate that, in order for policy to translate into practice, it is essential for national governments to ensure management and accountability through oversight and both outputs and outcomes monitoring.[143] The effective translation of policy into practice depends on the presence of a strong management and accountability system at the national and sub-national levels, and in the absence of such a system, it is likely that policies will not translate into tangible results. The Organisation for Economic Co-operation and Development (OECD), the African Union, IGAD and others have identified results-based management as a method of improving performance.[144] This type of management involves clarifying objectives, developing indicators, and analysing data on results; these factors should influence future decisions with regard to the allocation of budgets, development of procedures and attribution of incentives and rewards.[145]

68. **States made limited use of results-based management or SMART indicators.** This evaluation could find very limited use of results-based management systems within IGAD countries. In some countries – notably Djibouti, Uganda, and Ethiopia – specific targets had been set at the national level.[146] In the case of Ethiopia, target setting took place in the context of a national development programme, the GEQIP-E project, according to interviews with international and national-level actors. For all three countries, specific action plans that included indicators were developed and rolled out to international actors. There was no evidence, however, that these indicators were used to manage results between the national and sub-national levels. In most interviews in all countries, sub-national actors were not aware of indicator targets that had been set by national actors. No interviewees discussed regular reporting structures against predefined targets between national and sub-national actors. Similarly, there was no evidence that indicators were regularly being analysed to understand performance by either national or sub-national actors.

69. **In Djibouti, Ethiopia, Kenya and Uganda, plans have been developed, but there is no evidence that implementation is being regularly monitored.** In Djibouti, Ethiopia, Kenya and Uganda, refugees were included into national education sector plans, and the level of this inclusion improved over the last five years as discussed in Section 3.2.[147] Similarly, costed plans were developed, with a strong engagement from national and, in some cases, sub-national authorities.[148] Improvements in planning were not, however, accompanied by improvements in national systems to support monitoring and evaluation. Targets for refugee inclusion in national education systems were set across several countries, including Uganda, Djibouti, and Ethiopia.[149] However, across all forms of data collection (desk review, key informant interviews, participatory workshops), there was no evidence that national governments were actively leading a process to monitor progress against these targets, or to monitor indicators of refugee inclusion in national education

---

[143] Pew-MacArthur Evidence Based Policy Making Resource Centre (2018) Outcome Monitoring
[144] OECD (2000). Results Based Management in the Development Cooperation Agencies: A Review Experience.; African Union (2016). African Union Applying the Results Based Management Approach; African Development Bank, (2014), Design and Assistance to the Implementation of an RBM system., IGAD (2021). Strengthening IGAD Planning & M&E
[145] OECD (2000). Results Based Management in the Development Cooperation Agencies: A Review Experience.
[146] Plan d 'Action de l'Education 2021 – 2025, Djibouti; Education Sector Development Plan VI, 2020 – 2014, Ethiopia
[147] Plan d 'Action de l'Education 2021 – 2025, Djibouti; Education Sector Development Plan VI, 2020 – 2014, Ethiopia; Education Response Plan, Uganda
[148] Costed plans were provided to the evaluation team by UNHCR
[149] Plan d 'Action de l'Education 2021 – 2025, Djibouti; Education Sector Development Plan VI, 2020 – 2014, Ethiopia; Education Response Plan, Uganda

systems. In Ethiopia, the World Bank led a process by which indicators were reviewed – but this was a challenging process as discussed in Chapter 5.

70. **In Somalia and South Sudan, there was limited progress in planning, implementation, and supervision**. In Somalia and South Sudan, progress in implementation and supervision was hindered by both staff turnover in the civil services and rapid changes in the context due to security conditions.[150] In both states, the international community invested heavily in the planning process. This included building the capacity of civil service actors to develop national education sector plans and technical assistance for the development of costed plans. International actors also co-convened Djibouti Declaration stakeholders to discuss progress in fragile states. Staff changes, security conditions and relatively limited resource availability may be associated with the relatively limited degree to which commitments related to school governance and management systems were met. (Box 4)

Box 4: Relative quality of education in parallel and national systems.

> Efforts to support refugee inclusion in national education systems are based on evidence that, in the long run, both refugees and national learners benefit from inclusion.[151] In the short run, however, a perception often exists that refugee learners benefit from the existence of a parallel system.
>
> In both Ethiopia and South Sudan, interviewees perceived that refugees were currently accessing higher quality education than students in the public education system in the same region. Refugees in both countries settled in areas in which the host community was relatively marginalized. Several refugee-hosting areas (Benishangul-Gumuz, Gambella and Somali Regions in Ethiopia; Upper Nile in South Sudan) are distant from the capital city and receive relatively limited levels of public services compared with more urban areas.
>
> The international community was responsible for providing refugee schools in these contexts. In Ethiopia, this was institutionalized, with UNHCR funding various partners to deliver education. In the case of secondary education, for which UNHCR partners with the NGO Development and Inter-Church Aid Commission (DICAC), schools had more infrastructure, equipment and facilities compared with national schools in the same sub-national level (woreda). The gap between refugee and national schools, with refugee schools offering higher quality, has also been noted in several other contexts, including UNHCR evaluations.[152]
>
> Perceptions of differential quality between refugee and national schools were prevalent among key informant interviews with different types of stakeholders, including national actors, sub-national actors, and refugees themselves. These perceptions can affect the degree to which different actors engage with inclusion efforts; in particular, the participatory workshops indicating that actors at local levels may have lower incentives to invest in overcoming bureaucratic obstacles due to perceptions of differential quality.

---

[150] Both states are included in the World Bank's Fragile and Conflict Affected States list; they rate as 11 and 13 respectively on the Corruption Perceptions Index (scale from 1 to 100, where 100 is the least corrupt), and as 2.41 and 2.15 on the BTI Governance index (scale from 1 to 10, where 10 is the strongest).

[151] Dryden-Peterson, Sarah et al. (2018). Inclusion of Refugees in National Education Systems. UNESCO; The Global Cost of Inclusive Refugee Education (English). Washington, D.C.: World Bank Group.

[152] Steets, J. et. al. (2021). Evaluation of UNHCR's Engagement in Humanitarian-Development Cooperation. UNHCR. Global Public Policy Institute. International Security Development Center. Available at: https://www.unhcr.org/uk/media/evaluation-unhcrs-engagement-humanitarian-development-cooperation-sep-2021; Agblorti, S.K.M , Abis Getachew, Jana Kuhnt, Abdirahman A Muhumad. (2023). Context Matters: The Implications of the Mode of Service Provision for Structural and Relational Integration of Refugees in Ghana and Ethiopia, Journal of Refugee Studies; fead080, https://doi.org/10.1093/jrs/fead080

4.5. Financing

> **Key finding 9: Lack of financing underpins the limited achievement of Djibouti Declaration commitments and threatens future sustainability. National commitments to refugee inclusion were made in the context of parallel international responsibility-sharing commitments, in part because most IGAD states have limited fiscal space to invest in national as well as refugee learners.**

71. This subsection forms one of two subsections on financing. It examines the contributions of Djibouti Declaration signatory states to financing, looking specifically at: (1) the degree to which IGAD states have the capacity to contribute to the financing of refugee inclusion, and (2) the types of cost estimates produced by Member States, and the degree to which these can inform future financial planning. The Djibouti Declaration was developed within the context of commitments made under the Global Compact on Refugees; one of the core objectives of the Compact is to ease pressure on host communities, including through financial contributions. As such, the contribution of the international community is also essential and Section 5.2 examines the financial support provided by the international community to refugee inclusion in national education systems.

4.5.1 Limited National Capacity to Finance Refugee Inclusion from Existing Budgets

72. **Investment in education for national learners is low across IGAD states**. The UNESCO Education 2030 Framework for Action proposes, as a benchmark, that states should invest between 4 per cent and 6 per cent of their GDP in education. The signatories to the Djibouti Declaration devoted, on average, 2.6 per cent of their GDP to education, which is lower than the average for sub-Saharan Africa, which is 3.2 per cent.[153] Only one state – Kenya – achieved the benchmark set out in the UNESCO Education 2030 framework, and even with this investment, it still has a high proportion of out-of-school children and has not fully met national goals. Low levels of expenditure indicate that IGAD states face challenges in meeting goals for quality education for national learners, let alone new refugee learners.

73. **National governments have limited capacity to meet the costs of both their own and refugee learners**. The inclusion of refugee learners in national education systems involves: (1) an increase in the number of students, (2) an increase in the per-capita cost of providing education to cater for the specific requirements for refugee learners to transition,[154] and (3) one-off costs associated with system expansion to allow for the inclusion of refugee learners. These additional costs are taking place in an environment where the relative capacity of national governments to grow their education budgets is limited: GDP growth is currently not keeping pace with inflation, on average, across the IGAD states that signed the Djibouti Declaration (for details, please see Table 1). The challenges associated with assuring adequate financial resources are even more complex in fragile states, where changes in government authorities and the

---

[153] World Bank Open Data, Government Expenditure on Education as a % of GDP for Sub-Saharan Africa
[154] The increased unit cost for refugee learners is an assumption derived in part from the World Bank/UNHCR report 'The Global Cost of Inclusive Refugee Education'. The per-capita unit cost increase was estimated by the WB as 20% for primary and 35% for secondary covering aspects such as language, curriculum orientation and MHPSS support. It should be noted that UNHCR states that the refugee coefficient changes over time.

existence of a political marketplace cause challenges with the budgeting process.[155] In all countries included in this evaluation, interviewees at the national level across states clearly said that they did not have the capacity to meet the costs of including refugee learners in the long term.

74. **National cost estimates and budgeting processes sometimes take place in parallel with ad hoc efforts to meet inclusion needs and costs.** In some states, practical efforts to include refugees in national education systems have taken place faster than changes in budgeting systems for refugees, according to interviewees and participatory workshops. Two examples of such efforts arose in participatory workshops; these examples were confirmed in KIIs, and calls made by the evaluation team to triangulate findings. In Ethiopia, national budgeting processes can take time, and in order to act quickly, sub-national government actors used revenue collected at a regional level to support the publishing of "mother tongue" textbooks that supported refugee learners to use the national curriculum. In Djibouti, budgeting processes between UNHCR, national governments and local actors take place on a quarterly or semi-annual basis; in the meantime, efforts were made by local refugee settlements to ensure that basic maintenance activities took place in refugee schools. These efforts took place as the process of budgeting for refugee schools was being transferred from ONARS to MENFOP. In addition to these ad hoc efforts, financing is being received and channelled from international donors; this is discussed in Section 5.2.

75. **Interview respondents from national governments expressed hesitancy about regularly budgeting for refugees due to the unpredictability of the national context and refugee flows.** In key informant interviews conducted for this evaluation, national government actors in Uganda, Ethiopia and Sudan stated that they faced challenges in budgeting for refugee inclusion due to volatility in the context. This referred both to volatility in terms of shocks – the onset or increased severity of environmental disasters such as droughts, for instance – and volatility in terms of national contexts – for example the additional inflow or the outflow of refugees, or internal displacement due to conflict. These movements resulted in unanticipated changes in costs and made the process of budgeting very challenging for national governments. In addition to shocks, the underlying national context is also challenging; there are high numbers of out-of-school children in all states (for more details, please see Table 1, enrolment rate figures). National government actors expressed hesitancy about budgeting for refugee learners in the long term, as this additional cost reduced the already constrained fiscal space available (Figure 4) to manage shocks and to ensure inclusion of domestic out-of-school learners. The incidence of shock requires additional government expenditure; governments are also aware that bringing out-of-school children into the education system is costly. Managing these expenses as well as the expenses of including refugee learners was seen as a challenge in key informant interviews conducted for this evaluation.

---

[155] A political marketplace refers to a system of governance where monetized transactions have become systematic. LSE (2022) Drivers of Conflict: The Political Marketplace; de Waal, Alex (2019). Sudan: A Political Marketplace Framework Analysis; de Waal, Alex (2019). South Sudan: The Perils of Payroll Peace. Haji Ingiriis, Mohammed (2020). Profiting from the failed state of Somalia.
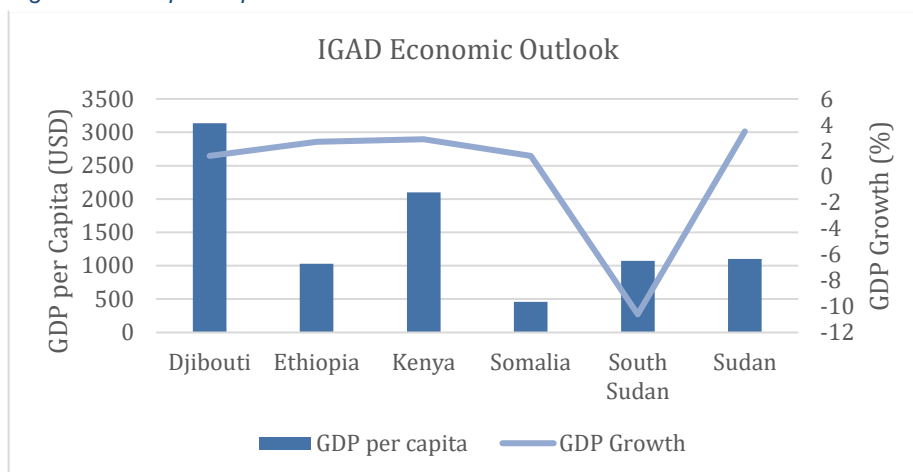
76. **Given the relatively limited capacity of IGAD states to assume the costs of refugee inclusion in national education systems, international support is required to achieve Djibouti Declaration commitments**. The evaluation team considered the degree to which states had the capacity to absorb the costs of inclusion, as measured by states' costed plans, during the evaluation period. This analysis found that across IGAD states, national actors lack adequate internal financial resources to cover the costs of refugee inclusion. This analysis was triangulated against qualitative data: across states and stakeholder types, there was a consensus that insufficient funding was available to meet Djibouti Declaration commitments. International support is therefore necessary to meet the financing gap.

77. **Meeting the cost of refugee inclusion will continue to be an issue in the future and states will be at least partially dependent on international financing**. The achievement of refugee inclusion involves recurrent costs for states – that is, per capita costs must be allocated on an annual basis for refugee students. These costs are being incurred in a context where GDP growth rates are lower than inflation, and states' national budgets are likely to remain static. In order for refugee inclusion in national education systems to be sustainable, states and the international community will require a longer-term approach to financing to strengthen and expand national systems in line with the Global Compact for Refugees.

4.5.2 Estimating the Costs of Refugee Inclusion in National Education Systems

78. **IGAD Member States are responsible for developing accurate cost estimates for refugee inclusion; these cost estimates play a key role in attracting and aligning both national and international funds.** The Djibouti Declaration was developed within the context of the Global Compact for Refugees, an instrument, which aimed to support responsibility-sharing between host countries and the international community. In order to facilitate responsibility-sharing with the international community and support improved budgeting processes, IGAD Member States need to estimate the cost of refugee inclusion; Commitment 9 on developing costed plans aims to support this goal. The cost estimates, which underpin national budgeting and international advocacy vary according to different methodological approaches, as well as country-specific social, political, and economic contexts. Understanding the similarities and differences between cost estimates is key to understanding financing opportunities and challenges.

79. **Achievement of refugee inclusion in national education systems involves not only the system per capita costs assigned to a national student but also a range of additional costs**. UNHCR's Refugee Education Strategy 2030 outlines these costs, including support for making up for missed school, provision of adequate language training, provision of psychosocial support and training to teachers to ensure that they can adequately meet the needs of refugee learners.[156] Three types of costs can

Figure 5: Education Costs (source: authors)
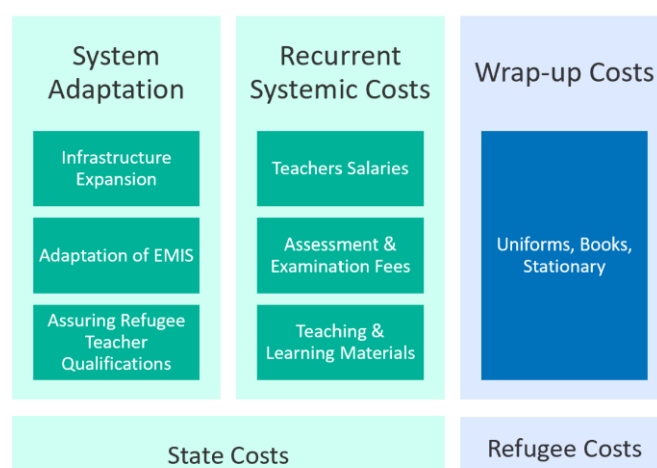
be identified, outlined in   Figure 5. First, one-off costs associated with the adaptation of the system to include refugees are incurred: examples of these include costs associated with expansion of infrastructure to accommodate new students and/or aligning refugee schools with national standards, adaptation of EMIS to accommodate proof of registration numbers and refugee teacher qualifications. These are actions implemented by the State, but which may be supported by development partners. Second, recurrent systemic costs are incurred every year: examples of these costs include the salaries of additional teachers, assessment and examination fees, and teaching and learning materials. These costs are also borne by states and may be supported by development partners. Third, wrap-around costs are incurred: these include the cost of buying uniforms, stationery, and books for learners. These costs are borne by the households sending children to school.

80. **There is no benchmark for cost estimates: methods of estimating the cost of refugee inclusion vary at the international level, and at the national level, countries have adopted different approaches**. Various methodologies have been developed to define the costs of refugee inclusion in national systems. At the global level, the World Bank carried out a study to better understand the costs associated with refugee inclusion in national education systems; the study was informed by a range of different organizational and national approaches and was global, but the methodology used could not necessarily be translated to all IGAD states.[157] Some IGAD Member States used the World Bank methodology when estimating the costs of refugee inclusion, while others have rather mapped the additional costs against the national education sector plan, providing a more detailed analysis. In both cases, the total requirements for refugee inclusion in national education systems are significant.

81. **All IGAD Member States have defined the national costs of refugee inclusion in national education systems; these estimates vary strongly due to differences in socioeconomic context and refugee population numbers among other factors**. All IGAD states have developed a national costed plan for the inclusion of refugees in national education systems. However, these plans vary significantly in terms of total cost and state of utility: Djibouti has integrated its costing exercise into the NESP, while Uganda's stands alone as a parallel planning mechanism. The costed plans of Kenya and South Sudan continue to be

---

[156] UNHCR (2023). Education 2030: A Strategy for Refugee Education.
[157] World Bank – UNHCR (2021). The Global Cost of Inclusive Refugee Education. Please note that this study has since been updated in 2023 and the costs have been revised upward.

revised. Cost estimates range dramatically across Member States: Somalia's costed plan estimates a total of approximately $12 million per year for the inclusion of 6,184 refugee or returnee children – that is, a cost of $1,940 per student. Uganda's costed plan estimates a total of approximately $111 million per year for 567,500 students – that, is a cost of $195 per student.[158] The per capita cost difference is rooted in a range of factors. The one-off and recurrent costs required to include refugees vary according to the specific characteristics of the Member State's education system, as well as the broader political economy. For example, Somalia's plan included significant investments in infrastructural expansion (including WASH and technology inputs), whereas Uganda's plan included lower levels of infrastructure costs, and focused more on the recurrent per capita costs. There are also stark differences in how States estimated costs associated with regard to targets, that is, some included host communities, and national governance systems (e.g., monitoring and evaluation costs for MoE officials).

82. **The degree of involvement of different governance actors in the development of costed plans is unclear, and as such, institutional buy-in is uncertain.** As discussed in Chapter 3, the process of developing costed plans varied between countries. IGAD and UNHCR supported capacity-building for Member States in developing costed plans, and workshops were held in all Member States. While draft costed plans were produced, the methodology and degree of integration into NESP and national budget differed. The evaluation also did not find evidence regarding the degree to which key stakeholders (e.g., Ministry of Finance) was involved in the development process. Going forward, mobilization of financing for refugee inclusion in national education systems would be supported by regular updating, and it will be necessary for IGAD Member States to develop processes to coordinate national and sub-national level stakeholders around costed plans.

5. Contributors to Progress: How do Regional and International Actors Influence Achievement?

83. Chapter 3 found that, while progress has been made at the legal, policy and planning level, much work remains to be done with regard to the ways in which national education systems include refugee students, refugee schools and refugee teachers. Chapter 4 found that high-level political will for refugee inclusion is not sufficient for change at the national level: organizational alignment, results-based management and sufficient and sustainable financing must also be present. The analysis in both chapters acknowledges that regional and international actors have influenced the signature of the Djibouti Declaration, and subsequent national efforts to support refugee inclusion in national education systems.

84. This chapter examines the specific role of both regional and international actors. It examines the degree to which IGAD's activities amplified state initiatives. Then, the structure of international support for refugee inclusion is analysed, with a particular focus on transparency and accountability. Finally, the incentives of international actors to support inclusion are considered.

---

[158] Analysis conducted by the evaluation team. Multi-year costed plans were provided; annual costs were calculated using a straight average. The number of students was derived from the assumptions provided in the costed plans.

5.1. The Added Value of Regional Actors

> **Key finding 10: IGAD was successful in building and maintaining high-level political will; this acted as a bedrock for successes achieved in laws, policies, planning and strategies across Member States.**

85. IGAD played three crucial roles in the implementation of the Djibouti Declaration to date: first, it engaged with Member States to build and maintain political will; second, it led the development of regional frameworks to guide the implementation of the Declaration, and third, it piloted specific initiatives to build capacity and identify good practices.

86. **IGAD was successful in engaging with Member States to build and maintain political will**. IGAD's regular advocacy, both at a regional level and through focal points in states, is likely to have supported the high levels of political will demonstrated by Member States through the evaluation period, and thus laid the groundwork for changes in laws, policies, strategies, and planning processes. IGAD played a central role in building political momentum around the inclusion of refugees in national education systems. As a regional entity, IGAD spearheaded the drive for the Djibouti Declaration and convened Ministers of Education with a view to moving refugee inclusion forward; this was evident both from documentation provided on the consultations for the Declaration and from key informant interviews across a variety of states and actor types.[159] Following the signature of the Declaration, IGAD continued to play a strong role in bringing stakeholders together. It convened national and regional consultation meetings and stakeholder engagement sessions and collaborated with UNHCR to convene task force meetings.[160] In all Member States, IGAD established focal points who conducted advocacy and political engagement with national-level government actors to support refugee inclusion in national education systems.[161]

87. **IGAD developed regional frameworks to support Member States; these frameworks are perceived as useful by Member States but were time- and resource-consuming**. Under the Djibouti Declaration, IGAD was responsible for developing a framework for Recognition of Prior Learning (RPL). IGAD met this commitment and developed a framework in 2020.[162] A validation meeting was held in October 2022.[163] The Regional RPL Framework was considered useful in bringing actors together around the recognition of prior learning; in-person meetings were perceived to facilitate coordination of state-level initiatives to recognize prior learning, and national-level interviewees across several states pointed to the RPL framework as an added value provided by IGAD. IGAD has also, with financing and technical support from UNICEF, developed a monitoring and evaluation framework; this was not an explicit commitment of the Declaration, though it contributed to the process of enhancing regional and state capacity (Commitment 5 and Commitment 11). The framework was developed during the evaluation period, but the roll-out had not taken place when the evaluation period concluded. The process for developing the Monitoring and Evaluation

---

[159] Emails from 2017 negotiations on the DD

[160] Minutes, statements, or outcomes of ministerial meetings conducted in 2018, 2021 and 2022, attended at the Minister level by at least 6 out of the 7 member states; report of outcomes from Education Experts Task Force in 2018 attended by 10 international agencies, representatives of all member states and representatives of IGAD; attendance by evaluation team members at country-level stocktaking exercise in Addis Ababa.

[161] Contact details provided by IGAD of focal points in each member state.

[162] IGAD. (2020). Regional Education Policy Framework.

[163] African Continental Qualifications Framework (2022). Validation Meeting.

(M&E) framework was time consuming; while the terms of reference were launched in 2019, the first draft of the framework was not completed until early 2021.[164] Following this process, IGAD issued another technical guidance note in May 2021 to develop a regional monitoring system. The evaluation team could not find documentation regarding the launching of the monitoring and evaluation system. National actors showed little awareness of national-level M&E plans in interviews.[165] There was, however, demand from interviewees in South Sudan, Djibouti, and Ethiopia for regional involvement in monitoring and evaluation of the Djibouti Declaration.

5.2. The Role of the International Community

88. This subsection forms one of two subsections on financing; it examines the way in which the international community provides financial support to refugee inclusion efforts under the premise of responsibility-sharing, while Section 4.4 examines the contributions of Djibouti Declaration signatory states to financing. It should be noted that the Djibouti Declaration is being implemented in the context of broader commitments made under the Global Compact on Refugees; one of the core objectives of the Compact is to ease pressure on host communities, including through financial contributions.

89. The findings below should be read in light of states' limited capacity to finance refugee inclusion in national education systems. Refugee inclusion involves, not only one-off investments, but also recurrent costs. IGAD states are currently investing in national learners at rates that are lower than global benchmarks, and national capacity to support additional costs is relatively low. As such, achievement of Djibouti Declaration commitments depends on international support in both the short and long term.

5.2.1 The Structure of International Support for the Djibouti Declaration

Key finding 11: International actors have expressed support for refugee inclusion but have made few concrete commitments. Tracking actual allocations is not currently possible due to overlap between financing instruments and silos between humanitarian and development actors.

90. **International financing comprises humanitarian and development sources.** Financing for refugee education consists of two broad streams: humanitarian funding and development funding (Figure 6). Humanitarian funding, in turn, can be divided into funds for rapid-onset disasters that are deployed swiftly and are likely to be highly variable, and funds for protracted crises, which are generally deployed slightly more predictably, but are still short term.

Figure 6: Financing Streams (source: authors)

Humanitarian funds have traditionally supported the majority of refugee education activities, and especially those taking place in parallel systems. However, these funds are short term - at most, 12 months, and

---
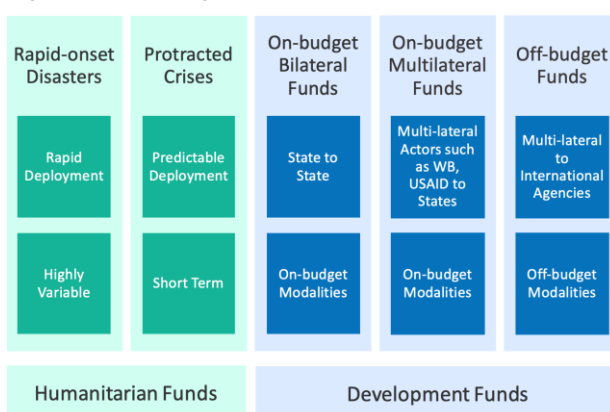
[164] Terms of Reference: Consultancy to develop, guide and follow-up on the Monitoring and Evaluation framework for the implementation of the Djibouti Declaration by the IGAD Education Secretariat and member states.
[165] This was the case across IGAD states.

multi-year modalities rarely extend beyond three years. This does not provide the predictability required for children to complete a full cycle of education.[166] Development funding can be provided in several modalities and have traditionally supported a range of investments in national education systems, including technical capacity-building, infrastructure and, in some cases, recurrent costs. Where development funding has been allocated to refugee inclusion, it has generally been allocated to infrastructure and one-off costs, rather than to recurrent costs. Funding can be provided for longer-term cycles generally ranging from three to five years. Bilateral funds can be provided from one state to another through on-budget modalities. Multilateral actors such as the World Bank or development donors such as USAID can also provide on-budget funding through a country's Ministry of Finance. Development donors can also provide off-budget financing, in which a development objective is achieved through funding provided not directly to a state, but rather to an international agency such as UNHCR or UNICEF.

91. **Coordination of funding streams against an agreed set of priorities is required to achieve full and sustainable refugee inclusion in national education systems.** Development assistance for refugee education is a relatively new concept and is not consistently coordinated by UNHCR or through national coordination mechanisms. This has led to a disconnect in how funds are allocated, which has likely diluted the overall impact on refugee inclusion in national education systems. For refugee inclusion in national education systems to be fully achieved and to be sustainable, financing must be structured against the immediate and transitional education needs for refugees, as well as medium- and long-term approaches to system-strengthening, and sustainable livelihoods for refugees. In order to assess the degree to which this is being achieved, it is necessary for international actors, in consultation with IGAD member states, to build a mechanism to track different financing instruments.

92. **The commitment of international actors – including donors and UN agencies – to support refugee inclusion in national education systems is still limited, and few firm financial pledges have been made.[167]** In all countries included in this evaluation, both national and sub-national actors stated in interviews that the support received from the international community was insufficient; this was also reiterated by regional-level actors. At the 2019 Global Refugee Forum, under the rubric of the Global Compact on Refugees and the Comprehensive Refugee Response Framework, a variety of international actors have made specific pledges and commitments to refugee inclusion in national education systems. When the Djibouti Declaration was signed, no actor undertook to systematically monitor these pledges; Recently UNHCR has started tracking and analysing the pledges that have been made.[168] A recent global analysis of these pledges provides some insights: By January 2023, out of 40 pledges made by governments, 27 were from host countries, whereas 10 were made by donor countries. Only 7 per cent of pledges directly referenced financial contributions.[169]

93. **It is difficult, if not impossible, to track the degree to which international organizations have met their financial commitments**. Donor governments have made financial commitments to refugee inclusion

---

[166] https://www.unhcr.org/refugee-statistics/; please note that national governments in IGAD Member States have always supported a proportion of refugees in public schools, however, this tends to be a relatively small urban population (14% of all refugees in 2022)
[167] UNHCR. (n.d.). Multistakeholder Pledge: Securing Sustainable Futures - Towards a Shared Responsibility to Uphold the Right to Education and Include Refugee Children in National Education Systems; also, Internal Document – GRF Pledges
[168] UNHCR. (n.d.). Multistakeholder Pledge: Securing Sustainable Futures - Towards a Shared Responsibility to Uphold the Right to Education and Include Refugee Children in National Education Systems
[169] Internal Document – GRF Pledges. Please note that only 3 pledges referred to the IGAD states; it was not possible to draw trends from such a small data set, so the trends presented reflect global pledges.

in national education systems, as evidenced by the Global Refugee Forum (2019). However, few, if any, mechanisms exist to track the degree to which these commitments are fulfilled. The evaluation team investigated different ways in which commitments to refugee inclusion were tracked. Different agencies and organizations maintain their own project and programme databases – for example, the World Bank registers all projects on its database, the Global Partnership for Education maintains its database of project and programme results. The Office for the Coordination of Humanitarian Affairs (OCHA) also maintains a database of humanitarian fundings including those going towards Education in Emergencies.[170] None of these institutional databases, however, segregates projects or activities directly associated with refugee inclusion in national education systems. Where projects fund several aims, there is no mechanism to disaggregate financing to isolate refugee inclusion in national education systems. In addition, none of the databases are comparable. The World Bank and UNHCR have joined forces to track financing associated with refugee inclusion, but relatively limited progress has been made to date, according to interviews with international actors. The OECD conducted an ad hoc survey in 2023 that collected data on bilateral financing for refugee inclusion from 2021 and 2022, but this exercise will not be repeated; in addition, bilateral financing represents only one small source of financing for inclusion.[171] The challenges associated with ensuring comparability between different databases, in eliminating double counting of funds (e.g., for Global Partnership for Education (GPE) financing that is channelled through the World Bank), and in including all financing sources, are significant. At an overarching level, following a thorough review of databases and a discussion with subject matter experts within international agencies, the evaluation team concluded that financing for refugee inclusion is not disbursed or accounted for in a transparent fashion. Interviewees at the national level stated that they had advocated for international financing; several interviewees gave specific examples of the ways in which they advocated for financing. However, both national-level actors and international-level implementing actors expressed frustration at the difficulty associated with tracking the financing provided for refugee inclusion in national education systems.

94. **Challenges in tracking the financing provided by international actors are linked to the use of different systems by humanitarian and development actors**. One of the primary causes of lack of transparency among donors financing refugee inclusion is the systematic discrepancies between humanitarian and development actors. Humanitarian actors have made efforts over many years to centralize information about financing; while OCHA's Financial Tracking Service (FTS) may not be complete, it represents a clear effort to gather information about financing sources. While FTS provides useful information, data on education financing is not disaggregated by specific financing type – so it is not possible to identify the funds that have been allocated by humanitarian actors to initiatives that support refugee inclusion. Development financing is often tracked through OECD data, made available through the International Aid Transparency Initiative. Bilateral donors report on the amount of financing provided through Overseas Development Assistance (ODA), using an extensive series of codes managed by the OECD. Currently, there is no code to tag "nexus" initiatives such as refugee inclusion in national education systems; as a result, data from development donors could only be tracked through an ad hoc survey.

---

[170] World Bank Database; Global Partnership for Education makes grants visible on country pages; Education Cannot Wait provides a results dashboard and grants by country; OCHA's Financial Tracking Service provides results by year and sector which incorporate EiE.
[171] Data from the ad-hoc survey indicates that 54 million USD was provided to all IGAD countries through on budget ODA mechanisms; Uganda alone estimates the cost of inclusion (through the costed plan) at 111 million USD per year.

Systemic changes are required on the part of both humanitarian and development donors to identify funds that have been committed to nexus initiatives, and to track the degree to which these commitments materialize over time.

95. **This evaluation could not find evidence that international actors are making significant independent efforts to improve their own accountability**. There is relatively little evidence that international actors have substantively changed their financing commitments to refugee situations and modalities as a result of either global or regional frameworks.[172] Technical experts interviewed for this evaluation indicated that it is complex and extremely difficult to track pledges, and this evaluation did not identify initiatives on the part of regional or global actors to improve accountability towards pledges. A small number of donors were interviewed for this survey; no reference was made in these interviews to efforts to improve accountability.

96. **Uganda developed a monitoring plan that holds international actors accountable; this represents a good practice that could be more widely adopted**. While overall accountability for pledges remains low, there are some grassroots-based good practices. Uganda's Education Response Plan (ERP) includes a tracking mechanism developed by Oxford Policy Management. The ERP brings together government, humanitarian, and education development partners; it outlines a large-scale, comprehensive budget, and tracks the degree to which all three types of partners contribute to the budget. The ERP has supported stronger coordination around financing, and it also was an enabling factor in securing funds from Education Cannot Wait (ECW) as well as possibly from other donors.[173]

5.2.2 Incentives within the International System

> **Key finding 12: The ways in which international actors structure their support for refugee inclusion do not substantively engage with national-level organizational structures and create the risk of adverse incentives for host countries, especially due to the intersectoral nature of refugee inclusion in national education systems.**

97. **Several approaches to "nexus" financing have been tested in the context of support for refugee inclusion in national education systems in IGAD states**. For refugee inclusion to be achieved, funding must be allocated across the nexus to cover both the immediate needs of refugees while also putting in place the long-term system requirements for refugee inclusion. For donors, financing refugee inclusion in national education systems represents both an opportunity and a challenge to work across the humanitarian development nexus. Efforts to support refugee inclusion are unique both in their "nexus" nature – they bring together humanitarian and development actors – and in their support for responsibility-sharing. Some pledges around the Global Refugee Forum (GRF) and the Djibouti Declaration are also multi-stakeholder in nature, thus representing a broad array of actors. Over the course of the last five years, several approaches have been piloted to fund refugee inclusion in national education systems in IGAD states, notably (1) the use of both grants and concessional loans to fund refugee inclusion by the World Bank; (2) the use of a Program-for-Results (PforR) modality throughout the region (through World Bank projects), but examined through the case of Ethiopia and GEQIP-E; (3) use of on-budget, ODA financing; and (4) efforts by humanitarian actors to pilot nexus approaches using standard humanitarian financing sources.

---

[172] IRC (2021). The Global Compact on Refugees Three Years On
[173] OPM (2020). Information, Coordination and Financing: Does the ERP Make A Difference?

45

98. **The World Bank's use of concessional loans is perceived by some national actors as an attempt to avoid responsibility-sharing, although the loan modality can open up broader opportunities to IGAD states**. Historically, the World Bank has offered states concessional loans to support education system strengthening; these consist of loans that need to be paid back, but which are subject to zero or low interest rates, have long repayment periods and offer a 5 to 10-year grace period.[174] Loans are offered on the principle that national revenues should cover the costs of provision of public services such as the education of national learners. In the case of refugee inclusion, however, many states have made commitments on the understanding that the principle of responsibility-sharing, outlined in the Global Compact on Refugees, will extend to the provision of grant-based financial support.[175] They find it contradictory that they are offered loans, rather than grants, to support their refugee inclusion efforts. For example, one interview participant indicated that Uganda had been encouraged by development actors to include refugees in its development plans, and then encouraged to take out higher loans (and the associated debt obligation) to meet these development plans. Another regional actor also referred to the difficulty of encouraging states to include refugees, when doing so involved, not a reduction, but rather a doubling of costs; that is, states were seen to be accepting not only the cost associated with refugee learners, but also the additional costs associated with higher levels of loans from the World Bank. This perception was expressed to the World Bank, which started offering full credit in some countries (Djibouti, Kenya, Ethiopia, Uganda) in order to alleviate concerns.[176]

99. **While the loan modality does impose restrictions on host countries, it also offers some opportunities.** The use of concessional loans obligates states to pay for the cost of refugee learners – but this could be considered as an effort to bridge a gap between short-term costs of refugee inclusion and long-term benefits that will accrue to both refugees and host learners, and national economies.[177] In addition, the use of concessional loans can support states in financing, not only the cost of including refugee learners, but also infrastructure and projects that benefit host learners. As such, the use of the loan modality can offer opportunities to host countries. For example, Uganda received a loan from the Window for Host Communities and Refugees that supported the construction of schools for both refugee and host learners, as well as system strengthening interventions, which benefit both host and refugee learners.[178] The loan modality, and the possibilities it offers to invest in both host and national learners, help to promote sustainability. The loan modality offers an opportunity for the international community and IGAD states to invest in projects that generate longer-term growth, which can support state capacity to meet recurring costs.

100. **The use of the Program-for-Results modality was intended to incentivize performance – but is associated with serious risks**. The World Bank has developed a PforR modality that aims to support both the World Bank and recipient countries to achieve sustainable results and build institutions.[179] In the PforR modality, funds are disbursed through a country's own institutions and process; payments are made upon achievement of specific results (e.g., achievement of a minimum level of refugee gross enrolment in primary

---

[174] World Bank Group (n.d.) IDA.
[175] Key informant interviews with national and regional level actors.
[176] Information from UNHCR and a GPE presentation on the status of inclusion made in December 2023.
[177] See for example: World Bank (2019) The Impact of Forced Displacement on Host Communities: A Review of the Empirical Literature in Economics.
[178] World Bank (2023). Uganda Secondary Education Expansion Project.
[179] World Bank (2023). Program for Results.

education). While the PforR modality is generally strongly associated with achievement of results, the World Bank has recognized that disbursement-linked indicators can also pose risks. Specifically, lack of achievement of the overall goal may be linked to broader political economy issues and factors: while the achievement of specific indicators linked to disbursement may support progress, they may also "address only low-level issues", rather than the structural challenges and root causes associated with these inequalities.[180] The use of disbursement-linked indicators was perceived by several stakeholders in Ethiopia as punitive – if an indicator was not met due to long-standing structural issues, then funds would not be disbursed, and the sub-national level would be disproportionately affected.[181] This risk was perceived as particularly significant due to the lack of country-level, nationally led results-based management. The World Bank has recognized this risk and has recognized the importance of technical assistance and capacity-building measures – but the degree to which these measures mitigate the risk of underperformance is unclear.[182] In Ethiopia, the PforR model is being used in a context where structural and organizational challenges need to be managed; relationships between RRS and the MoE have been challenging through the evaluation period, as discussed in Section 4.2. The focus on timely delivery may detract from efforts to resolve organizational and systemic issues.

101. **Development actors have experimented with on-budget financing, but these experiments are limited both in terms of context and amounts**. Development actors including the governments of Japan, Canada, Norway, Finland, Switzerland, Germany, and the UK, have made efforts to fund refugee inclusion in national education systems through on-budget ODA contributions.[183] However, these efforts have been small in scale; the OECD ad hoc survey found that, in 2021, only $54 million had been disbursed through ODA to all IGAD states combined. The majority of this financing ($21 million) was provided specifically to Ethiopia; this would cover approximately one quarter of the total national cost of refugee inclusion in national education systems, estimated by the costed plan at approximately $80 million per year.[184] Few efforts have been made to provide on-budget ODA to fragile states, notably Somalia, South Sudan, and Sudan. This is likely due to the lack of clear governance and accountability mechanisms in these states[185] – but it also leads to a cycle in which fragile states lack the funds to build a national governance system – and because they lack the governance system, they cannot access funds.

102. **The humanitarian community has made efforts to support refugee inclusion in national education systems, but these engagements are not visible in reporting systems**. Humanitarian actors have used funds provided by common humanitarian pooled funds as well as individual humanitarian donors to support some refugee inclusion efforts, ranging from building the capacity of sub-national government actors to offering transition programmes in South Sudan. UNHCR has also focused strongly on the alignment of refugee education with the inclusion agenda in IGAD Member States; over the evaluation period, UNHCR has spent, on average, $52 million per year specifically on refugee education. This investment, along with other humanitarian interventions, are traditionally coordinated through Refugee

---

[180] World Bank Group (2016). Program For Results: An Early-Stage Assessment of the Process and Effects of a New Lending Instrument.
[181] Key informant interviews with national level and sub-national level actors.
[182] World Bank Group (2016). Program For Results: An Early-Stage Assessment of the Process and Effects of a New Lending Instrument.
[183] Data from an OECD ad-hoc survey
[184] The ODA funding amounts are from the OECD ad-hoc survey; the estimated cost of inclusion is from Ethiopia's costed plan.
[185] Somalia rates as 11 on the Corruption Perceptions Index, and 2.41 on the BTI Governance index; South Sudan rates as 13 on the Corruption Perceptions Index and 2.15 on the BTI Governance Index; Sudan rates as 13 on the Corruption Perceptions Index and 3.05 on the BTI Governance Index.

Education Working Groups (REWGs). The relationship between the REWGs and national coordination and reporting structures is, in most Member States, still undefined. The efforts by the humanitarian community to support refugee inclusion in national education systems are positive – but there are few, if any, methods to systematically track the financing associated with them, and the specific ways in which they engage with development financing.

103. **International financing has been structured towards one-off investments rather than recurrent costs, thus reinforcing concerns about the sufficiency and sustainability** as national actors do not currently have adequate fiscal space to meet either the one-off or the recurrent costs associated with refugee inclusion in national education systems (for more details, please see Section 4.4). International investments, made through the different instruments described above, have generally focused on one-off investments, e.g., infrastructure development and teacher professional development, with some notable exceptions.[186] This evaluation also found only limited examples of international financing for state capacity – despite interest in building state capacity and recognition that significant change in bureaucratic systems is required.[187] In addition, international financing is time bound: humanitarian funding generally lasts, at most, 12 months, and multi-year modalities rarely extend beyond three years. The international community's focus on one-off investments, in a context where states have limited means to meet recurring costs, raises questions about the sustainability of efforts to include refugees in national education systems.

6. Conclusion, Lessons Learned and Recommendations

6.1. Conclusions

104. The Djibouti Declaration marked a shift in approach to delivering education to refugees and other displaced people. Before 2016, refugee education was provided through parallel systems in IGAD Member States except for a small proportion of refugees who attended public schools in urban areas. With the Declaration, Member States made commitments to include refugees in national education systems – meaning that they have access to the same education opportunities as host nationals and that their learning is delivered and funded through government channels.[188]

Conclusion 1: To achieve the sustainable inclusion of refugees in national education systems, it is critical to (1) establish an enabling legal and policy environment, (2) build effective governance and management structures, and (3) mobilize predictable financing aligned with costed plans (corresponds to EQ2 and EQ3; draws on all Key Findings (KF)).

105. This evaluation finds that sustainable refugee inclusion in national education requires progress around three workstreams, visualized in Figure 7.[189] The presence of an **enabling legal and policy**

---

[186] In Uganda, development funding has supported some teacher payments and in Ethiopia capitation grants have been supported.
[187] IGAD was funded to support states in developing costed plans; a limited amount of funding was provided by bilateral actors through on-budget modalities.
[188] UNHCR (2016) Global Education Strategy
[189] In the conclusion and the figure 7, please note the following: The figure on effective sustainable inclusion has been developed by UNHCR's Regional Bureau in EHAGL in a concept note on sustainable programming, July 2024. Supporting definitions are as follows: 1) Laws and policies refer to the commitments made by governments at the international, regional, and national levels in relation to refugee rights, as well as the strategies and plans that are developed to realise these commitments. Laws and policies refer not only to refugee

environment is a prerequisite for refugee inclusion in the national education system. It removes barriers to access and inclusion but is not sufficient to achieve refugee inclusion in national education systems. **Predictable and sufficient financing** through on-budget, development sources is necessary; financing must not only meet the one-off costs of including refugees, but also the recurrent per capita costs that take place over time. A **strong governance and management** system must exist at a national level to translate principles and funding into practical results for refugee learners, schools, and teachers. The pillars of refugee inclusion are outlined in Figure 7; this can provide a framework for future inclusion initiatives.

106. The Djibouti Declaration, spearheaded by IGAD, has laid foundations for long-term change. IGAD states made commitments to inclusion through the signature of the Djibouti Declaration; international actors made commitments to support financing through the Global Compact for Refugees. Although progress has been made across all workstreams, more work remains, particularly with regard to governance, management, and financing, to ensure that refugee learners and schools are sustainably included in national systems across all IGAD states.

Figure 7: Components of Refugee Inclusion in National Education Systems
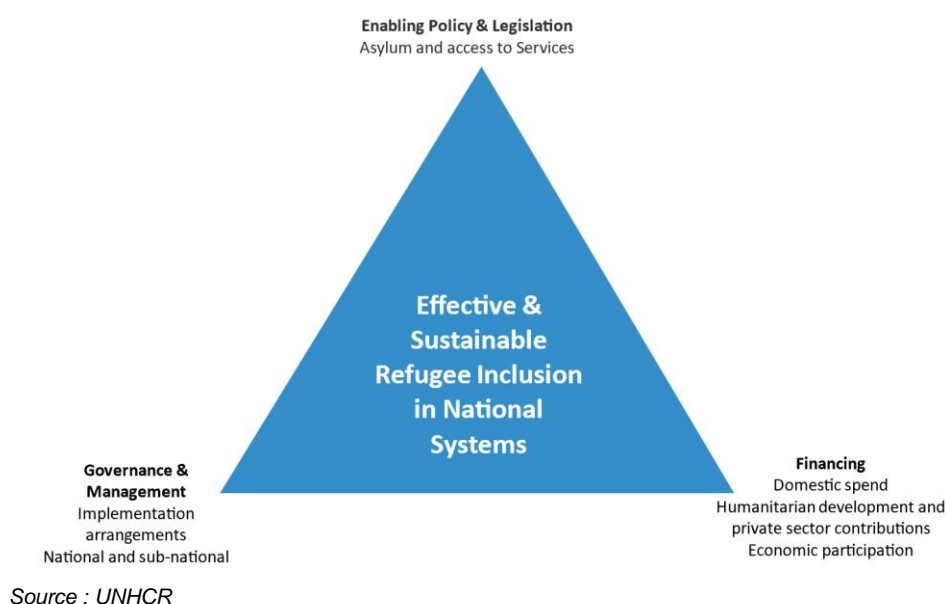
Source : UNHCR

Conclusion 2: The Djibouti Declaration commitments associated with laws, policies and strategies have largely been met by IGAD and Member States, thus laying a foundation for sustainable refugee inclusion in national education systems. (corresponds to EQ 1 and EQ 2; draws on KF1, KF2, KF6, KF8, KF10)

---

education, but also to refugees' recognition, protection, and management, access to basic service delivery and right to move and work. 2) Governance refers to public oversight and leadership with planning beginning at the national or system level, where policy or system goals are defined and subsequently translated into viable programmes that can be implemented by sub-national authorities and service providers (including both state and non-state actors). 3) Management refers to the systems and processes through which these programmes are implemented as defined by the specific policies and procedures of the government authority at the national or sub-national levels. The degree to which the system goals are achieved is influenced by the incentives, performance information, and accountability mechanisms at each level of the service delivery mechanism (e.g., the education system) and the governance and management capacity to effectively address obstacles to implementation, including bureaucratic obstacles. 4) Financing refers to the funds available for and allocated by the Government through tax contributions and with support from international actors and the private sector to specific activities and initiatives associated with inclusion. In LICs and MICs, this is often provided through a combination of individual or community, domestic and development financing. The source, and consistency of funds, how these funds are channelled, and managed by the service provider is integral to achieving sustainable refugee inclusion in national systems.

107. Across all IGAD countries, there is a strong legal framework that sets a foundation for refugee inclusion in national education systems. Refugees have also been systematically included in NESPs, costed plans and education policy documents across IGAD countries (please refer to Figure 3). Positive changes took place over the evaluation period, particularly with regard to the inclusion of refugees in strategies and planning processes. Laws, policies, strategies, and planning fall under the direct remit of high-level political actors – that is, heads of state and ministers – and as such, the improvements that took place reflect strong political will in support of refugee inclusion in national education systems. IGAD played a key role in establishing and maintaining this political will at the country level across different states.

108. The legal and policy framework for refugee inclusion in national education systems has improved over the evaluation period; this has also been accompanied by progress with regard to complementary rights. Several states, notably Djibouti, Ethiopia, and Kenya, passed comprehensive legislation supporting access to complementary rights for refugees. This development is strongly positive, but the operationalization of this legislation is yet to be achieved and is likely to be time and resource intensive.

Conclusion 3: There is a clear gap in translating policy into practice, and refugees are not yet functionally included in national education systems; this can be linked to slow progress with regard to governance and management. (corresponds to EQ1 and EQ 2; draws on KF2, KF3, KF4, KF7, KF9)

109. The legal and policy framework for refugee inclusion is positive, but this evaluation concludes that functionally, refugee learners in IGAD states are not yet included in national education systems. In order for inclusion to take place, more progress needs to be achieved with regard to governance and management – that is, ministerial and departmental leadership, oversight, processes, and procedures need to be adapted to support inclusion, along with addressing associated bureaucratic obstacles. In some Member States, these obstacles were bureaucratic and associated not only with the implementation of the declaration commitments, but also associated rights that fall outside the remit of the Declaration, i.e., the right to work, documentation and movement.

110. Government departments and ministries have started the process of making changes to their activities and coordination mechanisms to include refugees, but this process takes time and resources. This evaluation identified eleven indicators to measure refugee inclusion in school governance and management systems, indicating that the process is complicated. In order to achieve this complex change, states require not only additional financial resources, but also capacity at the national and sub-national levels, engagement between different government ministries, and robust coordination systems. During the period in which change has taken place, refugee schools continue to operate in parallel to national schools regarding teacher management, school governance and management and financing. Refugee teachers play a critical role across member states where they teach a significant proportion of primary and secondary refugee children, however they are not yet included in national systems as practicing teachers on par with national teachers. The reasons for this vary across the member state such as lack of alignment in qualifications and training, labour market dynamics, and access to work permits and professional registration.

111. Progress has, however, been made: a regional framework for the recognition of prior learning has been developed. Within each state, refugees use the national curriculum and efforts have taken place to harmonize teacher professional development and quality assurance activities in refugee schools.

Conclusion 4: National governments do not have adequate fiscal space to fully meet the commitments of the Djibouti Declaration, and there was no evidence that sufficient international financing was allocated to meet the gap; this poses risks for the achievement of refugee inclusion in national education systems. (corresponds to EQ3; draws on KF4, KF9, KF11)

112. Low levels of change in school governance and management structures are strongly tied to the limited financing associated with refugee inclusion in national education systems. IGAD Member States are currently investing less than global benchmarks in national learners; the additional cost of including refugees is thus seen as burdensome at national and sub-national levels. This is particularly the case due to relatively low GDP growth projections and limited fiscal space in IGAD Member States.

113. The international community has made statements in favour of responsibility-sharing, but concrete financial commitments and pledges have been relatively few and there are insufficient data to conclude whether the international community is meeting its responsibility-sharing obligations. There is no global method of tracking the degree to which pledges and commitments have been fulfilled; there is no evidence that sufficient funds have been allocated to refugee inclusion in national education systems and interviewees stated that financing for refugee inclusion has fallen short. Where financing has been made available, it has been structured in some cases in a way that risks generating adverse incentives among recipient states.

114. Refugee inclusion in national education systems involves both one-off costs (e.g., investments in infrastructure, in system adaptation, etc.) and recurrent costs (e.g., salaries for teachers, capitation grants). International support has generally focused on one-off, rather than recurrent, costs, whereas national governments lack the fiscal space to meet these costs on a regular basis. The lack of a clear plan to meet recurrent costs poses a risk to the achievement of refugee inclusion in national education systems.

Conclusion 5: International actors engage in refugee inclusion in national education systems in a way that is split along nexus lines and clustered around specific initiatives; this leads to a lack of transparency and reduces the effectiveness of international support. (corresponds to EQ3; draws on KF4, KF11, KF12)

115. This evaluation found that there is a lack of transparency with regard to the commitments made by international actors and the degree to which these commitments have been fulfilled. This is associated, in part, with the structure of the international system. Humanitarian actors, development actors and governments/bilateral donors account for financing in different ways. When different sources of financing are brought together, they are double counted in the various systems.

116. The lack of a coherent reporting structure for humanitarian and development donors has consequences for inclusion: it is not currently possible to analyse whether international financing is sufficient to fill the gap facing national actors. This, in turn, negatively affects the ability of states to plan for future inclusion

costs and the transparency of evaluations such as this one. There is a strong risk that the absence of a reporting structure will hamper future knowledge generation, including on the sufficiency of international contributions.

117. In the case of refugee inclusion, coordination took place around specific mechanisms such as Uganda's ERP and Ethiopia's GEQIP-E – but broader coordination around international engagement for refugee inclusion in national education systems remained limited. This lack of coordination reduced transparency with regard to financing; this, in turn, limited the effectiveness of international support for refugee inclusion in national education systems.

6.2. Lessons Learned

118. This section highlights a non-exhaustive list of lessons to take into consideration, which emerged during the evaluation, identifying which key findings they are related to.

Table 4: Lessons Learned

Lesson Learned 1: In order to achieve refugee inclusion, an enabling legal framework should be accompanied by significant investments in governance and management in order to achieve impact. (KF2, 3, 4)
A strong legal framework to support refugee inclusion in national education systems creates the environment in which refugees can be better included – but in order for refugee learners to genuinely benefit, school governance and management systems need to be addressed. Final implementation of refugee inclusion efforts is dependent on a range of actors within different ministries and departments. Effective inclusion efforts target, not only legal and policy change, but also shifts in governance and management systems.
Lesson Learned 2: Full achievement of refugee inclusion in national education systems requires progress with regard to implementation of complementary rights, notably the right to work, the right to freedom of movement and the right to documentation, and it requires governments to address associated bureaucratic obstacles. (KF5)
In order for refugee learners and teachers to be included in national systems, the right to education needs to be accompanied by complementary rights. Refugee households are more likely to meet the wrap-around costs associated with education if they have the right to work; learners will experience fewer barriers to enrolment if they have documentation and the right to move freely.
Lesson Learned 3: High-level political actors have direct capacity to affect laws, policies, and planning; their influence on governance and management systems is more diffuse. (KF2, KF 6)
High-level political actors have direct influence over laws, policies and planning and can generate substantive change in this area. However, high-level political actors have less direct influence on school governance and management; a civil service mechanism consisting of many bureaucratic layers is responsible for the implementation of higher-level initiatives. As such, while political will is a prerequisite for refugee inclusion, buy-in must be achieved both from high-level political actors and from a range of different government ministries and departments at different administrative levels for inclusion to be achieved.
Lesson Learned 4: Changes in school governance and management require investments in aligning and incentivizing organizational structure shifts. (KF3, 4, 7, 12)

The pursuit of refugee inclusion in national education systems involves a variety of government actors, including, but not limited to, the Ministry of Education, the Ministry of Finance, and the department responsible for refugee affairs. Inclusion initiatives often involve changes in responsibilities for different ministries and departments; this affects budget and personnel availability. Ministries and departments have limited staff and resources to manage changes, and as such, it is possible for organizational structures to misalign, thus slowing the implementation of inclusion initiatives. Clear investment in assuring alignment and in providing incentives for different departments to meet targets, support the achievement of refugee inclusion in school governance systems.

Lesson Learned 5: Financing is a necessary enabler of change, and states with limited fiscal space require international support to meet the costs of refugee inclusion. (KF4, 9, 11)

Refugee inclusion in national education systems entails both one-off and recurrent costs. Refugee hosting countries are often under-investing in national learners and may not have adequate fiscal space to meet these costs. Recurrent costs, in particular, are likely to be challenging for states with limited education budgets. Thus, sustainable refugee inclusion is likely to rely on long-term international financial support.

Lesson Learned 6: To generate and sustain sufficient predictable, long-term international financing to support host countries, investments must be made in mechanisms to transparently track financing from donors across the humanitarian-development nexus. (KF11, 12)

Many donors have made commitments to refugee inclusion, across both humanitarian and development actors. The degree to which these commitments have been fulfilled, and the adequacy of these commitments to meet funding gaps, can only be analysed if a consistent, transparent, and accountable system is developed to track financing. Good practices for this exist in Uganda's ERP.

Lesson Learned 7: International financing can be allocated towards investments, which jointly benefit national and refugee learners, and which support longer-term benefits for both host and refugee learners.

The use of concessional loans obligates states to pay for the cost of refugee learners – but can bridge a gap between short-term costs of refugee inclusion, and long-term benefits that will accrue to both refugees and host learners, and economies. Investments can jointly support national and refugee learners and can support the longer-term sustainability of the national education system.

Lesson Learned 8: Political economy analysis enhances the impact of regional-level initiatives. (KF1)

Regional level initiatives are rolled out across countries facing a diverse range of challenges and issues. In order to ensure that initiatives are relevant and impactful, political economy analyses should be conducted at project design phase. Situating regional activities in country-level political economy realities (e.g., the capacity of states to finance or scale up particular initiatives) can help to mitigate risks and generate impact.

Lesson Learned 9: Approaches to financing for refugee inclusion in national education systems should be firmly grounded in an understanding of national budgeting mechanisms, as well as a strong understanding of existing governance systems. (KF11, 12)

It is critical to ensure that financing mechanisms are underpinned by a strong understanding of the political economy of the host country (i.e., the degree of fiscal space present, the factors that influence spending on education, and the factors that affect state support for refugees) in order to ensure that financing generates sustainable results. Similarly, it is essential to support clear and coordinated activities on the part of

humanitarian and development actors. Finally, communication around financing approaches – including specific discussions about the meaning of principles such as responsibility-sharing – will support more constructive collaboration on refugee inclusion.

Lesson Learned 10: A clear monitoring and evaluation process, including SMART indicator monitoring at the national and sub-national levels, supports the translation of policy into practice. (KF 8)

The translation of policy into practice involves the alignment of several actors, and a clear results-based management system can help to achieve this goal. It is important to develop appropriate SMART indicators, which are realistic and disaggregated at the sub-national level. Sub-national targets should be mutually agreed between national and sub-national levels. The setting of indicators should be accompanied by regular follow-up – periodic (semi-annual) discussions between national and sub-national levels on the degree to which targets have been met, and on opportunities and challenges – to translate policy into practice.

6.3 Recommendations

Table 5: Recommendations

#	Recommendations	Corresponding conclusions	Responsible person	Anticipated timeframe
1	**Recommendation 1:** Parties to regional-level declarations and international actors should ensure that findings from this evaluation and existing sub-commitments - including in relation to financing and monitoring and evaluation - are explicitly included in revised Action Plans.	**Conclusions 2, 3, 4**	**IGAD**	**1 year**
	Suggested action 1.1: Develop revised action plan for the DD considering the findings of the evaluation and focusing on moving from policy to practice.		IGAD	1 year
	Suggested action 1.2: Revise, adopt and ensure ownership of a relevant monitoring and evaluation framework with SMART targets and indicators for all parties.		IGAD	9 months
	Suggested action 1.3 Develop a regional mechanism for tracking and reporting of international and national financing. This should draw on good practices such as Uganda's ERP.		IGAD	9 months
2	**Recommendation 2:** Member States should strengthen the management and governance required to operationalize policies, strategies and legislative frameworks associated with inclusion, by putting in place implementation mechanisms that bring together departments from different sectors and different administrative levels and that are clearly costed.	**Conclusions 2,3,4**	**States, IGAD, Donors**	**5 years**
	Suggested action 2.1: National actors should develop workplans that explicitly include actions, indicators and results for different ministries and departments.		Member States	6 months
	Suggested action 2.2: IGAD, UNHCR and the international community develop regional guidance on the formulation of costed planning for refugee inclusion in national education systems supporting standardisation of key parameters while, encouraging contexualisation to a specific national or sub-national context		IGAD, UNHCR and the international community	1 year

	Suggested action 2.3: National actors should aim to bolster their implementation systems, including improving coordination between the national and sub-national levels, building the capacity of sub-national levels, and ensuring reporting and tracking of key indicators on a regular basis.		Member States	3 years
	Suggested action 2.4: National actors should outline financing requirements associated with bolstering implementation systems and should fundraise accordingly.		Member States	9 months
	Suggested action 2.5: National actors should develop incentive structures to support ministries and departments that fulfil their targets.		Member States	18 months
3	**Recommendation 3:** IGAD and UNHCR should advocate with the international community to increase transparency, and coordinate across different "nexus" actors and different sectors to assure clarity on responsibility-sharing obligations in the context of the inclusion agenda.	**Conclusion 2, 5**	**IGAD & UNHCR**	**2 years**
	Suggested action 3.1: IGAD and UNHCR to encourage development and humanitarian donors, both bilateral and multilateral, to agree on mechanisms to ensure transparent tracking of pledges and reduction of double counting in reporting mechanisms.		IGAD & UNHCR	1 year
	Suggested action 3.2: IGAD and UNHCR to advocate that the international community should take responsibility for producing an analysis of the funds availed specifically for refugee inclusion in national education systems and analysing the sufficiency of funds against prioritized needs.		IGAD & UNHCR	18 months
4	**Recommendation 4: The** international community should transparently commit sufficient, predictable, and long-term financing against the prioritized needs in updated country plans and costed plans, while supporting the inclusion agenda by coordinating across nexus actors.	**Conclusion 2,3,4,5**	**International community**	
	Suggested action 4.1: The international community should make explicit pledges allocated against costed education plans and should pledge funds specifically to recurrent costs (e.g., teacher payments).		International community	9 months
	Suggested action 4.2: Financing should progressively be availed through national budgets; where required, transitional financing arrangements to ensure accountability to refugee learners should be developed.		International community	3 years

5	**Recommendation 5:** Engaging both donors and Member States as well as the core task force, IGAD should develop a research and learning agenda to ensure that good practices are identified and feed into 1) future efforts to support the implementation of commitments, and 2) other similar refugee inclusion initiatives.	**Conclusion 3, 5**	**IGAD**	**2 years**
	Suggested action 5.1: Development and humanitarian donors should conduct a critical analysis of some of the pilot approaches to financing that have been used in the last five years to better understand how they affect structural issues and governance systems.		Donors	1 year
	Suggested action 5.2: Development and humanitarian actors should conduct an analysis of good donor practices and good nexus infrastructures, across different regional agreements, and build these into future declarations.		Donors	18 months
	Suggested action 5.3: Country-level political economy analyses should be conducted across IGAD states, using comparable approaches, to support improved policy and programming.		Donors	12 months

Annex 1. Terms of Reference

Terms of Reference

Inclusion of Refugees in National Education Systems in IGAD Member States

Evaluation Services

Key information at a glance about the evaluation	
Title of the evaluation:	An Evaluation of Progress of the Inclusion of Refugees in National Education Systems in the IGAD Member States
Timeframe of evaluation:	December 2022 – December 2023
Type of Service:	Process Evaluation and Outcome Assessment
Evaluation commissioned by:	UNHCR's Regional Bureau for the East, Horn of Africa, and Great Lakes Education, Science, Technology, and Innovation Unit, Intergovernmental Authority on Development (IGAD)
Evaluation manager's contact:	Jennie Taylor UNHCR, UN Refugee Agency
Co-coordinator of the Evaluation:	Dr Kebede Tsegaye, Intergovernmental Authority on Development (IGAD)
Date:	November 2022

1. Introduction

The Education 2030 Framework for Action has reaffirmed the international commitment to include refugees and other displaced and vulnerable children and youth in national education systems. This commitment is echoed by the New York Declaration and Comprehensive Refugee Response Framework (CRRF)[190] and the Global Compact on Refugees[191] that seek to improve the protection of refugees and migrants, the importance of a predictable and more comprehensive response to the refugee crisis, responsibility-sharing and support to refugees and countries that host them.

Refugee children, young people and families frequently see access to quality education as a top priority in their lives in displacement. Education provides continuity for children and youth who attended school at home or whose educations at home were interrupted because of instability. In countries with chronic instability, access to education in host countries is a transformational opportunity for those who might never have had access to school prior to displacement.

Over the last three years, the COVID-19 pandemic has seriously complicated the lives of this vulnerable population group. The pandemic has also put an immense pressure on host governments due to the growing need to respond to the health and education emergencies.

Background on the IGAD Member States Commitment to Include Refugees and Returnees into National Systems

In December 2017, the Intergovernmental Authority on Development (IGAD) Member States resolved to take collective responsibility to ensure that every refugee, returnee, and host community member has access to quality education in a safe learning environment within their respective countries and without discrimination. The Djibouti Declaration Action Plan derives from the Declaration of the Regional Ministerial Conference on Refugee Education in IGAD Member States. Previous commitments made by the IGAD Member States include the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia and its accompanying Plan of Action. The IGAD Member States are signatories to the 2016 New York Declaration on Refugees and Migrants and have also made pledges and commitments linked to the Comprehensive Refugee Response Framework (CRRF), the Global Compact on Refugees (GCR), the Global

---

[190] Retrieved 8 November 2018: http://www.unhcr.org/584689257.pdf
191 Global Compact on Refugees. Also, GCR Indicator Framework.

Compact on Migration (GCM), SDG 4 and the Call to Action on Education in Emergency Situations issued during the Transforming Education Summit as part of the UN Common Agenda.

The Djibouti Declaration emphasized five key strategic interventions:
- Inclusion of refugees and returnees into national education systems with a multi-year costed plan of action.
- Higher Education and Technical and Vocational Education and Training (TVET)/ post-secondary skills and competencies.
- Regional Qualifications Framework.
- Accreditation and Certification of Education.
- Resource Mobilization and Partnership.

The accompanying Plan of Action stipulates the actions under this commitment as follows.
- Determination of the status of integration of education of refugees and returnees into Education Sector Plans of Member States.
- Mapping existing initiatives, proposals, and activities to integrate the education of refugees and returnees into Education Sector Plans by 2020.
- Supporting activities that lead to the integration of refugees and returnees into National Education systems.
- Strengthening EMIS data collection to include the needs of refugees and returnees.
- Fully integrating refugees into the national education system schools, including all those residing in urban areas, camps, and settlements.

Rationale and reasons for an evaluation
Five years have passed since the initial commitments were made during the Djibouti Declaration Conference in 2017. Since then, considerable progress towards inclusion in national education systems has been made. However, there remain stark differences across Member States. It is therefore a good moment to document the current situation, progress, and achievements, and determine what factors have allowed some countries to progress at a faster pace than others to support the fulfilment of the commitments made by all Member States. It is intended that the evaluation supports 1) evidence-based advocacy; 2) dialogue on education policy and practice at country, regional and global levels (including with regard to global frameworks such as the New York Declaration and the Global Compact on Refugees); and 3) resource mobilization at all levels - thus strengthening efforts to improve the situation of education for refugees in the East and Horn of Africa.

2. Purpose and scope
Objectives
This formative evaluation is commissioned for both learning and accountability purposes to:
- Document progress and achievements at country level and critically assess and analyse drivers of and obstacles to progress.
- Identify good practices and draw recommendations and lessons that may inform future planning and implementation in relation to the joint commitments made.
- Establish the conditions and type of environment (political/financial/humanitarian) that facilitate inclusion in national education systems, and the role of the international community.

Against this background, the evaluation will combine features of a Process Evaluation, as it sets out to establish *how* outcomes are generated, and what obstacles and drivers are, with an assessment of the progress made, the results achieved (outputs and outcomes), including their quality, and the prospects of financial, social, and institutional sustainability. To note, a monitoring framework was validated by Member States at the end of 2022, hence there are no monitoring data currently available.

Expected User

The expected audience of the evaluation report are the Ministries of Education of IGAD Member States, as well as the Core Taskforce members of IGAD, UNHCR, GIZ, the EU, UNESCO, UNICEF, and the donor community including ECW, GPE and IFFEd. The intention is that this evaluation will support the delivery of meaningful and actionable learning about inclusion of refugees in national systems and provide informed and useful guidance for continued advancement of the inclusion agenda in IGAD and beyond.

Scope of services
Scoping of the evaluation refer to the following parameters:
- Geography: The evaluation will consider all seven countries in the IGAD region (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda). Detailed case studies with corresponding roadmaps will be carried out in three countries to support the implementation of recommendations.
- Timeframe: The evaluation will focus on the period from the signing of the Djibouti Declaration to date. That is 2017–2022/3.
- Sector domains: The evaluation and country roadmaps will particularly focus on the Djibouti Declaration commitments "C: On Inclusion of Refugees in National Education Systems" and "F: On Financing, Partnerships and Monitoring in Support of Refugee Education" and how both regional and national policy level instruments have been translated into action and implementation.
- Participation of main stakeholders: IGAD focal points, key technical teams from the UN and INGO partners, the Ministries of Education and other relevant government authorities will be included at all stages of the evaluation.

3. Evaluation Questions
These evaluation questions should be among the key considerations for the development of the inception report. The drivers and constraints to the questions that will be established during data collection and analysis should be considered in the recommendations going forward in the final report.

Key Evaluation Question (KEQ) 1 on process for progress:
1. *How* have government efforts progressed towards achievements of inclusion of refugees in the national education systems?
- How have contextual factors influenced the legal and policy environment for refugee inclusion in national education systems?
- Who are the key actors in Government and among the international community in advancing the commitments of the DD?
- What have been the barriers and obstacles within Government and among the international community in advancing the inclusion agenda?
- To what extent have the DD and other regional policies influenced the inclusion agenda at country level?
- What regional activities (ministerial meetings, technical consultations, etc.) are perceived by Member States to have advanced the inclusion agenda in their country? What additional supportive activities could be put in place?

Outcome Assessment: Questions that will ascertain the Baseline for regular monitoring against progress.
KEQ 2 on Effectiveness:
2. What is the status of refugee inclusion in national education systems across the region and what are the results and achievements to date?
- What was the situation of refugee education upon the signing of the DD with consideration of policy, delivery, and financing?
- What is the current situation of refugee inclusion with consideration of policy, delivery, and financing?
- To what extent have Member States implemented the specific actions as outlined in the Djibouti Declaration Action Plan? What are the prevalent areas prioritized by Member States and the international community in advancing the inclusion agenda?

To what extent has policy change been translated into national and sub-national plans and results at the school level?

To what extent has the DD instigated or influenced policy change outside the Education Sector? Or to what extent is it hampered by overall refugee management policy and practice?

KEQ 3 on Sustainability:
3. To what extent is the inclusion of refugees in national education systems being advanced in a sustainable way?

To what extent have refugees been included in national education plans and budgets?

To what extent has financing been generated in support of refugee education since the signing of the DD? Has this financing derived from public, development, or humanitarian sources?

Where financing has been made available, has it been aligned with Sector Plans/ costed action plans? How has this financing been channelled (through Treasury, through off-budget arrangements, through humanitarian system, etc.)? To what extent has additional financing resulted in transformative results for refugee education (inclusion in public service delivery, improved learning outcomes)?

Where there has been no additional financing, what have been the reasons for this?

What is required from the entire range of stakeholders to ensure predictable and sustainable financing for refugee inclusion in national education systems? What is the regional outlook for refugee inclusion in national education systems?

What has been the impact of refugee inclusion in national education systems on social cohesion a) within host communities, and b) nationally?

How far do the interventions carried out to date, align with international standards for age, gender, and diversity?

4. Approach and methodology

As the Djibouti Declaration has not yet adopted and implemented a harmonized monitoring framework, it will be challenging to undertake a comprehensive impact evaluation of the Djibouti Declaration commitments. What *is* of value is to learn *how* the different countries are approaching their commitments, and what factors are enabling a shift in the policy environment to ensure that countries move further along the inclusion scale.

The most relevant form of evaluative inquiry is therefore adopting a developmental evaluation approach.[192] By using a developmental evaluation approach and focusing on the process of implementation, with a light touch assessment of progress and achievements relating to how far Members States have progressed since the signing of the Djibouti Declaration (DD), systematic feedback can also be provided to the IGAD Social Development Division to help them reflect on, assess, and then pivot the support being provided to countries to further their commitments. In contrast to traditional summative evaluations, which seek to retroactively identify achievements and results for a fairly fixed intervention model, the developmental evaluation approach forgoes any approach that treats the intervention as a 'fixed' model, and instead facilitates an ongoing inquiry that calls into question what the model and desired outcomes could be, e.g., using outcome harvesting or contribution analysis techniques.

Using this approach will directly support the Member States to document and rationalize their decision-making processes in order to determine whether they are on track to meet commitments made or can lean on the good practices and recommendations of other member countries that have made achievements in the different inclusion areas. It is therefore recommended to do three in-depth country case studies to bring out recommendations and findings to compare and contrast countries that have reached different levels of inclusion of refugees into national education systems and made differing progress against their commitments.

The evaluators will design both the process and outcome assessment, based on the commitments made during the Djibouti Declaration having a direct impact on the quality of education provided to refugees and returnees.

[192] Obrecht, A. with Warner, A. and Dillon, N. (2017) 'Working paper: Evaluating humanitarian innovation' HIF/ ALNAP Working Paper. London: ODI/ALNAP

UNHCR welcomes innovative and participatory data collection methods, and Theories of Change should be retroactively reconstructed. Considering the continuing limitations in access to locations and populations that new waves of the COVID-19 pandemic may trigger, evaluators will be asked to include alternative methods to ensure effective engagement of all key informants to the evaluation. The evaluation should incorporate key informant interviews (KIIs), in-depth interviews, focus group discussions (FGDs) and/or other relevant qualitative/quantitative research methods to understand how the different countries have approached the implementation of their commitments.

A brief evaluability assessment will be included in the inception report to inform the detailed evaluation planning.

The final evaluation methodology and key research questions will be discussed and approved together with the Evaluation Reference Group during the inception phase. The evaluation will include validation workshops at country and regional level to strengthen data interpretation and analysis. The format of the workshops will be agreed upon during the inception phase.

The language of work for this evaluation may include English, French and Arabic. All deliverables will be in English, including the final evaluation report, though supporting documents may appear in French or Arabic given the languages spoken in Djibouti and Sudan.

5. Methods for data collection

The evaluation will employ a mixed-method approach, entailing triangulation of qualitative and quantitative methods. It is expected that the evaluation will use, but not be limited to, the following methods:

1. **Desk review** of strategic and planning documents, progress reports and additional evaluation reports linked to the Djibouti Declaration and Plan of Action.
2. **Key informants and focus group discussions:** the evaluation team is expected to conduct key informant interviews and focus groups with key stakeholders in person or remotely. Key stakeholders will include, but not be limited to, education authorities at national and sub-national levels, local education partners directly involved in the provision of education services, Djibouti Declaration Core Group, etc.
3. **In-Country Missions:** The evaluation team should plan to undertake three extensive in-country missions to three focus countries to develop in-depth country case studies. Ideally, these countries should be selected based on their different levels of inclusion to understand drivers and barriers to implementation of commitments made.
4. **Survey:** This could provide important additional data to complement other data collected through the KIIs and FGDs. Online surveys may be considered and should be available in the standard language accepted in each country. Data will be collected remotely from four of the IGAD countries, including the use of already existing economic surveys (or other) that will provide details on enrolment data for both refugees and hosting communities.
5. **Workshops (online and in-person) will be used** to build country-specific roadmaps as a follow-up to recommendations.

Ethical Considerations

The evaluators will interact with children, refugees, government authorities and other education actors operating in humanitarian settings. The evaluators will be expected to adopt child-sensitive evaluation practices, seeking consent before data collection, ensure data protection and conduct activities in a respectful manner acceptable in each context. The following key documents will guide ethical conducts during the evaluation process:

- UNEG Ethical Guidelines for Evaluation
- UNHCR Code of Conduct
- Code of Conduct for Evaluations in the UN system
- UNHCR Data protection policy
- UNHCR Age, Gender, and Diversity policy
- UNEG Norms and standards for evaluations

Anticipated challenges and limitations

Key limitations will include the typical time constraints affecting evaluations in complex environments, access, and availability of data in some contexts, and the need to balance timeliness with depth of information and well-substantiated findings.

6. Evaluation quality assurance
Management and governance of the evaluation

- **Evaluation Management Team**: The UNHCR Regional Education team will manage the evaluation, with the lead manager being the Snr. Education Officer. The evaluation will be co-coordinated with the Senior Program Coordination from the division of Education, Science, Technology, and Innovation at the Intergovernmental Authority on Development (IGAD). The Regional Snr. Education Officer will coordinate progress check-in meetings and monitor evaluation progress, as well as provide regular updates to the Evaluation Reference Group throughout the entire evaluation process. Where possible, the UNHCR Education officers from Country Offices may act as a resource to provide additional information regarding the context, and other related information needed by the evaluators that may be useful in providing a comprehensive analysis.
- **Quality Assurance:** Evaluation Quality Assurance (EQA) support will be provided by the UNHCR Evaluation Office led by the UNHCR Regional Snr. Evaluation Officer.
- **The Regional Evaluation Reference Group (ERG):** The Regional Evaluation Reference Group will comprise members of the Djibouti Declaration Core Taskforce Group (TBD). The main responsibility of this group is to provide strategic expert advice to the evaluation process as it unfolds, and thoughtful insights and comments in evaluation reports and quality assurance services for evaluation products. The ERG does not have a management responsibility.

The Evaluation Process

Once the evaluation team is on board, the evaluation will be structured in three main phases defined by accompanying activities as described below.

The Inception Phase

- **Initial briefing.** In the beginning of the Inception Phase, a kick-off meeting will be organized to orientate the Team on the quality assurance procedures and the TORs. Furthermore, during the Inception Phase, brief introductory interviews with members of the Evaluation Reference Group (particularly UNICEF and IGAD) may be organized, as appropriate, to inform the prioritization of evaluation questions and the detailed planning of the evaluation methodology as required.
- **A Desk Review.** The evaluation team will commence with a document review. Documentation will be made available to the team as far as possible and may include, but will not be limited to: documents related to the IGAD Djibouti Declaration Process (meeting minutes, presentations, update reports); Country-Level Policy documents (particularly those that have already included refugees in policies and processes), Country Reports on Education challenges and achievements and Situation Reports/Analysis; strategic documents; action plans and position papers; relevant surveys and assessments; lists of implementing partners; key corporate policies, strategies and normative guidance that have informed education strategies across the seven countries; reports and studies relevant for the operational context. The Evaluation team will also be expected to seek secondary information independently of UNHCR.
- The desk review that will be reported separately from the **Inception Report**, will provide a contextual analysis and it will present an analysis of operational relevance in relation to main national MoE documents and frameworks, and it will establish areas of inquiry that emerge from the secondary data and that will inform the detailed planning. The document review will be quality assured by the evaluation manager against the Terms of Reference (TOR).
- **An Inception Report** that will specify the evaluation methodology, and the refined focus and scope of the evaluation. It will include an assessment of the intervention logic and the overall evaluability, and it will clarify strategies for overcoming any limitations observed. If needed, it will propose adjustments to

evaluation questions, present data collection tools and analytical and benchmarking frameworks, and, importantly, an Evaluation Plan Matrix detailing evaluation questions, sub-questions, indicators developed and evidence identified to answer each question, analysis strategies and stakeholders engaged to answer each question.

The evaluation team is also expected to clarify sampling criteria and strategies related to all primary data generation. In the selection of countries to visit, sampling criteria will, but may not be limited to, consider the following contextual and operational factors: a) the level of education inclusion achieved by the Member States; b) the achievement against commitments made during the Djibouti Declaration as well as Global Refugee Forum pledges; and c) accessibility.

The evaluation team is expected, furthermore, to clarify strategies for including countries that will not be visited in person, and the level of assessment that will be done in those countries. In the Inception Report, the team will also explain its approach to triangulation and quality assurance of all evaluation deliverables and the division of labour between the evaluation team members. Finally, it will clarify its operationalization of the UN Ethical Standards, the data protection, and Age, Gender, and Diversity policy. The planning of the evaluation must be done with flexibility in mind as the COVID-19 pandemic may limit access to stakeholders, or conflict may arise that will affect access to different parts of the country. To this end, a Do No Harm principle will be applied.

The Inception Report, which will align with the United Nations Evaluation Group (UNEG) standards and norms,[193] will be subject to quality assurance performed by the Evaluation Manager, to a review conducted by internal evaluation stakeholders and the ERG, to an ethical review – should the proposed data gathering involve vulnerable groups, sensitive subjects and/or the use of confidential data – and, finally, to an external quality assurance check. The approval of the Inception Report marks the completion of the Inception Phase.

The Field Mission Phase
The Evaluation Team will organize three field missions with the participation of at least two team members during which primary and, if relevant, secondary data will be collected. A separate data collection timeframe may be agreed for data collection associated with the in-depth analysis of the case studies if required. At the end of the field mission, the evaluation Team Leader will present preliminary observations and findings to the Evaluation Reference Group (ERG) and, if required, other stakeholders (such as the relevant Ministries of Education). If Government restrictions are imposed with regards to travel, these will be addressed in consultations between the evaluation team and the Evaluation Manager.

The Reporting Phase
As the evaluation team will be preparing the first draft evaluation report, it will engage the technical teams in the Member States for verifications of findings and validation of recommendations through presentations and/or workshops. If the first draft report does not pass UNHCR's quality assurance conducted by the Evaluation Manager, a second draft report will be submitted before the report is shared with relevant stakeholders. In addition to being reviewed by the Evaluation Reference Group and potentially county staff from UNHCR and the Evaluation Manager, the first draft will also be subject to an external quality assurance and as relevant, an ethical review. Following the first review of the draft report and the initial quality assurance, the evaluation team will incorporate the comments provided and prepare a second draft report to be shared with the ERG, the Evaluation Manager and UNHCR staff for any last comments before the report is finalized.

Once a final report has been approved, the evaluation Team Leader will organize a virtual discussion to share the evaluation findings and recommendations with the Evaluation Reference Group, comprising of at least UNHCR, IGAD and UNICEF and, if relevant, other national stakeholders. The report will comply with UNHCR's reporting standards and be no longer than 50 pages excluding annexes. Upon completion of the evaluation report, it may be published externally.

---

[193] Please refer to Annexes 6 and 7.

The Development of Roadmaps for the Inclusion of Refugees in National Education Systems
The team will support the development on country-specific roadmaps in three countries, identified jointly with UNHCR based on need, progressive policy environments and capacity to implement. These roadmaps may be developed through a series of consultations (both virtual and in-person).

7. Deliverables and Timeline
The evaluation is planned to be completed within a maximum of 11 months, between December 2022 and December 2023. Key deliverables and timelines are indicated in the Table below:

Suggested timelines:
> The inception report will be delivered within 6 weeks.
> The inception report will be quality assured by the Regional Manager of the Evaluation from UNHCR.
> Country-level missions for the case studies will be a minimum of 2 weeks and should be undertaken by at least 2 team members.
> The final report should be delivered within 7 weeks after the completion of the field missions.

Key deliverables include:
> Inception report (15-20 pages excluding annexes) and desk review (approx. 10 pages) - confirming the scope of the evaluation, the evaluation questions, methods to be used, as well as the results framework – and summarizing findings derived from a review of existing documentation as PowerPoint presentations with annexes comprising the evaluation matrix, a bibliography, a stakeholder analysis, and data collection tools.
> Workshops/ presentations with relevant staff in Country and Regional Bureau, to validate the findings.
> Draft and Final evaluation reports (50 pages), including a 5-page stand-alone executive summary.
> Roadmaps for the inclusion of refugees in national education systems in three countries.

Deliverable schedule

Deliverables	Payment schedule
Inception • Inception report with a detailed and realistic workplan, evaluation matrix and methodology responding to the key questions and method section outlined in the TORs (or subsequent revisions of the evaluation questions as agreed by the Evaluation Reference Group consisting of UNHCR, IGAD and UNICEF) (Approx. 15-20 pages with annexes). • Desk Review (10 pages) – including governance structures at country and regional level, information on progress to date, management structure of the Core Group, (max 1 page per country). • Presentation of evaluation to ERG. • Presentation of Inception and Desk Review reports.	*Payment 20%*
Data collection and analysis • Data collection tools and analysis; raw data sheets should also be available for review on request. • Validation and debrief meetings with Country Technical Teams in each case study country including summary PowerPoint of findings. • Synthesis report: summary of key findings, lessons learned and strategic recommendations (50 pages max. including an Executive Summary). • 3 in-depth country case studies (Country case study reports (max 20 pg.) each with executive summary). • PowerPoint presentation on key emerging findings, preliminary lessons learned and proposed actions.	*Payment 40%*

• Regional debriefing workshop (virtual or in person as appropriate) with ERG members.	
Evaluation report • Draft evaluation Report. • Provide written responses to comments from the Evaluation Reference Group led by UNHCR, and update draft deliverables accordingly. • Final evaluation report (no more than 50 pages) incorporating comments from the ERG and the management team. • Workshops to develop joint recommendations and country-specific roadmaps for the inclusion of refugees in national education systems. • Final presentations of the evaluation to ERG and Key evaluation stakeholders at regional level.	*Payment 40%*

8. Evaluation Team qualifications
Travel will be subject to the COVID-19 restrictions in place as well as security concerns within the IGAD countries. All travels and logistics (international and in country) will be organized by the consultancy firm. The Evaluation Team should consist of a minimum of four, ensuring that the team has the required language and technical competencies to complete the required work, and ensuring there is at least one research assistant. The team size is considered a requirement given the scale of the evaluation is across seven countries, and the resources required to conduct the in-depth analysis of progress across four country operations. It is recommended that some of the team members be based in the region given the restrictions on travel and quarantine measures during COVID-19.

Required Qualifications:
Lead Evaluator
a) Postgraduate qualification in Education. Candidates with a strong understanding of Monitoring and Evaluation, Statistics or International Development, and a PhD will be considered an added advantage.
b) Extensive knowledge of evaluating education programmes in emergencies for refugees and marginalized children.
c) At least 15 years' experience in leading and conducting humanitarian and development evaluations in complex environments. Experience working with UN agencies will be an asset.
d) Demonstrated experience and knowledge of partnership engagement, working with governments and policymakers.
e) Extensive knowledge of and experience in participatory evaluation methods, particularly formative and forward-looking approaches, and supporting integration of learning practices.
f) Extensive experience with multi-partner cooperation at field level, national, regional, and global level.
g) Excellent oral and written communication skills in English
h) Extensive knowledge of qualitative and quantitative data collection methods and analytical methods and techniques.
i) Experience in generating strategic, informative, and action-oriented recommendations to governments, donors, and strategic management.
j) Experience with the ethics of evidence generation; collecting data from refugee children and vulnerable groups; familiarity with ethical safeguards.
k) Demonstrated capacity to plan, implement and lead large evaluation including experience with multi-country evaluations.

Proposed Profiles for Team Evaluators
a) Postgraduate qualification in Education, social sciences, Monitoring and Evaluation, Statistics, International Development.

b) Extensive knowledge of evaluating education programmes in emergencies and working with refugees and marginalized children.

c) At least 5 years' experience in conducting evaluations in complex environments, experience working with UN agencies or other INGOs will be an advantage.

d) Extensive knowledge in research, monitoring, and participatory evaluation approaches.

e) Experience in coordinating evaluation activities with multiple partners - global experience preferred.

f) Familiarity with UNHCR's Commitment to the Protection of Refugees and IDPs.

g) Excellent oral and written communication skills in English, French (Djibouti) and Arabic (Sudan).

h) Extensive knowledge of qualitative and quantitative data collection methods and analytical methods and techniques.

i) Experience in working with field-based staff, community leaders and government officials.

j) Experience with the ethics of evidence generation; collecting data from refugee children and vulnerable groups; familiarity with ethical safeguards.

9. Evaluation Team Selection Criteria

The consultant/ consultancy team will be shortlisted based on the criteria above. This will be a deliverable-based contract, with payment based on the timely delivery of the agreed upon products.

The following documents must be submitted:

- A 1-page covering letter explaining:
  - Name and contact details of the applicant(s).
  - Team Composition including the Team Leader and International/Country based evaluators.
  - Explain if one or more team members have worked together before.
  - Why the Team composition has been made as proposed and how each individual team member will contribute towards the needs of the evaluation and what value each applicant brings to the team.

- A 2-page CV of each team member that summarizes relevant experience including the sector expertise of the applicant(s) as per the aforementioned list.

- A 10-page document (maximum) explaining:
  - The envisaged potential methodological approaches to answer the evaluation questions, which will justify choices made vis-à-vis and include considerations on sampling, approach, data generation, quality assurance, analysis and validation, the evaluability assessment bench marking and process engagement of stakeholders' possible use of outcome harvesting or contributions analysis.
  - Clarify your sampling criteria for the case studies that could best address the drivers and challenges for inclusion and implementation of policies.
  - A plan for the Field Missions and how to balance data collection and analysis for countries where there will be in-country presence and where the review will be done remotely.
  - The financial bid, which should be all-inclusive.

- A written sample (max 2 pages) of a previous evaluation, a review, a report, or a publication of any kind in which the applicant(s) was a (co) author.

Annex 2. Detailed Evaluation Methodology

Annex 2.1. Conceptual Framework and Evaluation Questions

119. **Refugee inclusion in national education systems**: In this evaluation, this is defined in line with the Global Compact on Refugees, as a situation where "refugee children [are] attending schools that are (i) part of the host country's national public education system (e.g., curriculum, teachers' qualifications and oversight mechanisms), (ii) funded through government channels, and (iii) attended by both refugee and host community children together."[194] This definition refers primarily to the structural aspects of refugee inclusion – that is, it refers to the ability to access institutions and services equally for refugees and national learners. It implicitly acknowledges that the process of refugee inclusion will take on different forms depending on the host country national public education system.

120. **Policymaking Processes**: Policymaking can be defined as "a process [in which laws and policies are made and implemented] through active and cohesive discussion among policymakers [which] by nature involves multiple stakeholders."[195] The process by which policies are made can be theorized in several different ways; political science, anthropology, international relations and management academics have all developed theories of policymaking, and have debated the nature, order and recursiveness of the steps of the process. Across disciplines, however, it is understood that policymaking involves engagement and dialogue between different actors: that the development of a common perception of a mutual goal is key to success.[196] At the analytical stage, this evaluation used an adapted version of the set of steps proposed by Pew-MacArthur's Results First initiative. These steps are: (1) political will, (2) coordination mechanisms, (3) institutional will, (4) financing, and (5) implementation oversight, monitoring, and evaluation (which corresponds to school governance and management systems). In the context of this evaluation, the policy process will be used to identify areas in which progress towards refugee education systems are blocked or proceed more slowly. These blockages may then be analysed with reference to other models or concepts.

121. **Developmental evaluation:** The term "developmental evaluation" refers to evaluations that involve a continual feedback loop between the evaluators and the project. The evaluators not only assess progress against project outcomes and outputs, but also facilitate discussions around good practices, lessons learned, and key evaluation questions on a regular basis.[197] Learning is a key priority. In this evaluation, the principles of developmental evaluation is integrated in several ways, including but not limited to: (1) maintaining a focus on utilization – what works, how and what recommendations can be made for replication in other contexts, (2) multiple rounds of feedback both in data collection and in finalization of results, and (3) methodological flexibility.

122. **Perception-Based Approaches**: The subject of this evaluation – policymaking processes and their effects on refugee communities – is strongly associated with people, perceptions, and social networks. One of the challenges associated with evaluating policy influence and effectiveness is the complex nature of the process; this complexity is compounded by the fact that policymaking is rarely fully evidence-based in any context.[198] In contrast, effective policymaking often depends on networks, perceptions and social

[194] UNHCR (2023). Multistakeholder Pledge: Securing Sustainable Futures - Towards a Shared Responsibility to Uphold the Right to Education and Include Refugee Children in National Education Systems.
[195] Hemmati, Minu. (2002). Multi-stakeholder Processes for Governance and Sustainability.
[196] Oxford Research. (n.d.). Understanding the Policy Process; Oxford Research (n.d.). Mapping the Policymaking Process; Sutton, Rebecca. (1999). The Policy Process: An Overview
[197] Better Evaluation (2021). Developmental Evaluation. Better Evaluation
[198] Better Evaluation (2021). Evaluating Policy Influence and Advocacy . Better Evaluation

interactions between different actors.[199] There is a strong likelihood that policymakers are "muddling through" in a process that is strongly dependent on their social networks and interactions.[200] In order to account for both complexity and the role of social networks, this evaluation analyses the perceptions of different actors in the policy system; actors were asked to rank their perceptions of different aspects of the process on a Likert scale, and the methodology was developed to ensure robust qualitative samples at each level of actor.

123. **Participatory approaches:** Participatory evaluation takes place when stakeholders of a policy are involved in the evaluation process.[201] In this evaluation, stakeholders at various levels – regional, national, and sub-national – were involved in data collection and analysis through participatory workshops, and in the formulation of recommendations through validation workshops. The process of collecting data through participatory workshops was designed to account for the specificities of evaluating a policy process, and specifically to acknowledge the likelihood that policymakers are "muddling through" in a process that is strongly dependent on their social networks and interactions.[202]

124. **Contribution analysis:** A contribution analysis refers to a step-by-step approach designed to understand the contribution of a particular programme or policy to a final outcome. A contribution analysis acknowledges that there are several steps and contextual factors that can affect a change, and that many different developmental actions can contribute to a single change. The contribution analysis process is designed to be used alongside a Theory of Change.[203] The Djibouti Declaration, as a regional level policy commitment, is one of several tools to support refugee inclusion in national education systems; it interacts with a variety of factors including political and economic issues, fragility, and other projects. As a policy commitment designed to be applicable across various contexts, it focused on setting general goals and there was no push to build an associated Theory of Change when it was developed. However, the development of a theory of change was not a part of the formation of the Djibouti Declaration. To compensate for this, a specific approach was used to develop post hoc theories of change in three case study countries; these were used to inform a contribution analysis included under EQ3.

125. The evaluation set out to answer a specific set of key evaluation questions (EQs). These questions are based on the evaluation's terms of reference and were adapted to ensure the coverage of key aspects of the policy process and outcome areas. The questions relate to the standard evaluation criteria of effectiveness, efficiency, and sustainability, as defined by the OECD's Development Assistance Committee.

126. **EQ1: To what extent have the Djibouti Declaration commitments been implemented in national level policies and process across IGAD countries?** What is the extent of political buy-in for achieving Djibouti Declaration commitments in different IGAD countries? To what extent have the commitments been effectively coordinated in different IGAD countries? To what extent have Djibouti Declaration commitments been prioritized against other government processes related to education in different IGAD countries? To what extent have Djibouti Declaration commitments been included in national and sub-national budgets and

[199] Mayne, R, et al (2018). Using Evidence to Influence Policy: Oxfam's Experience. Nature
[200] Lindblom, C. E. (1959). The Science of "Muddling Through." *Public Administration Review*, *19*(2), 79–88. https://doi.org/10.2307/973677; Mayne, R., Green, D., Guijt, I. et al. Using evidence to influence policy: Oxfam's experience. Palgrave Commun 4, 122 (2018). https://doi.org/10.1057/s41599-018-0176-7
[201] Better Evaluation (2021). Developmental Evaluation. Better Evaluation
[202] Lindblom, C. E. (1959). The Science of "Muddling Through." *Public Administration Review*, *19*(2), 79–88. https://doi.org/10.2307/973677; Mayne, R., Green, D., Guijt, I. et al. Using evidence to influence policy: Oxfam's experience. Palgrave Commun 4, 122 (2018). https://doi.org/10.1057/s41599-018-0176-7
[203] Better Evaluation (2021). Contribution Analysis. Better Evaluation; INTRAC, (2017) Contribution Analysis, INTRAC

budgeting processes in different IGAD countries? To what extent are measures to implement the DD commitments effective in different IGAD countries and to what extent are they being effectively monitored?

- Related evaluation criterion: efficiency (as the question examines the degree to which government resources are efficiently used in the roll-out of policies and the development of implementation modalities).

127. **EQ2: To what extent have the Djibouti Declaration commitments resulted in the effective inclusion of refugees in national education systems across IGAD countries?** To what extent is refugee inclusion in national education systems supported by enabling law and policy? To what extent do refugees have equal access to public schools and higher education institutions? To what extent are refugees taught using the host country curriculum and supported in the transition? To what extent are refugees and refugee-hosting schools included in public administration and management systems? To what extent are refugees enrolled in schools which offer access to host country exams and national certification? To what extent are teachers from the refugee community provided with opportunities for accreditation, training and certification, and employment in the formal education system equitably with host community teachers?

- Related evaluation criterion: effectiveness (as the question measures the degree to which commitments were met).

128. **EQ3: To what extent is the inclusion of refugees in national education systems being advanced sustainably and in line with the Djibouti Declaration?** To what extent has the Djibouti Declaration caused changes to the inclusion of refugees in national education systems? To what extent has the Djibouti Declaration caused changes to financing and partnerships for inclusion of refugees in the national education system? Where there has been no additional financing, what have been the reasons for this? To what extent are changes in financing and partnerships sustainable? What regional activities (ministerial meetings, technical consultations, IGAD initiatives, etc.) are perceived by Member States to have advanced the inclusion agenda in their country? Which of these were directly related to the DD and which were not? What additional activities could be put in place? Were there unintended consequences of the Djibouti Declaration? Were they positive or negative? How did they come about?

- Related evaluation criterion: sustainability.

Annex 2.2. Summary of Data Collection Approaches

129. **A desk review** was conducted that drew on both internal and external documentation; the literature review was a process that continued throughout the different evaluation phases. As different relevant factors were identified through primary data collection, supplementary documentation was sought to better understand challenges and opportunities. The desk review includes both publicly available documentation and internal documentation; this documentation was provided by key informants, interviewees and organizations who participated in this evaluation.

130. **191 semi-structured interviews** were conducted, 15 with regional stakeholders and 176 with national stakeholders. Six 'types' of respondents were targeted (international agencies, national policy actors, national implementation actors, sub-national actors, quasi-government bodies and refugee teachers, refugee leaders or community organizations). The typology of respondents was developed to gain insights into the internal dynamics within government structures responsible for developing and rolling out policies. Sample sizes were developed in order to achieve saturation for each respondent type, where saturation

consists of between 9 and 17 interviews; when 9 interviews took place, the research team discussed whether saturation had been achieved.[204] Questions were developed that involved asking respondents to use a Likert scale to rank different aspects of the policy process; this was used to spur discussion.

Table 6: Interview Details

	Djibouti	Ethiopia	Kenya	Regional	Somalia	South Sudan	Sudan	Uganda	**Grand Total**
International Agencies	4	5	7	13	11	18	8	10	**76**
National Implementation Actors	5	1	1		1	5		4	**17**
National Policy Actors	8	4	1	2	1	3		5	**24**
Quasi-Government Bodies		1	2		1	1	1	1	**7**
RLOs, Refugee Teachers, Community Leaders	4	12	10			11		6	**43**
Sub-National Actors	9	9	1			1		4	**24**
Grand Total	**30**	**32**	**22**	**15**	**14**	**39**	**9**	**30**	**191**

131.   **Participatory workshops** were held in three countries: Djibouti, Ethiopia, and South Sudan. The workshops brought together actors from all six stakeholder types; they supported the evaluation team to better understand the interactions between stakeholder types, the aspects of the policymaking process that were challenging and the areas around which consensus had been successfully built. Interactive methodologies were used to better support engagement and understand the roles of different stakeholders in the policymaking process.

132.   Ongoing validation took place through the process. The evaluation team met on a weekly basis with the EMT to identify gaps in available information and discuss opportunities and challenges. In addition, validation workshops were held with each of the three case study countries. Additional validation discussions and meetings were held during the finalization phase.

Annex 2.3. Details of Data Collection Approaches

133.   **Inception phase:** The evaluation team conducted 7 scoping calls with country focal points within UNHCR for all IGAD countries. The calls were held with the intention of better understanding how different UNHCR country operations engaged with the Djibouti Declaration, as well as soliciting comments on the evaluation questions and approach. A weekly meeting system was also instituted between the evaluation team and the EMG. The interviews and the weekly meetings formed the basis of the evaluation matrix.

134.   **Desk Review:** The desk review was an iterative process, which started during the inception phase and continued during the data collection and analysis phases. The evaluation team reviewed publicly available literature as well as documents and data. This included documents provided by UNHCR's regional bureau, by IGAD's education department and by interview participants. In addition, semi-systematic reviews of Google, ReliefWeb and SOLO (Search Oxford Libraries Online) took place. Databases were searched for quantitative data and specific documents. The databases searched were: UNHCR's Operational Data Portal, World Bank's Open Data Set and UNHCR's Refworld database. A media review was undertaken using SOLO tools, specifically related to questions associated with processes. Over the course of the

---

[204]Hennink, M and Bonnie N. Kaiser. (2022). Sample sizes for saturation in qualitative research: A systematic review of empirical tests. Social Science & Medicine, Volume 292, https://doi.org/10.1016/j.socscimed.2021.114523.

evaluation, supplementary documents were provided by interviewees as well as the EMT. The evaluation team also conducted supplementary reviews of both search engines and databases. More than 1,300 documents were reviewed and referenced.

135.   **Semi-structured interviews**: The bulk of primary data collection took the form of 191 semi-structured interviews. These interviews took place across seven countries (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda), as well as the regional level; they also reflected six "types" of respondents (international agencies, national policy actors, national implementation actors, sub-national actors, quasi-government bodies and refugee teachers, leaders, or community organizations). The typology of respondents was developed to gain insights into the internal dynamics within government structures responsible for developing and rolling out policies. Sample sizes were developed in order to achieve saturation for each respondent type within each country. Questions were developed for EQ1 that involved asking respondents to rank each step of the policy process using a Likert scale; this ranking was used to spur further discussion. The use of a Likert scale enabled the collection of some non-robust quantitative data that supported triangulation of findings.

136.   **Participatory workshops**: Participatory workshops were held in three countries: Djibouti, Ethiopia, and South Sudan. The workshops systematically included representatives from the Ministry of Education, the ministry or department responsible for refugee affairs, and representatives from sub-national level governments. Each workshop lasted two full days, and was facilitated using hybrid participatory tools, specifically Mentimeter and in-person exercises. The workshops supported the evaluators to better understand how policymakers and institutions perceive the process used to implement the Djibouti Declaration, including identifying good practices and lessons learned, and identify gaps in the implementation of the Djibouti Declaration, specifically with regard to the five aspects of the policy implementation process. They also supported learning among policymakers.

137.   **Contribution Analysis:** As part of the participatory workshop, a specific approach was used to address the contribution analysis aspect of this evaluation. It was challenging to conduct a robust contribution analysis for the Djibouti Declaration due to several factors, notably a lack of predefined Theory of Change (TOC), the need for different TOCs in each of the seven countries and the diversity of activities and outputs associated with the Djibouti Declaration. In order to balance these difficulties with the need to understand the precise contribution of the Djibouti Declaration, a specific approach was designed and rolled out as part of the participatory workshops. Participants were asked to identify the key intended impact of the declaration – inclusion of refugees in national education systems – and then to make a mind map of all the activities and aspects that contributed to the achievement of the impact. They were then asked to vote on the activities that they considered to be the most essential in achieving refugee inclusion in national education systems. These votes, as well as the discussion around contributing factors, provided a basis for outlining post hoc country-level theories of change. The impact and the high-level outcomes were defined by the declaration itself, and the intermediate outcomes, outputs and activities were identified through the participatory exercise. This exercise took place in Ethiopia, Djibouti, and South Sudan. The results were not robust enough to be included in the final report.

Annex 2.3. Data Analysis and Report Writing

138.   **Data cleaning and coding of data**: Following the completion of interviews, the ET undertook a coding exercise. Interview responses were coded into MaxQDA using the themes and sub-themes defined in the

evaluation matrix. Data were also reviewed at the country level and at the regional level to identify additional themes and sub-themes of interest.

139.   **Data analysis – stage 1**: At the level of each case study country, a data analysis workshop was held to extrapolate key findings according to evaluation themes. This was followed by a two-day regional workshop in which the full evaluation team (national researchers from each country and the central team) reviewed all the findings, drew out commonalities and identified points of contrast and difference. Evaluators triangulated data sources and they disaggregated by country and stakeholder type. To ensure the rigour of the findings, the ET ensured that multiple sources informed each indicator of the evaluation matrix, so that the data were triangulated.

140.   **Validation workshops**: Following data analysis, validation workshops were held with three case study countries. The evaluation team facilitated three workshops with internal and external actors in Ethiopia, South Sudan, and Djibouti.

141.   **Data analysis – stage 2**: Following the submission of a first draft, a restructuring of the analysis took place. The EMT developed a checklist to report on key aspects of the Djibouti Declaration; this is included as Annex 3.2. The ET reviewed existing data and mapped them against the checklist to determine what questions could be answered and what questions required supplementary information. Where supplementary information was required, it was obtained either through a desk review or through engagement with UNHCR country staff. The ET integrated the checklist into a new report structure organized around thematic aspects.

142.   **Evaluation report**: Following the second round of analysis, the evaluation team produced a draft integrated evaluation, which incorporated the feedback from the EMT. The report includes a detailed evaluation methodology and limitations, findings and conclusions to the key evaluation questions, good practices, and lessons to be learned, and specific examples from field visit countries.

Annex 2.4. Ethical Considerations

143.   Several ethical considerations were incorporated into the evaluation. The evaluation team systematically explained the purpose of the evaluation during KIIs and participatory workshops, following which, the team systematically obtained verbal consent from interviewees and participants. The ET conducted all non-UNHCR staff interviews without a UNHCR staff member present. Field data collection was planned to ensure that the timing of the interviews was as convenient as possible.

144.   To ensure data privacy, the reports do not include names or other personal identifying information of key informants or beneficiaries. Raw data containing personal data will be archived at the end of the evaluation by the Meraki data protection officer and safely disposed of after one year.

Annex 2.5. Quality Assurance

145.   To ensure the quality of the evaluation deliverables, an EMT and an ERG were formed. These two groups serve to increase the credibility, utility and impartiality of the evaluative process and evaluation outputs. The EMT included members of UNHCR and IGAD, including technical experts on both monitoring and evaluation and education. They fed regularly into the process of developing tools, collecting data, and conducting analysis. The ERG was given the opportunity to review the outputs of the consultancy at critical

steps (i.e., inception report, validation workshops and draft evaluation report). Designated country focal points ensured the quality of the data sources and analysis at the country level by supporting the evaluation team with relevant contextual insights and sources. UNHCR has a Senior Evaluation Officer and an external consultancy firm contracted to undertake additional quality assurance, both from a methodological and content perspective.

Annex 3. Evaluation Matrix and Checklist

Annex 3.1. Evaluation Matrix

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
EFFICIENCY (PROCESSES) **Evaluation Question 1 (EQ1): To what extent have the Djibouti Declaration commitments been implemented in national level policies and process across IGAD countries?**			
EQ 1 SQ 1: What is the extent of political buy-in for achieving Djibouti Declaration commitments in different IGAD countries? *Benchmark: (1) Statements from political leaders, (2) perceptions of political buy-in demonstrate positive sentiments towards refugee inclusion in national education systems and DD commitments.*	Perceived level of political buy-in for the Djibouti Declaration measured on a Likert scale disaggregated by respondent type (national, sub-national, non-state actors)	In KIIs, participants were asked to rank perceived political buy-in on a Likert scale and explain their answers. These were compared in the participatory workshop, and reasons for buy-in were discussed. In addition, a political economy analysis formed the background to the analysis.	*Intended*: Ranking exercises will be compiled, and data will be compared. Qualitative primary data (discussions in workshops) will be analysed to compare differences. Triangulation will take place against statements from political leaders. *Actual*: Triangulation was possible between ranking exercises and a content analysis of (1) interviews and (2) participatory workshop. Insufficient mention was made of the Djibouti Declaration by political leaders in public statements to allow for triangulation against the media review.
	Statements from political leaders at national (and if possible sub-national) levels on refugee inclusion in the National Education System (NES) and the Djibouti Declaration	Desk review (formal government statements on DD commitments) Media review (statements in the media by government actors on the DD commitments or inclusion)	*Intended*: Qualitative analysis techniques will be used to assess the strength of the statements. Comparison will take place between different countries. Comparison will take place between perceived buy-in and strength of statements. *Actual*: A media review was conducted using SOLO, but the use of the Djibouti Declaration in government statements was limited. References to refugee inclusion were also relatively limited. It should also be noted that many of the articles identified in the media review were published in agencies that were stakeholders in the DD process (e.g., UNESCO, UNICEF, UNHCR).
EQ 1 SQ 2: To what extent have the commitments been effectively coordinated in different IGAD countries? *Benchmark: Existing or new coordination mechanisms explicitly engage with DD commitments, are adequately frequent, are attended*	Perceived effectiveness of coordination mechanisms at the national level measured on a Likert scale disaggregated by respondent type (national, sub-national, non-state actors)	In KIIs, participants were asked to rank perceived political buy-in on a Likert scale and explain their answers. These were compared in the participatory workshop, and reasons for buy-in were discussed. In addition, a political economy analysis formed the background to the analysis	*Intended*: Ranking exercises will be compiled, and data will be compared. Qualitative primary data will be analysed to compare differences. Triangulation will take place against minutes of coordination meetings. *Actual*: Respondents did rank all aspects of the political process on a Likert scale. Comparisons took place between different actor types at the regional level. Comparisons between different countries were not perceived as valuable due to the strong likelihood of underlying differences. Comparisons between different actor types at the national level were not fully possible as

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
adequately, and result in concrete actions.			saturation was not always achieved by actor type at national level (though it was achieved at regional level)
	Types of coordination mechanisms developed or amended/revised (e.g., Local Education Group, Refugee Education Working Group, specific DD task forces, Education as appropriate, etc.)	Coordination mechanism, TORs	*Intended*: An analysis will be conducted looking at: (1) what coordination mechanisms were developed specifically for the DD? (2) how were DD objectives or refugee inclusion in NES mainstreamed into existing mechanisms (e.g. Local Education Group (LEG)), and (3) what actors were considered relevant and necessary for participation? Comparison will take place between countries. *Actual*: Data were sought on different coordination mechanisms through qualitative interviews. Some but not all Terms of Reference were available; interviewees had a high degree of knowledge about the coordination groups they participated in, and this helped to fill gaps.
	Frequency of meetings and attendance at meetings	Meeting minutes	*Intended:* Coordination will be assessed by: (1) the number of meetings held, (2) the proportion of meetings in which the DD was explicitly included in the agenda, (3) the number of different relevant actors represented at meetings, (4) the number of individuals who attend on a recurrent basis. *Actual:* Minutes were, generally speaking, not available despite several requests. It was therefore not possible to analyse factors (2), (3) and (4).
	Proportion of action points from meetings completed and/or implemented	Meeting minutes	*Intended*: Coordination will be assessed by the proportion of action points completed. *Actual*: Minutes were, generally speaking, not available despite several requests. It was therefore not possible to analyse this aspect.
EQ 1 SQ 3: To what extent have Djibouti Declaration commitments been prioritized against other government processes related to education in different IGAD countries? *Benchmark: DD commitments are perceived to be important, are discussed frequently by policymakers and are concretized into national education sector plans*	Prevalence of refugee inclusion in policy discussions	Desk review (evidence of discussions at the ministerial level, e.g. proposal of laws and policies, revisiting of discussions on laws and policies, etc.) Media review (evidence of policymakers discussing DD declarations in the media)	*Intended*: Number of mentions of refugee inclusion in the media review will be compared between IGAD countries. Number of discussions on refugee inclusion at the policy level (i.e. in government discussions) will be compared between countries. This data will be triangulated with budget data from EQ1 SQ4. *Actual*: In media review, few mentions of refugee education, or the Djibouti Declaration were made. In interviews and in the process of engaging with stakeholders, it quickly became clear that the major issue related to the quality of discussions between different ministers and departments. The team therefore refocused the analysis on this.

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
	External factors that influence discussions on refugee inclusion	Desk review (literature review of academic and grey literature) KIIs (perceived influence of various factors)	*Intended:* Qualitative analysis of factors that are perceived (in both respondent interviews and the broader literature) to affect inclusion discussions. *Actual*: In interviews and in the process of engaging with stakeholders, it quickly became clear that the major issue related to the quality of discussions between different ministers and departments. The team therefore refocused the analysis on this.
	Refugees are included in NESP and other education sector key documents	Desk review (evidence of plans)	*Intended*: Identification of plans and comparisons of data *Actual*: Collection and analysis of data took place as planned.
EQ 1 SQ 4: To what extent have Djibouti Declaration commitments been included in national and sub-national budgets and budgeting processes in different IGAD countries? *Benchmark: Education budgets are in place, cover the cost of refugee education and are perceived as sufficient*	Existence of an updated a costed plan for refugee inclusion in NES	Desk review (budgets and plans)	*Intended:* Identification of plans and comparison of data *Actual:* Collection and analysis of data took place as planned. It should be noted that in some environments, the costed plan could not be verified against the budget in the NESP.
	Costed plan for refugee inclusion in NES are endorsed by the government	Desk review Key informant interviews	*Intended:* Desk review will be used to confirm that the plan has been endorsed, interviews will be used to better understand the degree to which the endorsement is perceived to be rolled out. *Actual:* Endorsement could not be confirmed through desk review; some information was collected during interviews and was verified in the process of confirming the Tables of Achievements with UNHCR country offices.
	Costed plan is financed through domestic/other financing	Desk review Key informant interviews	*Intended:* Desk review will identify available sources of financing. Key informant interviews will supplement and triangulate data. *Actual*: There was no way of tracking this. Full analysis of why is included in Chapter 5.
	Refugee education is fully/partially included in the national education budget	Desk review Key informant interviews	*Intended:* Desk review will identify available sources of financing; Key informant interviews will supplement and triangulate data *Actual:* Insufficient data were available on the detail of national budgets to answer this question. However, information was obtained from KIIs and was used in the analysis. All data were bolstered by a secondary desk review devoted to financing and incentives.
	Perceived effectiveness of national and sub-national budgets and costed plans measured on a Likert scale disaggregated by respondent	In KIIs, participants were asked to rank perceived political buy-in on a Likert scale and explain their answers. These were compared in the participatory workshop, and reasons for buy-	*Intended:* Ranking exercises will be compiled, and data will be compared. Qualitative primary data will be analysed to compare differences. Triangulation will take place against all available data on budget allocations, presence of costed plans and monitoring of progress.

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
	type (national, sub-national, non-state actors).	in were discussed. In addition, a political economy analysis formed the background to the analysis	*Actual:* Data collection and analysis took place as planned and was bolstered by a secondary data review.
EQ1 SQ5: To what extent are measures to implement the DD commitments effective in different IGAD countries? *Benchmark: High perceptions rating, presence of implementation plan*	Perceived degree to which implementation has taken place, among national-level actors measured on a Likert scale disaggregated by respondent type (national, sub-national, non-state actors)	In KIIs, participants were asked to rank perceived political buy-in on a Likert scale and explain their answers. These were compared in the participatory workshop, and reasons for buy-in were discussed. In addition, a political economy analysis formed the background to the analysis	*Intended:* Ranking exercises will be compiled, and data will be compared. Qualitative primary data will be analysed to compare differences. Triangulation will take place against roadmaps, action plans and Education Sector Plans. *Actual:* Data collection and analysis took place as planned.
	Roadmaps, action plans, workplans and other initiatives associated with DD commitments	Desk review	*Intended*: Identify existing roadmaps, action plans, etc. *Actual:* Data collection and analysis took place as planned. It should be noted that there were relatively few action plans and workplans in place.
EQ1 SQ 6: To what extent are DD commitments being effectively monitored across different IGAD countries? *Benchmark: A monitoring system has been developed, meets the United Nations Economic Commission for Europe (UNECE) quality standards and is being implemented*	Presence of monitoring mechanisms	Desk review (including outputs of mechanisms such as monitoring reports and annual reports) Key informant interviews	*Intended*: Ranking exercises will be compiled, and data will be compared. Qualitative primary data will be analysed to compare differences. Desk review will summarize any publicly available information about monitoring mechanisms and their results. *Actual*: Very few monitoring mechanisms were identified.
	Assessment of monitoring mechanisms	Desk review (including outputs of mechanisms such as monitoring reports and annual reports)	*Intended*: Design of monitoring mechanisms will be assessed against industry standards (UNECE). *Actual*: So, few monitoring mechanisms were found that analysis focused instead on why implementation, supervision and monitoring were not prioritized.
	Perceived effectiveness of monitoring mechanisms measured on a Likert scale disaggregated by respondent type (national, sub-national, non-state actors)	In KIIs, participants were asked to rank perceived political buy-in on a Likert scale and explain their answers. These were compared in the participatory workshop, and reasons for buy-in were discussed. In addition, a political economy analysis formed the background to the analysis	*Intended*: Ranking exercises will be compiled, and data will be compared. Qualitative primary data will be analysed to compare differences. Triangulation will take place against presence and assessment of monitoring mechanisms. *Actual*: So, few monitoring mechanisms were found that analysis focused instead on why implementation, supervision and monitoring were not prioritized.
EFFECTIVENESS (OUTCOMES) **Evaluation Question 2 (EQ2): To what extent have the Djibouti Declaration commitments resulted in the effective inclusion of refugees in national education systems across IGAD countries?**			

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
EQ2 SQ1: To what extent is refugee inclusion in national education systems supported by enabling law and policy?	Refugees are guaranteed access to national education systems in the legal framework	Desk review	*Intended*: Signature of international and regional commitments will be reviewed. Signature of national commitments will be reviewed, content of national laws will be analysed. *Actual*: Data collection and analysis took place as planned.
Benchmark: Laws that are inclusive of refugees have been passed; policies that reinforce and help to facilitate refugee inclusion in national education systems are current	Changes in the legal framework since signature of the Djibouti Declaration	Desk review	*Intended*: Date of signature of national commitments will be reviewed; dates of policy processes will be reviewed. *Actual*: Data collection and analysis took place as planned.
	Presence of policies, framework and/or other factors that present opportunities or obstacles to inclusion	Desk review Stakeholder Mapping Key Informant Interviews	*Intended*: Policies under the education system will be identified and analysed. Cross-country comparison will take place. *Actual*: Data collection and analysis took place as planned.
EQ2 SQ2: To what extent do refugees have equal access to public schools and higher education institutions?	Number of refugee children and youth enrolled in the public education system, at primary, secondary and tertiary levels, expressed as a percentage of the primary and secondary aged refugee population	Desk review	*Intended*: Quantitative analysis of enrolment rates. *Actual*: Insufficient data were available; this is due in part to the slow integration of refugees into the EMIS system.
Benchmark: Proportion of refugee children and youth enrolled in the public education system at the primary, secondary, and tertiary levels, disaggregated by gender as well as urban and camp settings, compared with proportion of host community children enrolled	Active programmes to facilitate transition/ integration of refugees into the public system (documentation / equivalency framework, recognition of prior learning, etc.)	Desk review Key Informant Interviews	*Intended*: Desk review can identify active programmes. Key informant interviews can supplement existing data. *Actual*: Data collection and analysis took place as planned.
	Opportunities and obstacles to enrolment in public schools (e.g., encampment policy, right to work, right to free movement) and evolution of these since the DD was signed	Key informant interviews Participatory workshops	*Intended*: Discussions on obstacles and opportunities will take place; qualitative comparative analysis will be used. *Actual*: Data collection and analysis took place as planned.
EQ2 SQ3: To what extent are refugees taught using the host country curriculum and supported in the transition?	Refugee hosting schools (not fully integrated in the NES) that adopts the host country curriculum (disaggregated by camp and urban settings)	Desk review Key informant interviews	*Intended*: Desk review will identify the degree to which the national curriculum is enforced across different school types. Key informant interviews will triangulate the data *Actual*: Data collection and analysis took place as planned, primarily through interviews
Benchmark: All schools hosting refugees use the host country refugee curriculum; programmes to facilitate the transition are in place	Changes in the number of refugee-hosting schools that have adopted the host country curriculum (Disaggregated by camp and urban settings)	Desk review Key informant interviews	*Intended*: Desk review will identify changes to the use of the national curriculum Key informant interviews will triangulate the data *Actual*: Insufficient data were available to analyse this.

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
	Active programmes to facilitate the transition of refugees into the national curriculum system (e.g., catch up or bridging programmes, language trainings, accelerated education; disaggregated by camp and urban settings)	Desk review Key Informant Interviews	*Intended*: Desk review can identify active programmes. Key informant interviews can supplement existing data. *Actual*: Curricula were not available, but statements and project documents on programmes were, and references were made to programmes in interviews.
	Proportion of refugees taught using the host country curriculum (disaggregated by camp and urban settings)	Desk review Key informant interviews Participatory workshops	*Intended*: Desk review may provide information on the proportion of refugees. Key informant interviews and participatory workshops will include discussions on refugees using the host country curriculum, as well as barriers and opportunities. *Actual*: Data were available on the types of schools using the host country curriculum, and overall, the vast majority of schools through the region used host curricula. Some questions arose in Djibouti; quantitative data were not available, but general trends were derived.
EQ2 SQ4: To what extent are refugees and refugee-hosting schools included in public administration and management systems? *Benchmark: Inclusion in EMIS, inclusion in the same line ministries, inclusion in procurement systems, inclusion in registration systems, inclusion in teacher deployment systems*	Presence of refugees in the EMIS system and capacity of the EMIS system to disaggregate data by protection status	Desk review Key Informant Interviews	*Intended*: Qualitative analysis of EMIS procedures. Key informant interviews and participatory workshops will include discussions on inclusion in EMIS. *Actual*: Insufficient data were available to analyse this.
	Structural analysis of refugee education management systems with a specific focus on procurement systems, registration systems and teacher deployment systems	Desk review Key Informant Interviews	*Intended*: Development of prototype organograms outlining reporting lines for refugee-hosting schools. Analysis of procurement systems, registration systems and teacher deployment systems. *Actual*: Data analysis did not take place as planned; data collection was affected by organizational structure issues. A structural analysis did take place, however, focusing on a higher level (notably opportunities and barriers associated with organizational systems).
	Changes in public management systems to facilitate refugee inclusion since 2017	Desk review Key Informant Interviews	*Intended*: Key informant interviews will involve discussions regarding how refugee integration into public management systems has changed (or not). *Actual*: Challenges in obtaining adequate and unbiased data due to organizational systems issues discussed in Chapter 4.2.
	Challenges and opportunities associated with the inclusion process	Key informant interviews	*Intended*: Key informant interviews will involve discussions regarding what challenges and opportunities have existed for refugee school inclusion in public management. *Actual*: Challenges in obtaining adequate and unbiased data due to organizational systems issues discussed in Chapter 4.2.

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
EQ2 SQ5: To what extent are refugees enrolled in schools that offer access to host country exams and national certification? *Benchmark: Refugees are enrolled in schools offering national exams and certification*	Proportion of refugees in different types of schools (e.g., public school; refugee-segregated formal schools; refugee-hosting formal schools; non-formal education)	EMIS UNHCR data UIS	*Intended*: Key informant interviews and participatory workshops will include discussions on types of schools in which refugees are enrolled, as well as barriers and opportunities to enrolment. *Actual*: Insufficient data were available to analyse this.
	Proportion of refugees enrolled in schools offering national exams and certification	EMIS data UNHCR data UIS Desk Review	*Intended*: Quantitative analysis of EMIS data. *Actual*: EMIS data were not available, many types of data were not comparable.
	Change in proportion of refugees enrolled in schools offering national exams and certifications since 2017	EMIS data (or alternative estimates through KIIs)	*Intended*: Quantitative analysis (if possible). If not, analysis of KIIs. *Actual*: Insufficient quantitative data were available. Qualitative data offered some opportunities. Overall, insufficient data available to fully analyse.
	Barriers to enrolment for refugee students in public schools (in 2017 and currently)	Key informant interviews Participatory workshops	*Intended*: KII respondents will be asked to explain barriers in enrolment in 2017 and today. Some of the major changes and the reasons behind these changes will be discussed in the participatory workshops. *Actual*: Data collection and analysis took place as planned.
EQ2 SQ 6: To what extent are teachers from the refugee community provided with opportunities for accreditation, training and certification, and employment in the formal education system equitably with host community teachers? *Benchmarks: Teachers from the refugee community are included in the national education systems and supported in the transition*	Presence of a pre- and in-service professional development programme for teachers from the refugee community accredited by the MoE	Desk review Key Informant Interviews Participatory Workshops	*Intended*: Qualitative analysis of existing programmes and systems to support teachers. *Actual*: Data collection took place as planned; analysis shifted to focus on the barriers faced by refugee teachers in accessing and entering government systems.
	Refugee teachers' training and credentials are recognized in both the country of asylum and their home countries	Desk review Key Informant Interviews Participatory Workshops	*Intended*: Qualitative analysis of existing programmes and systems to support teachers. *Actual*: Data collection took place as planned; analysis shifted to focus on the barriers faced by refugee teachers in accessing and entering government systems.
	Teachers from the refugee community receiving salaries commensurate with that of their host country counterparts	Desk review Key Informant Interviews Participatory Workshops	*Intended*: Qualitative analysis of existing programmes and systems to support teachers. *Actual*: Data collection took place as planned; analysis shifted to focus on the barriers faced by refugee teachers in accessing and entering government systems.
	Inclusion of refugee teachers in government payroll	Key Informant Interviews Participatory Workshops	*Intended*: Qualitative analysis of existing programmes and systems to support teachers. *Actual*: Data collection took place as planned; analysis shifted to focus on the barriers faced by refugee teachers in accessing and entering government systems.
	Refugee teachers are equipped with the tools and	Desk review Key Informant Interviews Participatory Workshops	*Intended*: Qualitative analysis of existing programmes and systems to support teachers.

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
	resources to deliver the national curriculum		*Actual*: Information was available on the IGAD teacher training courses, in terms of existing programmes and systems. The more relevant aspect to analyse (not identified at inception stage) was the challenges faced by refugee teachers in accessing existing programmes.
	Presence of strategies or framework for a coherent appraisal of teachers and teacher support	Desk review Key Informant Interviews Participatory Workshops	*Intended*: Qualitative analysis of existing programmes and systems to support teachers. *Actual*: Some data were available; more data arose regarding the systemic challenges of engaging with refugee teachers.
SUSTAINABILITY **Evaluation Question 3 (EQ3): To what extent is the inclusion of refugees in national education systems being advanced sustainably and in line with the Djibouti Declaration?**			
EQ3 SQ1: To what extent has the Djibouti Declaration caused changes to the inclusion of refugees in national education systems? *Benchmark: A contribution analysis demonstrating a strong contribution narrative: (1) strong causal links; (2) assumptions that were valid, (3) stakeholder agreement with the story, and (4) lack of evidence that other factors were primarily responsible for the change.*	Stakeholders respond positively to questions about how regional policies influenced country inclusion	Key informant interviews Participatory workshops	*Intended*: Thematic analysis of discussions in the key informant interviews and participatory workshops. *Actual*: Stakeholders responded positively to questions about how regional policies affected country inclusion, but answers were too vague to fully analyse this.
	Stakeholders can describe the way in which regional policies result in national changes	Key informant interviews Participatory workshops	*Intended*: Thematic analysis of discussions in the key informant interviews and participatory workshops. *Actual*: The causal links were not well described; insufficient evidence was available to fully assess this.
	Strength of the links in the logic chain	Desk review Media review	*Intended*: Analysis of the evidence supporting links in the logic chain. *Actual*: The logic chain was not sufficiently developed, nor sufficiently coherent between the states, to conduct this analysis.
	Weaknesses in the logic chain	Key informant interviews Participatory workshops Desk review	*Intended*: Analysis of the weaknesses in the logic chain, including whether assumptions held and whether aspects of the logic chain are supported by limited evidence. *Actual*: The logic chain was not sufficiently developed, nor sufficiently coherent between the states, to conduct this analysis.
	Adjustments to anticipated outputs and ways these outputs were perceived to have been achieved	Key informant interviews Participatory workshops Desk review	*Intended*: Analysis of the causal links associated with the TOC as well as the outputs actually achieved. *Actual*: The logic chain was not sufficiently developed, nor sufficiently coherent between the states, to conduct this analysis.
	Presence of other influencing factors	Key informant interviews Participatory workshops Desk review	*Intended*: Identification of other influencing factors. *Actual*: Data collection and analysis took place as expected; little information was available however, and a secondary desk review was undertaken to identify incentives and influencing factors at the national and international levels (chapter 4.2.2 and 5.2.2).

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
EQ3 SQ2: To what extent has the Djibouti Declaration caused changes to financing and partnerships for the inclusion of refugees in the national education system? Where there has been no additional financing, what have been the reasons for this? *Benchmark: A contribution analysis demonstrating a strong contribution narrative: (1) strong causal links; (2) assumptions that were valid, (3) stakeholder agreement with the story, and (4) lack of evidence that other factors were primarily*	Stakeholders respond positively to questions about how regional policies influenced country inclusion	Key informant interviews Participatory workshops	*Intended*: Thematic analysis of discussions in the key informant interviews and participatory workshops *Actual*: Data collection and analysis took place as planned.
	Strength of the links in the logic chain	Desk review Media review	*Intended*: Analysis of the evidence supporting links in the logic chain. *Actual*: The logic chain was not sufficiently developed, nor sufficiently coherent between the states, to conduct this analysis.
	Weaknesses in the logic chain	Key informant interviews Participatory workshops Desk review	*Intended*: Analysis of the weaknesses in the logic chain, including whether assumptions held and whether aspects of the logic chain are supported by limited evidence. *Actual*: The logic chain was not sufficiently developed, nor sufficiently coherent between the states, to conduct this analysis.
	Presence of other influencing factors	Key informant interviews Participatory workshops Desk review	*Intended*: Identification of other influencing factors. *Actual*: Data collection and analysis took place as expected; little information was available however, and a secondary desk review was undertaken to identify incentives and influencing factors at the national and international levels (chapter 4.2.2 and 5.2.2).
EQ3 SQ3: To what extent are changes in financing and partnerships sustainable? *Benchmark: Amount of financing already secured, duration of financing going forward, presence of a process to secure more financing from diverse sources going forward*	Length of existing financing commitments	Desk review Key Informant Interviews	*Intended*: Analysis of existing financing commitments and length of the commitments. *Actual*: It was not possible to conduct this analysis due to lack of clarity about different types of financing commitments – and more specifically the degree of overlap between different financing commitments (e.g., GPE financing WB). This is examined in Chapter 5.
	Degree to which follow-up commitments have been made	Desk review Key Informant Interviews	*Intended*: Analysis of financing strategies of donors and budget trends of countries. *Actual*: Financing strategies were insufficiently clear. Additional information was provided by key informants on pledges; specifically, information on global pledges provided by UNHCR was used in the analysis. Analysis was supplemented by a secondary desk review that focused on factors influencing international financing.
	Perceptions of different actors regarding future financing prospects	Key informant interviews Participatory workshops	*Intended*: Triangulation of perceptions of different actors with regard to future financing prospects. *Actual*: Data collection and analysis took place; this was supplemented by secondary desk review processes on the factors that influence financing at the national level (Chapter 4.4.2) and those that influence financing at the international level (Chapter 5.2.2).

Sub-Question	Indicator	Source of Information	Data Analysis / Triangulation – Intended vs Actual
EQ 3 SQ 4: What regional activities (ministerial meetings, Technical Consultations, IGAD initiatives, etc.) are perceived by Member States to have advanced the inclusion agenda in their country? Which of these were directly related to the DD and which were not? What additional activities could be put in place? _Benchmark: A regional activity involves relevant country actors and is perceived to add value by several actors_	Regional activities and/or initiatives are mentioned in country policies	Desk review (analysis of country policies)	_Intended_: Qualitative comparison of secondary documents. Triangulate against responses to other questions, notably lack of evidence about the presence of other factors affecting outcomes. _Actual_: Data collection and analysis took place as planned.
	Regional activities are mentioned in minutes of coordination meetings	Desk review (coordination meetings)	_Intended_: Qualitative comparison of secondary documents. _Actual_: Insufficient evidence was available, with regard to the quantity of coordination minutes, to conduct this analysis.
	Stakeholders explain regional activities in the context of direct questions	Key informant interviews (policy actors) Participatory workshops (discussion)	_Intended_: Qualitative primary data will be analysed and compared between countries. _Actual_: Data collection and analysis took place as planned.
	Stakeholders refer to regional activities outside direct questions	Key informant interviews (policy actors) Participatory workshops	_Intended_: Qualitative primary data will be analysed and compared between countries. _Actual_: Data collection and analysis took place as planned.
EQ3 SQ 5: Were there unintended consequences of the Djibouti Declaration? Were they positive or negative? How did they come about?	Stakeholder discussions and identification of consequences	Key informant interviews Participatory workshops	_Intended_: Qualitative primary data will be analysed and compared between countries. _Actual_: Data collection and analysis took place as planned.

Annex 3.2 Checklist and Triangulation Table

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
1	Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	1.1 In which countries where refugees already considered in ESPs prior to the DD?	o NESPs o Interviews	It is possible to answer the question given the data available.
		1.2 To what extent have refugees been integrated since DD? • Narrative? Budget? Neither? Both? • On par with nationals or as a specific caseload? • At which levels of education?	o NESPs o Interviews	It is possible to answer the question given the data available.
		1.3 Are there specific activities included in the ESP that support inclusion even though refugees may not be included on par?	o NESPs o Interviews o UNHCR supplementary data	It is possible to answer the question given the data available.
		1.4 Has there been a change in the level of integration over time?	o NESPs o Interviews	Some degree of analysis was possible given the information.
2	Refugees (and returnees) have access to the public education system.	2.1 Who was enrolled in public learning institutions (pre-primary, primary, secondary, and tertiary) prior to the DD? Urban versus camp children?	o EMIS data	Insufficient data were available from EMIS or other sources to answer this question.
		2.2 Are there different legal or practical barriers to inclusion by nationality (as well as legal status)?	o Desk review o Interviews	Data is available. Some country-specific barriers are included in Annex 5.

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
		2.3 Is access to public learning institutions protected by a formal law or policy? When was the law/policy implemented?	o Desk review of laws and policies	It is possible to answer the question given the data available.
		2.4 How has this changed since the adoption of the DD?	o Desk reviews of laws and policies o Key informant Interviews	It is possible to partially answer this question. Qualitative data are available but quantitative data are not.
3	Refugees are integrated in the National Education Management Information System.	3.1 Were refugees in the NEMIS prior to the DD? Was there disaggregation by legal status? Was it for a particular caseload? E.g. urban versus camp/ settlement?	o Desk review	It was not fully possible to answer this question as historical data were not available. Interviews and desk review provided a trend.
		3.2 How has this changed over the DD implementation period and why? What are the remaining barriers preventing full integration?	o Desk review o Key informant interviews	It was broadly possible to answer this question from secondary literature and key informant interviews. EMIS data were not available.
4	Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	4.1 How was education for refugees delivered on adoption of the DD? Disaggregated by camp/settlement/urban? Proportion of refugees in different types of institutions?	o Desk review o Key informant interviews	Some data were available, primarily through desk review. Trend data were used in the analysis.
		4.2 Are schools registered (or coded) as public? If not, why?	o Desk review o Key informant interviews o Participatory workshops	It was possible to answer the question.
		4.3 Is the host curriculum being used for refugees?	o Desk review o Key informant interviews	It was possible to answer the question.
		4.4 Are teachers managed (recruitment, deployment) through the same system?	o Desk review o Key informant interviews o Participatory workshops	It was broadly possible to answer the question. The issue of teacher management was significant and crosses many evaluation questions.
		4.5 Are the same quality assurance and standards used in refugee-hosting schools?	o Desk review o Key informant interviews	This was not a focus of primary data collection, and minimal information was available through the desk review.
		4.6 Are the same teaching and learning materials used in refugee-hosting schools?	o Desk review o Key informant interviews	This was not a focus of primary data collection, but adequate data were available from the desk review.
		4.7 Are teaching and learning materials procured and deployed through the same systems?	o Desk review o Key informant interviews	Data were collected through primary data collection; barriers to the use of the same system were significant. A supplementary desk review was undertaken on organizational structure (Chapter 4.2).
		4.8 Are equivalent school feeding systems used in refugee-hosting schools?	o Desk review	Data on school feeding was not envisaged in the initial evaluation matrix, so desk review information was prevalent.
		4.9 Are the levels of infrastructure comparable in refugee-hosting schools?	o Desk review o Key informant interviews o Participatory workshops	Data were collected through primary data collection; barriers to equivalent infrastructure were associated with

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
				organizational structure issues and implementation issues. A supplementary desk review was undertaken (Chapters 4.2 and 4.3).
		4.10 Do refugee learners have the same access to assessments and examinations?	o Desk review o Key informant interviews o Participatory workshops	It was possible to answer the question.
		4.11 Are the same placement systems used for refugee students?	o Desk review o Key informant interviews	Data were not collected on this question through primary data collection, but adequate data were available from the desk review and interviews.
		4.12 Do schools have access to capitation grants for refugee learners?	o Desk review o Key informant interviews	Outside South Sudan, interviewees made limited mention of capitation grants. Desk review provided some information. Information was supplemented by UNHCR country teams.
		4.13 Is financing from the same source or a different source? Is financing delivered in the same way?	o Desk review o Key informant interviews o Participatory workshops	Inadequate information was available to answer this question, but data were collected as intended.
5	States are better capacitated to include refugees and returnees in national education systems than prior to the DD.	5.1 Have Member States secured or benefited from expertise on refugee education? How effective have these approaches been?	o Desk review o Key informant interviews	Some information was available to answer this question, but it was generally inadequate. Limited information was available through desk review documentation; key informants had limited incentive to discuss.
		5.2 Have there been specific efforts to support greater understanding of refugee inclusion? Exchange visits, trainings/ workshops, regional meetings?	o Desk review o Key informant interviews	Some information was available to answer this question, but it was generally inadequate. Limited information was available through desk review documentation; key informants had limited incentive to discuss.
		5.3 Have Member States and other relevant actors received training on Education Sector Planning processes?	o Desk review o Key informant interviews	Open-ended questions were asked during interviews, and respondents did not mention this training. Insufficient information was therefore available.
		5.4 How effective have different measures been at supporting learning about refugee education and inclusion?	o Desk review o Key informant interviews	Insufficient evidence was available about the types of measures that were available, and an insufficient number of each type of measure was carried out, to support a comparison.
		5.5 Who is implementing refugee inclusion? How does it compare to national education sector architecture? Are these arrangements formalized through a law, policy, or strategy? Have there been shifts?	o Desk review o Key informant interviews	Generally, sufficient evidence is available on who is implementing refugee inclusion. Formalization and presence of policies are less relevant compared with the presence

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
				of ways of working (workplan, monitoring efforts, targets, and indicators).
		5.6 Who administers and manages the schools?	o Desk review o Key informant interviews	Desk review did not provide adequate information. There were discrepancies in information provided by key informants. Some data were supplemented by UNHCR offices.
		5.7 Who finances the schools? How is financing channelled?	o Desk review o Key informant interviews o Participatory workshops	Information from desk review was not sufficient. Information from key informants was not necessarily uniform. Participatory workshops allowed the possibility for mapping of flows in 3 countries.
		5.8 What factors underlie differences in implementing agencies and implementing structures?	o Desk review o Key informant interviews o Participatory workshops	Some information is available, and a supplementary desk review on organizational structures supports a more in-depth analysis. Overall, political economy and institutional incentives are critical to answering this question.
		5.9 What role can the DD play in advancing the transition of these arrangements?	Speculative future-looking question, thus out of scope.	Speculative future-looking question, thus out of scope. If looking at the past, insufficient information is available.
6	Refugee teachers been included in the national education system.	6.1 Who were the teachers of refugees pre-2017? Were they qualified? How were they recruited and paid? How has this changed since 2017?	o Desk review	Information available through the desk review for some but not all IGAD states.
		6.2 Are refugee teachers qualified on par with nationals/ to national standards? Have there been specific efforts to support refugee teachers to gain nationally accredited qualifications?	o Desk review o Key informant interviews o Participatory workshops	Some information is available. Information on current qualifications is sufficient. Information on specific efforts is sporadic.
		6.3 How are refugee teachers trained? Is it certified? What are the reasons for these arrangements?	o Desk review o Key informant interviews o Participatory workshops	Information broadly available.
		6.4 Have efforts been made to progressively align pay and conditions of service across host and refugee teachers (as per experience, qualification, and responsibility)? If not, what were the limiting factors?	o Desk review o Key informant interviews o Participatory workshops	Broad information available on the current pay and conditions. Some information is available about efforts to support alignment; much of this appears informal, so information likely to be incomplete.
		6.5 Do pathways exist for refugees to be employed as national teachers?	o Desk review o Key informant interviews o Participatory workshops	Broad information exists on both the specific barriers and the nature of the barriers. Contradictory information in some contexts.
7	Specific interventions have been put in place that respond to the distinct learning needs of	7.1 Have actors (Government or the international community) put in place interventions that respond to the specific and unique needs of refugees, and facilitate their transition into the national system?	o Desk review o Key informant interviews o Participatory workshops	Sufficient information is available.

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
	refugees (and to support their transition into the public education system).	7.2 Are these supports available to all refugees or only to certain groups / inconsistently offered?	o Desk review o Key informant interviews o Participatory workshops	Sufficient information is available.
		7.3 Who has taken responsibility for this work and how far have they been effective in supporting access?	o Desk review o Key informant interviews o Participatory workshops	The primary question in this regard is the allocation of responsibility between Member States and the international community; there is enough information to answer this question. There is not enough information to answer whether states could effectively take on this responsibility.
8	Mechanisms for recognition of prior learning are in place at the regional and national levels supporting inclusion in national education systems and access to social services.	8.1 Are regional policies or mechanisms in place or in progress for RPL across Member States? Do these interventions support both teachers and learners?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
		8.2 Is the intention of these interventions to facilitate inclusion in national systems? If yes, how effective have they been to date?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
		8.3 Where more than one intervention has been launched or are in place, are they complementary or is there risk of duplication/ working against each other?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
		8.4 Are national policies or mechanisms in place or in progress for RPL? How far do they respond to the specific barriers or challenges that refugees face in accessing the national system?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
		8.5 Are these mechanisms or pathways known to refugees (students and teachers)?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
		8.6 Are their costs around equivalency and can these be met by refugees?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
		8.7 If they are not in place, what impact does this have on access to public learning institutions?	o Desk review o Key informant interviews	This was originally planned as a small subset of the 'transition' question, so limited primary data were available. Analysis is reliant on secondary data.
9	Development, endorsement and dissemination of costed plans or strategies.	9.1 Are costed plans in place? When did this happen? How far do they align with the ESPs?	o Desk review	Sufficient information is available to answer this question, although quality and drafting choices prevent clear responses to the third question.

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
		9.2 Do costed plans and cost consider the policy shifts that need to take place to implement inclusion?	o Desk Review o Key informant interviews	Some information is available but given that costed plans were not actively discussed by interviewees, analysis is likely to be insufficient. Specific analysis of the quality of the costed plans was undertaken by the team to try to answer this question.
		9.3 How far are they endorsed by governments, and disseminated to the international community?	o Desk review o Key informant interviews o Supplementary UNHCR information	Question was answered primarily by UNHCR staff when seeking supplementary information.
10	Multi-year predictable financing for refugee and host communities has been mobilized.	10.1 How has financing increased or decreased for refugee education since 2017?	o Desk review	Insufficient data to answer this question, due in large part to transparency issues discussed in Chapter 5.2.
		10.2 How do humanitarian and development donors contribute to multi-year predictable financing? Are refugees included in or do they benefit from any projects led/financed by development donors (including on-budget ODA financing)?	o Desk review o OECD ad hoc survey data	Insufficient data to answer this question with certainty, due in large part to transparency issues discussed in Chapter 5.2.
		10.3 To what degree do humanitarian and development donors see refugee inclusion as a nexus issue? What incentives do actors have to contribute to this nexus? What structures exist to support them to do so?	o Desk review o OECD ad hoc survey data	Sufficient data exist to start to answer this question, discussed in Chapter 5.2.
		10.4 Are their particular areas that development actors feel more prepared to take up than others? What are the implications of this on transition?	o Desk review	Insufficient data to answer this question.
		10.5 How do development donors include refugee education in their national programmes? What issues exist with this?	o Desk review	This question was added at the final phases, and questions were not asked on this during primary data collection. In addition, stakeholders interviewed were not appropriate to answer this question.
		10.6 Have there been efforts to secure innovative financing arrangements for refugee inclusion in Member States? How far have they been effective? What bottlenecks exist?	o Desk review	This question was added at the final phases, and questions were not asked on this during primary data collection. In addition, stakeholders interviewed were not appropriate to answer this question.
		10.7 Have there been new investments from the private sector? Have these been channelled through Government (public-private partnership) or through UNHCR-INGOs? What are the implications of these arrangements and are there opportunities to support further transition?	o Desk review	This question was added at the final phases, and questions were not asked on this during primary data collection. In addition, stakeholders interviewed were not appropriate to answer this question.

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
		10.8 Have long-term financing strategies been developed by Government, by UNHCR or any actor?	o Desk review	The work done has not identified any financing strategies, but no specific questions were asked during primary data collection.
		10.9 Do Member States or other relevant actors (e.g., IGAD, UNHCR) have partnership, resource mobilization and/or communication strategies in place?	o Desk review	The work done has not identified any partnership, resource mobilization and communication strategies, but no specific questions were asked during primary data collection.
		10.10 What role does the World Bank play in developing and sustaining multi-year financing? What modalities are used and what incentives or disincentives does this create?	o Desk review o Key informant interviews o Participatory workshops	Sufficient evidence was collected to answer this question.
11	Capacity of the IGAD Secretariat to coordinate and monitor the commitments of Member States.	11.1 Has the IGAD regional coordination mechanisms, particularly the Ministerial Committee on Education, Science, Technology, and Innovation (ESTI) been operationalized to oversee the implementation of this plan?	o Desk review o Key informant interviews	Sufficient evidence was collected to answer this question.
		11.2 Have terms of reference been developed for a Ministerial Committee?	o Desk review o Key informant interviews	Sufficient evidence was collected to answer this question.
		11.3 Has a regional policy framework for education, science, technology, and innovation, including skills and training programmes been developed?	o Desk review o Key informant interviews	Sufficient evidence was collected to answer this question.
		11.4 Has IGAD established a coordination unit within the Secretariat to coordinate the implementation of this Plan of Action?	o Desk review o Key informant interviews	Sufficient evidence was collected to answer this question.
12	Alignment of Member States and partner financing for quality education.	12.1 Are regional and national-level coordination, monitoring and tracking of activities and finance in place?	o Desk review o Key informant interviews	Sufficient evidence was collected to answer this question.
		12.2 Is international support sufficient and does it achieve the level of appropriate levels of international responsibility-sharing?	o Desk review o Key informant interviews o Participatory workshops	Insufficient data to answer this question with certainty, due in large part to transparency issues discussed in Chapter 5.2.
		12.3 What are the various roles and responsibilities and incentives among internationals for support and responsibility-sharing?	o Desk review	Sufficient data exist to start to answer this question. It is a political economy question, and answers are not definitive.
		12.4 What role does humanitarian financing play in supporting refugee inclusion in national education systems? What alignment exists between humanitarians and other actors?	o Desk review	Insufficient data to answer this question with certainty, due in large part to transparency issues discussed in Chapter 5.2
		12.5 Have existing or new pooled financing mechanisms been adapted, utilized, or established to support refugee inclusion? How far do they ensure	o Desk review	Insufficient data to answer this question with certainty, due in large part to

CL#	DD Commitment	Checklist	Data Sources	Data Sufficiency & Analytical Decisions
		continuity between humanitarian and development support for long-term coordinated investments?		transparency issues discussed in Chapter 5.2
		12.6 What accountability mechanisms exist for different actors contributing to refugee inclusion in national education systems?	o Desk review o Key informant interviews	Sufficient evidence was collected to answer this question.

Annex 3.3 Mapping of Evaluation Matrix to Checklist to Djibouti Declaration Paragraph

DD Evaluation Commitment	DD Evaluation Sub-Commitment	Evaluation Question	Checklist #
C. On Inclusion of Refugee Education in National Education Systems.	Integrate education for refugees and returnees into National Education Sector Plans by 2020.	EQ 2 SQ1	1.1; 1.2; 1.3; 1.4
	Enhance the capacity of IGAD to integrate education for refugees and returnees into national education systems.	EQ 3 SQ1; EQ 3 SQ4	11.1; 11.2; 11.3; 11.4
	Ensure refugee boys and girls have equitable and inclusive access to education.	EQ 2 SQ1	2.1; 2.2; 2.3; 2.4
	Exchange good practices and expertise in the inclusion of refugee and returnee teachers in the national education system.	EQ 2 SQ6	6.1; 6.2; 6.3; 6.4; 6.5
	Achieve inclusive and equitable access for refugees and returnees to quality higher education in line with national targets of host countries and countries of origin.	EQ 2 SQ2; EQ 2 SQ5	
	Simplify the mechanism for refugee children to access quality education and facilitate their rapid entry into the national education system.	EQ 2 SQ3	7.1; 7.2; 7.3; 8.1; 8.2; 8.3; 8.4; 8.5; 8.6; 8.7
E. On Financing, Partnerships and Monitoring in Support of Refugee Education.	Commit to developing costed, long-term refugee education response strategies, as part of national education sector plans based on comprehensive mapping of current and emerging resources and call upon humanitarian and development partners to support this process.	EQ 1 SQ4	9.1; 9.2; 9.3
	Urge International Financial Institutions (IFI) and bilateral, regional, and international partners, in the spirit of responsibility-sharing, to increase multi-year, predictable and sustainable support to IGAD and its Member States to ensure refugee and host community children and youth have greater access to quality education; also ensure that this support is transparent and aligned with national education sector plans.	EQ 3, SQ2; EQ 3 SQ3	10.1; 10.2; 10.3; 10.4; 10.5; 10.6; 10.7; 10.8; 10.9; 10.10
	Call upon IFIs and international partners to accelerate their investment in the education sector in countries of origin to help support the voluntary return and sustainable reintegration of returnees and IDPs in line with the national development plan.	EQ 3, SQ2; EQ 3 SQ3	10.1; 10.2; 10.3; 10.4; 10.5; 10.6; 10.7; 10.8; 10.9; 10.10
	Align financing from Member States and partners to strengthen national systems and plans, with a focus on the delivery of quality education and learning outcomes for refugees, returnees, and host communities.	EQ 3, SQ2; EQ 3 SQ3	12.1; 12.2; 12.3; 12.4; 12.5; 12.6
	Enhance the capacity of Member States to implement commitments to quality education and learning for refugees, returnees, and host communities.	EQ 1 SQ2; EQ 1 SQ3; EQ 1 SQ4; EQ 1 SQ5; EQ 1 SQ 6; EQ 2 SQ4	3.1; 3.2; 4.1; 4.2; 4.3; 4.4; 4.5; 4.6; 4.7; 4.8; 4.9; 4.10; 4.11; 4.12; 4.13; 5.1; 5.2; 5.3; 5.4; 5.5; 5.6; 5.7; 5.8; 5.9

Annex 4. Table of Djibouti Declaration Commitments

146.   The Djibouti Declaration consists of five commitments made by Member States, notably (a) Development of regional education quality standards, (b) Support for regional skills development for refugees, (c) Inclusion of refugee education in national education systems, (d) Accreditation and certification of education programmes and (e) Financing, partnership, and monitoring. This evaluation examines two commitments in detail, notably commitment (c) for inclusion of refugees in national education systems, and commitment (e) on financing, partnership, and monitoring. Each of these sub-commitments is associated with specific activities, outlined in an Action Plan, which was annexed to the Djibouti Declaration.[205] There is, however, a high degree of discrepancy between the Action Plan and the Declaration: the Action Plan does not replicate the precise wording of the Djibouti Declaration commitments, and it includes activities that have not necessarily been allocated to a sub-commitment. The below table outlines commitments, sub-commitments, and action plan elements for all five commitments; the commitments included in the scope of this evaluation are in black text, and those which are outside the scope are in grey text. Where action plan elements were not clearly linked to a sub-commitment, they are marked by an asterisk.

Commitment	Sub-Commitment	Action Plan Elements
A. On Regional Education Quality Standards	Establish regional minimum education standards and targets on access and delivery of quality education for pre-primary, primary, secondary, higher education including TVET and education for people with special needs to benefit refugees, returnees, and host communities in order to maximize learning outcomes.	n/a
	Adopt national education standards and include refugees in national systems to benefit from established standards within IGAD Member States.	n/a
	Task the IGAD Secretariat to work with Member States to coordinate and guide the implementation, monitoring, and follow-up of the established minimum standards for refugees, returnees, and host communities.	n/a
B. On Regional Skill Development for Refugees	Urge local and international partners to provide sustained and increased support for infrastructure and capacity-building for skills development, particularly in refugee-hosting areas.	n/a
	Match skill training to job opportunities in the IGAD region in order to enable access to secure livelihoods, self-reliance and dignified work for refugees as provided for in the 1951 Refugee Convention.	n/a

---

[205] Djibouti Declaration Plan of Action on Refugee Education in IGAD member states (2017).

C. On Inclusion of Refugee Education in National Education Systems	Integrate education for refugees and returnees into National Education Sector Plans by 2020.	• Determination of the status of Member States in their integration of education of refugees and returnees into ESPs • Mapping existing initiatives, proposals, and activities to integrate the education of refugees and returnees into ESPs • Supporting activities that lead to the integration of refugees and returnees into NEMIS • Strengthen EMIS data collection to include the needs of refugees and returnees • Fully integrate schools for refugees, including camp-based systems, into the national education system
	Enhance the capacity of IGAD Member States to integrate education for refugees and returnees into national education systems.	• Support Member States with expertise on refugee education • Share good practices and lessons learned to improve refugee and returnee education within the region • Training on the Education Sector planning process
	Ensure the protection of refugees in national education systems, particularly refugee and returnee children and their psychosocial well-being through a multisectoral approach	• Support schools to provide a safe environment that protects children from sexual and gender-based violence, forced recruitment, child labour and other harmful practices and risks • Support a protection system that responds to the mental health and psychosocial needs of refugee and returnee learners
	Respond to the distinctive learning needs of refugee and returnee boys and girls and ensure they have equitable and inclusive access to education.	• Consideration of the special needs of learners and adapting curricula, educational materials, learning spaces to increase participation and improved learning outcomes • Expansion and strengthening of accelerated and bridging learning programmes to increase enrolment and retention of refugee girls and boys in education • Supporting refugee and returnee children as appropriate in making language transitions in their countries of asylum or return • Provide, as appropriate, programmes that support mother-tongue proficiency for refugee children.
	Exchange good practices and expertise in the inclusion of refugee and returnee teachers in the national education system.	• Facilitation of teacher accreditation and certification across borders • Identification and implementation of methods to fast-track training and certification • Progressively align pay and conditions of service across host community and refugee teachers as it relates to experience and qualifications

		• Support continuous pre-service and in-service professional development of refugee and host community teachers • Increase gender parity and equalize career progression opportunities among teachers
	Achieve inclusive and equitable access for refugees and returnees to quality higher education in line with national targets of host countries and countries of origin.	• Identify emerging community college-type programmes as a platform for expansion, with development of modular training programmes targeted to country-specific training priorities • Work with international partners and Member States to extend provision of scholarships based on identified needs and equity considerations • Support increased refugee access to secondary education as a way to increase student throughput to higher education • Reinforce the capacity of the IGAD network of universities to monitor cross-border provision of higher education opportunities, and strengthen linkages between Member States • Support alternative pathways to higher education for youth
	Simplify the mechanism for refugee children to access quality education and facilitate their rapid entry into the national education system.	• Invest in expansion of distance learning opportunities for refugees, through support and investments in infrastructure and capacity, including IT capacity, with attention to language-of-instruction challenges
D. On Accreditation and Certification of Education Programmes.	Recognize and validate the qualifications of refugees and returnees across all levels of education, which is important for the development of the entire IGAD region.	n/a
	Call upon all IGAD Member States to ratify and domesticate the Convention on Recognition of Studies, Certificates, Diplomas, Degrees, and Other Academic Qualifications in Higher Education in African States, as a basis for the recognition of refugee and returnee qualifications.	n/a
E. On Financing, Partnerships and Monitoring in Support of Refugee Education.	Commit to developing costed, long-term refugee education response strategies, as part of national education sector plans based on comprehensive mapping of current and emerging resources, and call upon humanitarian and development partners to support this process.	• Develop costed, long-term refugee education response strategies, as part of national education sector plans based on a comprehensive mapping of current and emerging resources, and call upon humanitarian and development partners to support this process • Ensure the integration of these commitments and actions into the national action plans that are being developed in response to the Nairobi Plan of Action
	Urge International Financial Institutions and bilateral, regional, and international partners, in the spirit of responsibility-sharing, to increase multi-year, predictable and sustainable support to IGAD and its Member States to	• Mobilize immediate finance to take forward commitments agreed at the conference rapidly

	ensure refugee and host community children and youth have greater access to quality education; also ensure that this support is transparent and aligned with national education sector plans.	• Establish and reinforce regional and national-level coordination, monitoring and tracking of activities, and finance in support of the education sector including refugees
	Call upon IFIs and international partners to accelerate their investment in the education sector in countries of origin to help support the voluntary return and sustainable reintegration of returnees and IDPs in line with the national development plan.	• Identify good practices and value for money in financing of refugee and returnee education from an assessment of the efficiency and effectiveness of different financing strategies and mechanisms to enhance refugee and host community education
	Align financing from Member States and partners to strengthen national systems and plans, with a focus on the delivery of quality education and learning outcomes for refugees, returnees, and host communities.	• Explore innovative financing mechanisms for preparedness and the rapid provision of education for new refugees including use of the GPE Framework for Fragile States to fund emergency activities • Generate longer-term financing strategies with the involvement of relevant ministries, including exploring the potential use of pooled financing mechanisms that ensure continuity between humanitarian and development support to increase long-term, coordinated investment for national education systems to include refugees and returnees • Explore opportunities for public-private partnerships in support of education for refugees and returnees
	Strengthen the capacity of IGAD secretariat to coordinate and monitor the commitments of Member States towards quality education and learning for refugees, returnees, and host communities. This includes the establishment of the regular platform of the Ministerial Committee on Education, Science, Technology, and Innovation (ESTI).	n/a
	Enhance the capacity of Member States to implement commitments to quality education and learning for refugees, returnees, and host communities.	No actions identified

Annex 5. Table of Achievements by Country

Annex 5.1. Djibouti

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	The 2011–2016 PAEF did not mention or engage with refugees.	Both the 2017–2020 and the 2021–2025 PAEF include refugees. Refugees are analysed in the PAEF as a disadvantaged group requiring specific assistance. They are analysed independently (under a heading including other disadvantaged groups, notably nomadic populations). They are included at all levels of education. They are budgeted for, and specific costs are included directly in the PAEF budget. However, it is clearly stated that sources of financing must be external.	Yes	High
Commitment 2: Refugees (and returnees) have access to the public education system.	Refugee learners are located primarily in three camps (Ali Ade, Hol Hol and Merkazi); in addition, there are some urban refugees. In 2017, refugee education was offered through a parallel system at all levels in camps. Urban refugees had limited access to schools. All issues associated with refugee management were managed through administrative decrees that were relatively ad hoc.	Access to education is protected by a comprehensive framework around refugee rights, drafted and passed in 2017 (2017 Refugee law and 2017 Decree on refugee fundamental rights). This guarantees the right to education for refugees under the same conditions as nationals. It also guarantees complementary rights such as the right to movement and the right to work. It was passed before the Djibouti Declaration was signed. Camps have been transformed into settlements. Urban refugees are still based primarily in Djibouti-ville. Schools in settlements are coded as public. Schools in camps are managed by MoE as implementing partner but are funded by UNHCR. Curriculum transition is ongoing in Hol Hol and Ali Addeh. Yemeni curriculum is used in Markazi. Transition reflects existing language and dynamics issues in Djibouti. Refugees have received national scholarships to tertiary education systems.	Yes	High
Commitment 3: Refugees are integrated in the National Education Management Information System.	Refugees were educated through a parallel system and were not included in NEMIS.	Refugee students are fully included in the statistical system used by the Ministry of Education (MENFOP). However, it is not clear whether MENFOP has the resources to ensure	Yes	High

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		appropriate quality of data collection in the future. Disaggregation of results by protection status takes place in refugee settlements (urban refugees are not accounted for).		
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	Education for refugees was delivered completely through parallel learning institutions in camps. Urban refugees primarily accessed the private school system. Refugee schools were not registered in the public system.	**Registration as public**: Refugee schools have been registered as public schools. They are included in the PAEF and in budgeting processes. **Curriculum**: Curriculum is translated into English in Ali Addeh and Hol Hol. For Merkazi, the Yemeni curriculum is in use (which is also used in national Arabic schools in Djibouti). **Teacher Management**: Teacher management takes place through parallel systems. The 'fonctionnaire' option is not available to refugees. The Djiboutian Government has stated to UNHCR that refugees can be included as teachers in the public system, but no steps have been made yet. Refugees are hired as teachers in the private system. **Quality assurance**: MENFOP organizes coordination meetings with the community, but these are not happening as frequently as previously (under the parallel system). **Teaching and learning materials**: No information. **School maintenance and infrastructure**: Effectively managed by UNHCR, which has the budget. They contract MENFOP. Coordination takes place through MENFOP, which requests financing through HCR. This results in a longer process. There are discrepancies between refugee schools and host schools, with refugee schools having poor infrastructure compared with host schools. **School feeding**: No information. **Assessments**: The national system is used, integration has been achieved, but not for	Partially	Medium

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		Markazi. Refugees have access to national scholarships. **Placement**: Refugees have access to placements at the tertiary level, but there are language issues. **Capitation Grants**: No grant received		
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.		The national government has fully transitioned education from ONARS to MENFOP. Associated changes in staffing, budgeting, and resourcing are unclear. The planning process for the transition was never described. Exchange visits have taken place from Djibouti to Rwanda. Sub-national actors do not understand national-level planning processes.	Partially	Medium/Low
Commitment 6: Refugee teachers are included in the national education system.	Refugee teachers, paid through incentive programmes operated by UNHCR, were the primary teachers in refugee schools prior to 2017.	Refugee teachers continue to be the primary teachers of refugees. They are paid through an incentive scheme, which differs strongly from the payment scheme for national teachers. Refugee teachers cannot be hired through the national process as 'fonctionnaires'. They have, however, been qualified to a high enough standard that private schools are using them. Senior teachers and administrators are appointed to refugee schools but are selected through a competitive process in host schools.	Progress Needed	Low
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees.	No specific programmes were in place. Country of origin curricula were used.	Curriculum was translated into English. Arabic curriculum was used for Yemeni refugees; this corresponded with their mother tongue. No other additional work was identified relating to transition.	Partially	Medium
Commitment 8: Mechanisms for recognition of prior learning are in place at the regional and national levels.	Few mechanisms for the recognition of prior learning existed and the curriculum was not tailored.	The curriculum was translated into English and the curriculum certification aims to recognize previous schooling in Kenyan refugee camps. No national policies are in place for placement. Processes for placement are not clear.	Yes	Medium

98

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.	No costed plan was in place.	A costed plan is in place but has not been endorsed. The costs of refugee inclusion are fully integrated into the budget included in the PAEF. However, the government states that these costs must be met by external financing.	Yes	High
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.	No multi-year predictable financing existed in 2017.	Majority of financing continues to come from UNHCR. Djibouti does not have ECW multi-year financing under ECW. It does not have access to humanitarian financing mechanisms. Some financing has been leveraged from GPE and the World Bank. Outside formal financing mechanisms, local communities provide maintenance support for schools.	Partially	Low
Commitment 11: Alignment of Member States and partner financing for quality education.	No clear alignment	Little transparency and accountability, but evidence that Djibouti is advocating for more resources and engagement.	Partially	Low

Annex 5.2. Ethiopia

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	While refugees were mentioned twice in the EDSP V as a part of the background section, no substantive discussion of refugee inclusion took place.	In the EDSP VI, the specific opportunities and challenges associated with refugees are discussed. However, refugees are still considered to form a part of the 'Education in Emergencies' context. Specific indicators related to refugees are included in the performance management plan (NEMIS, Gross Enrolment Ratio). The assumptions used to develop the EDSP VI budget include the expansion of refugee education, but the specifics of these assumptions are not detailed.	Yes	High
Commitment 2: Refugees (and returnees) have access to the public education system.	No formal barriers were in place, but there was also no formal national-level protection for refugee rights. Camp-based refugee learners were educated through a fully parallel system; more integration took place for urban refugees.	The legal right to education has been confirmed through the 2019 proclamation, but access to post-primary education is dependent on available resources. Enrolment targets have been set for all education levels (pre-primary, primary and secondary) in the EDSP VI. In practice, camp-based learners had relatively limited access to public schools	Yes	Medium

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		during the evaluation period (only 1 secondary school had completed the transition process). This has expanded post the evaluation period.		
Commitment 3: Refugees are integrated in the National Education Management Information System.	Refugee students were not incorporated into EMIS.	Refugees are included in the national education information management system. The system is, however, administration heavy and has had significant issues with data quality. The government is working to resolve these issues. As late as 2021, inclusion of refugees could only be done through the development of additional procedures and processes; it is unclear whether these are sustainable financially or in terms of resources.	Partially	Medium
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	Primary sites of residence are camps. Refugee education in camps took place through a fully parallel system. Out-of-camp refugee learners were physically with nationals in an integrated system.	**Registration as public**: At the secondary school level, one parallel school had transitioned to government (i.e., being coded as public) by Q1 2023; 13 more transitions are planned by 2025. The process is slow, but planning has taken place. **Curriculum**: Host country curriculum is being used. Ethiopia's mother tongue policy benefits refugee learners, as curriculum is available in several languages (including refugee mother tongues). **Teacher management**: Teacher management is managed through a parallel system; the use of incentives and the lack of equity between the two systems causes tension. **Quality assurance**: The process of using the same quality assurance system has been hampered by coordination challenges between RRS and MoE; these are in the process of being resolved. **Teaching and learning materials**: Refugees and national learners use the same materials; the mother tongue policy supports streamlining of materials. **School maintenance and infrastructure**: Currently, the system continues to be primarily parallel, with existing agencies (e.g., DICAC)	Progress Needed	Low

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		running schools. Transition is taking place but slowly (see the school registration issue). **School feeding**: Through a parallel system for both national and refugee learners (WFP provides school feeding through both). **Assessments**: Quality assurance and standards are perceived to be higher in refugee schools than national systems. Secondary Pass rates in the national exam system are equivalent between refugee and national learners (but are very low for both, at 3%) For primary, pass mark for refugees is at over 90%. **Placement**: Refugees have access to placement systems. **Capitation grants**: Within the evaluation time period, information could not be confirmed. Capitation grants were provided to all refugee primary schools under the GEQPI-E in 2023.		
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.	--	Efforts are ongoing to transition education from RRS management to MoE. During the evaluation, the process of transition was only starting – indicating that such a process may take significant time. This effort is however, contentious, and limited progress has been made during the evaluation period. There was an IGAD supported teacher training programme in Gambella and Dolo Ado. There was a regional experience-sharing workshop in Addis Ababa in June 2022.	Partially	Medium
Commitment 6: Refugee teachers are included in the national education system.	Refugee teachers were in a fully separate and parallel system.	Integration has not taken place. Parity in terms of pay has not been achieved (refugee teachers have a salary of $26 per month; ARRA teachers have a salary of $196 per month). Refugee teachers are not qualified, or their qualifications are not recognized. They do not have full access to trainings, despite the existence of initiatives (though it was noted that access to trainings differs strongly	Progress Needed	

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		between refugee teachers, RRS teachers and national teachers; national teachers have the greatest access, then refugee teachers, then RRS teachers). Efforts have been made, with over 1,300 refugee incentive teachers trained under the GEQIP-E project. Refugee teachers do not have access to the public teaching system. There is no visible pathway for refugee teachers to be employed through the national system. All refugee secondary schools employ only national teachers professionally trained. 30% of refugee primary schools employ national teachers professionally trained.		
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees (and support their transition into the public education system).	Ethiopia has had a long-term policy of supporting primary education in mother tongues; this has supported refugees who are accessing the national education system.	The policy of providing primary education in mother tongues supports transition. Secondary education is provided in English, posing some issues for transition. Some investment has been made by sub-national actors in specific transition efforts (e.g., printing of textbooks). Dedicated programmes are limited in reach and financing. Use of refugee teachers has supported effective transition, according to several KIIs.	Partially	Medium
Commitment 8: Mechanisms for the recognition of prior learning are in place at the regional and national levels, supporting inclusion in national education systems and access to social services.	There was little discussion of refugee integration into national education systems at either the strategic or the practical level.	The 2020–2025 EDSP VI does not specifically outline an approach to the recognition of prior learning. Instead, it states "Develop mechanisms and strategy to address the educational needs of refugees" in relation to the strategy related to refugees under each component (referring to levels of general education) "Expand basic education for refugees and displaced populations". The UNHCR Ethiopia – refugee education strategy 2020–2025 does not make specific mention of the need to recognize prior learning from countries of origin.	Progress Needed	Low
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.	No costed plan could be identified from the documents provided; the planning documents would have rested with ARRA rather than MoE.	A costed plan has been developed; the Ministry of Education as well as RRS and other stakeholders have been actively involved, as have regional levels. The costed plan is linked to the EDSP VI and to fundraising efforts.	Yes	High

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.	Little if any multi-year predictable financing.	ECW has provided $32.7 M through a multi-year response plan. $55 M World Bank grant. $20 M GPE financing. Significant improvement.	Partially	Medium
Commitment 11: Alignment of Member States and partner financing for quality education.	Limited.	Donors are coordinated through the GEQIP-E programme. However, this effort focuses on (1) fundraising and (2) ensuring accountability on the part of the GoE. Efforts to hold the international community responsible could not be identified. Please note as well that the knowledge among the international community of how funds transfer through GoE is somewhat limited (feedback from participants in our workshops indicated that international actors learned about this through our workshop).	Partially	Medium

Annex 5.3. Kenya

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	The 2017 National Education Sector Plan included refugees, but needs were considered temporary, and they were included under the wider category of disadvantaged and excluded groups, and there were no specific efforts to support their inclusion.	Substantive efforts were made to include refugees in the 2018–2022 Kenya National Education Sector Strategic Plan with analysis and engagement on par with national students. The 2018–2022 NESP included a commitment to develop a policy on refugee education.	Yes	Medium/High
Commitment 2: Refugees (and returnees) have access to the public education system.	Refugees had access to public schools starting in 2013 with the signature of the Basic Education Act.	Refugees continue to have access to public education and have access to additional rights through the Refugee Act (2021).\n\nIn practice, camp-based refugees have access to camp schools that operated primarily through a parallel system, financed, and managed by UNHCR and partners. Urban refugees have access to national schools and the private system.	Yes	Medium
Commitment 3: Refugees are integrated in the National Education Management Information System.	Camp-based refugee students were not incorporated into EMIS. Those enrolled in public schools in urban/host community may have been included.	Refugees in camp-based schools are not included in the EMIS system, and a fully parallel management information system was developed specifically for Kakuma and Dadaab. However, there is a government gazette authorizing the use of refugee registration numbers for enrolment in NEMIS.	Progress Needed	Medium

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		In addition, students enrolled in public schools in urban areas (i.e., urban refugees) are likely to be enrolled in NEMIS.		
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	Over 80% of refugees live in camps. Refugee education in camps takes place through a fully parallel system. Out-of-camp refugee learners' study alongside nationals in an integrated system.	**Registration as public**: Primary sites of residence continue to be in camps. Schools in Kakuma and Dadaab are not registered as public schools. A fully parallel system continues to exist, though with strong alignment with the national system.	Progress Needed	Low
		Curriculum: Host country curriculum is being used.		
		Teacher management: Policy suggests that refugee students ought to be taught by qualified/nationally recognized teachers, but in practice, the incentive system for refugee teachers is in use.		
		Quality assurance: Quality assurance is parallel, though with ad hoc support from MoE quality assurance officers.		
		Teaching and learning materials: Teaching and learning materials are parallel.		
		School maintenance and infrastructure: Parallel structure is in place in camp schools.		
		School feeding: School feeding takes place through the international community in camp settings.		
		Assessments: Assessments and examinations are open to refugees. Refugees sometimes outperform host community students, but their learning outcomes are clearly and consistently below the national average.		
		Placement: Few options were open to refugee learners during the evaluation period although options expanded after.		
		Capitation grants: Capitation grants – refugee camp schools do not receive government		

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		capitation grants. Refugees enrolled in public schools are included in capitation grants.		
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.		The level of engagement of the MoE in refugee education at both policy and practice level has increased over the evaluation timeframe as evidenced by: Development of draft policy on refugee education; recent development of situation analysis report and costed strategy on refugee education; refugee education focal point in Directorate of Policy and Partnerships MOE; implementation of the national KPEEL programme in camp schools, including 8,000 scholarships for refugees to attend public secondary schools; ad hoc engagement of MoE in inclusion of refugee schools in ongoing capacity-building, assessments, etc.	Partially	Medium
Commitment 6: Refugee teachers are included in the national education system.	No	In camp schools, refugee teachers make up 80% of the workforce. Pay for refugee teachers is lower than for national teachers. The majority of refugee teachers are unqualified. Those who are qualified are not registered/recognized by the Teacher Service Commission – though a pathway for recognition of non-citizen qualified teachers is available. Training of refugee teachers is generally provided through the parallel system, though refugee teachers are increasingly included in national teacher training programmes in the refugee-hosting sub-counties.	Progress Needed	Low
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees (and support their transition into the public education system).	Transition programmes were very limited and were provided by humanitarian actors.	A special needs education mini workshop in a school took place at Kalobeyei in 2019. Transition programmes are not especially relevant for the protracted caseload in Kenya, and for refugees who have been studying the national curriculum, etc. Experience with the Elimu scholarships programme also reveals that language and weak academic skills have been a challenge for some, but not all, refugee learners transitioning to public schools; as such, this commitment may not be relevant.	Progress Needed	Low

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 8: Mechanisms for the recognition of prior learning are in place at the regional and national levels supporting inclusion in national education systems and access to social services.	The 2017 National Education Sector Plan included refugees, but needs were considered temporary, and they were included under the wider category of disadvantaged and excluded groups and there were no specific efforts to support their inclusion.	As highlighted above, Kenya's 2018–2022 Education Sector Plan is inclusive of refugee education, but it does not explicitly put forward a policy related to recognition of prior learning from one's home country. There is a Recognition of Prior Learning (RPL) policy, but it focuses primarily on skilled workers in the informal sector who do not have academic documents.	Yes	High
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.	No costed plan could be identified from the documents provided – a draft costed strategy has been developed.	A costed strategy has been developed in line with GOK's 2023 GRF pledge but is pending approval. Key performance indicators are aligned against NESSP targets and are budgeted	Partially	Medium
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.	Limited financing available.	Approximately $200 M has been leveraged ($140 M WB credit, $60 M WB grant) – only $26.9 M of this has been allocated specifically for refugee education interventions. Reporting of financing varies between different sources, with GPE reporting the full $200 M as an initiative towards refugee education and UNHCR reporting only $26.9 M.	Partially	LOW
Commitment 11: Alignment of Member States and partner financing for quality education.	Limited amount of alignment.	Financing for refugee education has remained limited to parallel financing through humanitarian and development partners. The World Bank's WHR IDA financing to government to implement programmes for refugee learners/schools represents a step towards alignment.	Partially	Low

Annex 5.4. Somalia

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	No analysis of refugees took place, but returnees from Dadaab camp particularly were considered.	A focus on returnees continued; the need to provide education to refugees was also discussed. Refugees were considered part of 'Education in Emergencies'. At the sub-national level, Puntland and Somaliland have included refugees in their sector plans.	Partially	Medium
Commitment 2: Refugees (and returnees) have access to the public education system.	At the national level, there was no overarching policy or legal framework around education in 2017; the Education Act was	At the national level, an Education Act was passed in 2021, but no substantive movement has been made on refugee education; a National Policy was drafted in 2019 that guarantees the right to education for refugees, but this was not passed. Most refugees are	Yes	Low

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
	passed in 2021. At the sub-national level, Puntland had an Education Act since 2007 and Somaliland since 2009.	located in urban areas. In the evaluation time period, most refugees were educated through the private system, however, Somaliland committed to educating refugees through the public system. As of January 2024, there are 2,375 students in public schools in Hargeisa.		
Commitment 3: Refugees are integrated in the National Education Management Information System.	There was no policy around the inclusion of refugees into EMIS.	Refugees are included in EMIS data and in the Somalia Education Yearbook (covering South-Central Somalia) but are not given separate analysis. Returnee refugees are also not included separately.	Partially	Medium
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.		**Registration as public**: Most education for refugees is provided through the private system, so coding is less relevant; in Hargeisa, schools providing education to refugees are coded as public. **Curriculum**: Curriculum verification is done by the federal government; host country curriculum is used. **Teacher management**: Teacher management again is not structured through a government managed system – primarily private. **Quality assurance**: Government makes efforts to support quality assurance and standards but has limited resources. Decentralization is an issue, with different systems in place in Somaliland, Puntland and South Central. The government has established a Comprehensive National Qualification System in 2022. **Teaching and learning materials**: Teaching and learning materials are integrated. **School maintenance and infrastructure**: Maintenance and infrastructure are integrated. **School feeding**: No information. **Assessments**: The government has established a Comprehensive National Qualification System in 2022. **Placement**: No information. **Capitation grants**: No information.	Not Applicable	Low
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.		Changes in government officials at the federal level, and disconnects between the federal and sub-national level, mean that capacity-building efforts have had limited effects. IGAD has engaged with government officials in attempts to build capacity.	Progress Needed	Low

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 6: Refugee teachers are included in the national education system.		Refugee teachers can teach in the private system if adequately qualified. As such, integration has taken place.	Not Applicable	n/a
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees (and support their transition into the public education system).	The government has not had adequate capacity to provide transition programmes.	The government has not had adequate capacity to provide transition programmes.	Not Applicable	n/a
Commitment 8: Mechanisms for the recognition of prior learning are in place at the regional and national levels, supporting inclusion in national education systems and access to social services.	There was very little mention of refugees in the ESP prior to 2022, and therefore, it is unlikely that specific policies related to the recognition of prior learning were in place.	Approaches to supporting refugee inclusion in education are not clearly articulated in the 2022–2026 ESP and references to policies related to prior learning were not available.	Progress Needed	Low
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.	No costed plan could be identified from the documents provided.	A costed plan has been drafted but not finalized and approved by the relevant government ministries until 2022.	Partially	Medium
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.		Some financing has been leveraged, with ECW committing $21.1 M through the multi-year response plan.	Partially	Medium
Commitment 11: Alignment of Member States and partner financing for quality education.		Little alignment takes place both at the national level and with regard to alignment between national and sub-national levels.	Partially	Low

Annex 5.5. South Sudan

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	In the 2012–2017 GESP, there was an underlying assumption that the government would include refugees in their planning process.	The 2017–2022 plan explicitly includes refugees, both in terms of stated scope and of analysis. The plan expired in 2022 and the 2023–2027 GESP is now in place. The policy framework in the country is outlined in the national development strategies and policies. For instance, in the South Sudan Development Strategy 2021−2024, education is a key component of Cluster 3 on services (social development), whose goal is to "increase support to the social sector for human capital	Yes	High

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		development and protect the vulnerable population, to leave no one behind."		
Commitment 2: Refugees (and returnees) have access to the public education system.	The Refugee Act of 2012 provides comprehensive rights for refugees, including the right to education.	The National General Education Policy 2017–2027 states that policies to mainstream refugee education into the national system and provide access to education for 60% of refugees will be implemented. The policy was under development during the period when the Djibouti Declaration was being developed and has been in force during the period of Djibouti Declaration implementation.	Yes	High
Commitment 3: Refugees are integrated in the National Education Management Information System.	There was no policy around the inclusion of refugees into EMIS.	Refugees countrywide are included in the Annual Education census, which consolidates the education-related data for purposes of planning. In 2018 and 2021, data for refugees were reflected in the Annual Ministry of General Education and Instruction report, which was a major milestone. However, the data collected remain disjointed with different data collection tools used by different stakeholders. The school admission registers printed at national level are not readily available in refugee schools, save for the schools that are already benefiting from capitation grants. Plans are underway by the national EMIS to integrate the EMIS data systems into one platform and UNHCR is part of the discussions.	Partially	Medium
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	Refugees live primarily in camps. A parallel system supported by the international community exists in these areas.	**Registration as public**: Schools have not been coded as public; international community still operates parallel schools.

Curriculum: Curriculum is the South Sudanese curriculum – significant work has been done on this and it is an accomplishment. However, some aspects of the curriculum are perceived as not so relevant to refugees (e.g., citizenship training and use of national languages at lower levels of primary 1 to primary 3). | Progress Needed | Low |

109

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		Teacher management: Teacher management takes place through fully parallel systems.		
		Quality assurance: Quality assurance and standards are fully parallel, in part because the GoSS does not have resources for the national system.		
		Teaching and learning materials: Teaching and learning materials are parallel, though GoSS is budgeting for refugees in estimates.		
		School maintenance and infrastructure: Fully parallel.		
		School feeding: School feeding is taking place through parallel systems. WFP is providing school feeding in partnership with MoGEI.		
		Assessments: Assessments and examinations – equal access.		
		Placement: Placement – parallel; for tertiary education, many refugees (Sudanese) prefer to return to Country of Origin		
		Capitation grants: Capitation grants – provided by the international community to compensate for schools not charging parents for fees. This is a major donor-funded initiative in South Sudan to improve access. Cash transfers for girls from primary 5 to secondary 4 also funded by Girls Education South Sudan (FCDO funded) but limited to schools receiving capitation grants.		
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.	Little capacity on the part of the GoSS.	GoSS capacity remains low. Governance scores are low, presence of staff is low, ability to pay staff is relatively limited. In this context, the effect of capacity-building efforts is likely to be limited.	Progress Needed	Medium
		No shift in structure around refugee education.		
		High levels of participation from senior government officials in meetings, trainings,		

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		workshops – in part to show commitment to the declaration. WB financing was not directly provided to the GoSS in the evaluation period, likely for transparency and compliance reasons – but this limits the capacity of the government to include refugees practically. But by 2023, World Bank was set to provide support to GoSS with health and education financing under the refugee funding window. The World Bank's IDA19 Mid-Term Refugee Policy Review clearly stated that IDA will continue to prioritize policy efforts for the socio-economic development of refugees and host communities, including refugee inclusion in education, health, and social protection services as well as access to economic opportunities and productive assets. UNHCR has engaged closely with the World Bank on the design of IDA18 and IDA19 programmes and will continue to do so under the new IDA20 financing window. The World Bank wants to achieve its policy commitment made to IDA Deputies that at least 60% of countries eligible for the IDA WHR will implement significant policy reforms by the end of the IDA20 replenishment cycle (30 June 2025).		
Commitment 6: Refugee teachers are included in the national education system.	Refugee teachers were in a fully separate and parallel system.	Parity in terms of pay has not been achieved with refugee teachers receiving higher and more consistent pay than national teachers. The bulk of the refugee teachers remains largely unqualified due to lack of training opportunities leading to certification. Due to financing limitations, UNHCR is unable to support the teacher training programmes. GoSS capacity to manage the existing teacher training institutes remains limited, as they rely on development partners to support the running of the 3 functional teacher training institutes.	Progress Needed	Low

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees (and support their transition into the public education system).	The government has not had adequate capacity to provide transition programmes. Humanitarian actors provide this type of programming.	Measures have been put in place to address the specific learning needs of refugees, in line with the commitments of GoSS on DD and refugee education 2030, both of which support the inclusion into national education systems and discourage parallel systems. Refugees are supported with intensive English language courses (materials for teachers are developed) that ensure transition into South Sudan curriculum, among the available Non-formal Alternative Education systems including Accelerated Learning Programme (ALP), Accelerated Primary and Accelerated Secondary Programs (APEP, ASEP); Community-Based Girls Schools (CGS); Basic Adult Literacy Programme (BALP); Pastoralist Education Programme (PEP) Intensive English Course (IEC).	There has been progress on this.	Medium
Commitment 8: Mechanisms for the recognition of prior learning are in place at the regional and national levels, supporting inclusion in national education systems and access to social services.	In the 2012–2017 GESP, there was a suggestion that refugees would be included in planning processes, but there was no specific plan for supporting the transition.	The 2017–2022 ESP, while it specifically mentions refugee learners and the need to address the challenges faced, there is no specific mention of recognition of prior learning.	Progress Needed	Low
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.	No costed plan could be identified from the documents provided.	In line with the DD, the MoGEI and its partners developed and adopted a 5-year costed National Education Response Plan (NERP), which is being implemented since 2019. MoGEI and its partners, led by UNHCR, have focused on concrete steps that are strengthening the system. They undertake regular resource-mapping and reporting on refugees and returnees and have successfully integrated these steps into national planning processes. They tried to scale up sensitization on the Djibouti Declaration in the states and counties with refugees, returnees, IDPs and host communities, on the importance of accruing education, training and livelihood, integrated peacebuilding, conflict resolution and community integration into the (extra) learning curriculum. Also, building national	Partially as dissemination to state and county levels need to be scaled up.	Medium

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		cohesion and reconstruction efforts in refugee-hosting areas and areas of return, reviewing TVET training courses and matching them against projected labour market needs in South Sudan, teachers training, and enumerations improved at refugee schools. GoSS reviewed the status of implementation in September 2023 with a call to continue with resource mobilization.		
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.	Limited if any financing provided through multi-year predictable commitments.	$70 M has been provided through the ECW MYRP, and $6 M through GPE financing. However, the ECW MYRP financing is limited to host community areas and does not directly benefit refugee-hosting areas. This includes Eastern Equatoria State (Magwi County, Kapoeta North County); Jonglei State (Duk County, Nyiro County); Lakes State (Awerial County, Yirol East County); Unity State (Guit County, Panyijiar County); Upper Nile State (Duk County); Warrap State (Tonj North, Tonj East, Gogrial West); Abyei Administrative Area and Pibor Administrative Area. The Global Partnership for Education (GPE) Board recently (February 2024) approved South Sudan's access to **indicative allocation** for a system transformation grant (STG) of $37,230,000 with the option to access an additional $9,200,000, the release of which is conditioned on GPE Board decision that top-up triggers have been achieved. In addition, the Board approved a **conditional access** to a Girls' Education Accelerator (GEA) grant of $25,000,000 subject to the Secretariat's confirmation of available Girls' Education Accelerator resources.	Partially	Medium
Commitment 11: Alignment of Member States and partner financing for quality education.	Limited if any alignment, due in part to low government capacity.	Little evidence can be found of efforts to align Member States and partner financing. South Sudan's national government has limited capacity to drive such movement. Development donors channel funds through	Partially	Low

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
		UN agencies, and as a result, the international community maintains a parallel system.		

Annex 5.6. Sudan

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	Refugees were not included at all in the 2012 interim plan.	The Federal Ministry of Education 2018–2022/23 General Education Sector Strategic Plan included refugees in the context analysis and priority setting. Under the sector plan Policy Priority 3: Increasing access to and equity in formal basic education, refugees were categorized among the vulnerable groups. The Inclusion of refugees in the sector plan was not cascaded to the sub-national MoE plans. The subnational sectors' plans are critical in planning, budgeting, and allocating education resources, including disbursement. As a result, there was a missing link between the national and sub-national plans.	Yes	Medium
Commitment 2: Refugees (and returnees) have access to the public education system.	The legal and policy environment has been positive: All children in Sudan are entitled to education under the General Education Planning and Organization Act (2001). Primary Education in Sudan is compulsory and free of charge following amendments to the Interim National Constitution of Sudan (2005). Refugee Access to Basic education-based on Article 13(1)(b) of the Asylum (Organization) Act 2014 provides that refugees and asylum-seekers are granted the same treatment as citizens with respect to basic education. Refugees are generally located in camps and are educated in camp schools	In 2021, 30% were enrolled in the national school system (public and private), and 70% were enrolled in schools for refugee children (South Sudanese refugees). Refugees within the urban or host community have full access to the nearest government schools in primary, intermediate, and secondary education under the same status as the nationals. At the tertiary level, refugees have access to public universities and institutions but are categorized as foreigners.	Yes	High
Commitment 3: Refugees are integrated in the National		Refugee education data were rolled out into the EMIS in 2019, but due to the political instability in the entire country and the security	No	low

Education Management Information System.		situation in some states, no further publication has been conducted.		
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	Historically, a parallel system has existed. In some cases, refugee education was perceived as being much better than education provided to the host community.	**Registration as public**: Strong presence of a parallel system. Some camp/settlement-based schools in Kassala, Gedaref are registered by the MoE, while some are not. Some states classify refugee community schools as private schools in terms of the annual fees paid to the Ministry of Education. **Curriculum**: There officially exists a curriculum for English and Arabic, accessible to refugees at primary and secondary levels. **Teacher management**: Varied from one state to another. For newly established schools, there exists some degree of parallel, however, partners have adopted practices that support inclusion, for example, harmonization of incentive pay, inclusion of MoE in recruitment exercise or grading of the teachers. There is a gradual process towards inclusion. **Quality assurance**: Integrated. **Teaching and learning materials**: Unclear. **School maintenance and infrastructure**: Fully parallel. **School feeding**: WFP supported refugee schools as a pilot in 2020 before the process was stopped. **Assessments**: Full inclusion with the use of national inclusion, though new refugees need to transition, and the process is not clearly laid out. **Placement**: Integrated refugees who undergo the full cycle of the curriculum are eligible to sit for both the state-level and national examination at primary, intermediate and secondary levels under the same status as nationals. **Capitation grants**: Refugees enrolled in host-community public schools are being counted for school grants, including some camp-based	Not Applicable	High

		schools handed over to MoE. Refugees enrolled in host-community public schools are financed by funds appropriated by the government.		
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.	No information.	The MoE and IGAD in 2022 organized a state-based workshop in Gezira state for stocktaking on inclusion. The workshop targeted MoE officials from states hosting refugees. In 2021, the CoR Sudan Refugee Government Commission handed over education programmes in East Sudan to MoE to manage the refugee-hosting schools based in the settlements/camps as schools under the UNHCR—MoE partnership. By the end of 2022, the MoE was overall responsible for managing refugee education in camps; however, the sources of financing varied from one location to another. The financing modalities that existed were: • NGO-funded education programmes • UNHCR – MoE-funded education refugee education programmes • NGO, UNHR, MoE partnership • MoE-funded – where refugees attend the host community or national schools.	Progress Needed	n/a
Commitment 6: Refugee teachers are included in the national education system.		Due to conflict and political instability, the teacher deployment system is not strong and is in flux. IGAD's teacher training system was piloted in Sudan.	Not Applicable	n/a
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees (and support their transition into the public education system).	Provided primarily by the international community.	Schools were handed over from CoR to MoE in East Sudan. Registration or coding of "refugee schools in camps and host community by MoE."	Not Applicable	n/a
Commitment 8: Mechanisms for the recognition of prior learning are in place at the regional and national levels, supporting inclusion in national education	Refugees nor their transition into the education system were included in previous education sector plans.	Sudan's 2018–2023 Education Sector Plan mentions the conducting of equivalency tests for refugees, provided they have adequate academic understanding of Arabic (specifically	Partially	Low

systems and access to social services.		citing the DD requirement) but not of tests recognizing prior learning.			
		However, Sudan was one of the countries that started the process of developing a comprehensive national qualification framework to facilitate the recognition of refugees.			
		The encampment policy restricts refugees from accessing social services; most refugee-hosting regions suffer from a lack of basic services.			
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.	No costed plan was present.	A costed plan was developed, but the ability to substantively engage around this plan has been affected by national political instability. Lack of financing modality for costed plans remains a challenge, and more so when it is not included in the Education sector plan.		Yes	Medium
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.		$17.7 M available from ECW MYRP but did not cover refugee education.		Partially	Medium
Commitment 11: Alignment of Member States and partner financing for quality education.		Limited alignment made more challenging by political volatility.		Partially	Low

Annex 5.7. Uganda

Commitment	Status in 2017	Status in 2021	Commitment Achieved?	Degree of Change?
Commitment 1: Refugees (and returnees in relevant states) are integrated in National Education Sector Plans by 2020.	Refugees were included in pre-2017 education sector plans. However, specific analysis of refugee needs was limited.	Refugees are substantively included in education sector strategic plans at both the national and sub-national levels. This includes: (1) development of specific sub-national plans around refugee inclusion at the sub-national level, (2) substantive analysis of refugee needs in the national education response plan, (3) inclusion at pre-primary, primary and secondary levels.	Yes	High
Commitment 2: Refugees (and returnees) have access to the public education system.	Education in Uganda is guided and regulated by The Education (Pre-Primary, Primary and Post-Primary) Act, 2008. The Ugandan Education Act 2008 states that "primary education shall be universal and compulsory for pupils aged 6 years	The Settlements Transformation Act of 2016 was implemented during the DD period; this was a positive movement. Urban children had access to the public system before 2017; they continue to have	Yes	Medium

	and above, which shall last seven years." This includes refugee children.	access. For camp children, movements have been made to transform camps into settlements, and schools are being transferred to the national education system.		
Commitment 3: Refugees are integrated in the National Education Management Information System.	The previous EMIS system was discontinued due to poor data quality and coverage in 2017.	Refugees are included in EMIS, but challenges remain regarding the roll-out of the system. A new system was launched in 2021, and the Government is still undergoing the transition of students and teachers onto the EMIS and Teacher Management Information System (TMIS) systems.	Partially	Medium
Commitment 4: Refugee learning institutions (with parallel systems of management, administration, and financing) have been integrated in the national education system.	Almost 50% of refugees in Uganda are located in three camps. A parallel education system existed in these camps. For out-of-camp refugees, education took place in parallel with national learners.	**Registration as public**: A high proportion of refugees are still housed in camps, though these are transforming into settlements. A parallel system is being handed over to the Government of Uganda (around 40% of refugee schools have been fully taken over in terms of administration and management). **Curriculum**: Host country curriculum is used. **Teacher management**: Teacher management takes place through the national system. Payment for refugee teachers is still lower than national teachers, as refugees without a teaching qualification from Uganda are employed as Assistant Teachers and their salaries are lower than the qualified trained teachers, most of whom are Ugandan nationals. **Quality assurance**: No information. **Teaching and learning materials**: In the process of being handed over (40% have been fully transferred) **School maintenance and infrastructure**: Generally integrated, but some information is lacking. **School feeding**: No information. **Assessments**: Integrated. **Placement**: Challenging given poor conditions in schools (ref British Council report).	Partially	Medium

		Capitation grants: Capitation grants are in use, however, not all refugees benefit from them. Refugees in 51 schools that were coded through support of one World Bank project in the window for refugees and host project (WHR) are included in the allocation formulae for capitation grants.		
Commitment 5: States are better capacitated to include refugees and returnees in national education systems than prior to the DD.	Limited capacity-building.	Authorities took part in IGAD's teacher training programme. Uganda has established a National coordinating Secretary. The ERP has been a good practice.	Yes	n/a
Commitment 6: Refugee teachers are included in the national education system.		Parity of pay has been achieved. Many refugee teachers do not meet qualification requirements. There is a pathway and support for refugee teachers to join the national education system. Refugees without a teaching qualification from Uganda are employed as Assistant Teachers and their salaries are lower than the qualified trained teachers, most of whom are Ugandan nationals.	Yes	High
Commitment 7: Specific interventions have been put in place that respond to the distinct learning needs of refugees (and support their transition into the public education system).	The Ugandan curriculum was inclusive of refugee issues, but transition programmes were relatively weak.	The Ugandan government, UNHCR and NGOs have invested, not only in curricula that are inclusive of refugee issues, but also in specific Accelerated Learning Programmes to support refugees in catching up and joining the national curriculum. Language is an issue in the uptake and impact of these programmes.	Partially	Medium
Commitment 8: Mechanisms for the recognition of prior learning are in place at the regional and national levels, supporting inclusion in national education systems and access to social services.	The Uganda ESSP 2007–2015 did not mention refugee education. Uganda's 2017–2020 education strategic plan spoke to the need to provide access to education for refugee learners, but more as a measure as part of an emergency response and did not mention recognition of prior learning.	Uganda's 2021/22–2024/25 Ministry of Education and Sports Second Education Response Plan for Refugees and Host Communities in Uganda speaks to the need for continued advocacy on various challenges refugees face in accessing education, including equating and grading of prior education certification, but not specifically on steps that will be taken to ensure this.	Partially	Medium
Commitment 9: Development, endorsement and dissemination of costed plans or strategies.		A costed plan has been developed and is the basis of the ERP (Education Response Plan). The costed plan is the basis of advocacy to the	Yes	High

119

		international community and efforts to hold the international community to account.		
Commitment 10: Multi-year predictable financing for refugee and host communities has been mobilized.		ECW MYRP: $72.4 M GPE: $0.5 M WB Grant: $50 M	Partially	Medium
Commitment 11: Alignment of Member States and partner financing for quality education.		The development of the Education Response Plan (ERP) system represents a good practice for tracking Member States' and partners' contributions and ensuring alignment with national policies and goals. The use of outside expertise (OPM) and the alignment of different actors around refugee education and monitoring both the international community and government commitments has been useful.	Yes	High

Annex 6. List of Interviewees

Annex 6.1. Summary Table

# of interviews by actor and location	Location								
Actor Type (Group)	**Djibouti**	**Ethiopia**	**Kenya**	**Regional**	**Somalia**	**South Sudan**	**Sudan**	**Uganda**	**Grand Total**
International Agencies	4	5	7	13	11	18	8	10	76
National Implementation Actors	5	1	1		1	5		4	17
National Policy Actors	8	4	1	2	1	3		5	24
Quasi-Government Bodies		1	2		1	1	1	1	7
RLOs, Refugee Teachers, Community Leaders	4	12	10			11		6	43
Sub-National Actors	9	9	1			1		4	24
Grand Total	**30**	**32**	**22**	**15**	**14**	**39**	**9**	**30**	**191**

Annex 6.2. KII List

Unique Id	Country	Reference Code	Actor Type	Actor Sub-Type
001DJI	Djibouti	UNHCR-KII-National Policy Actor-159	National Policy Actors	Ministère des Affaires Étrangères et de la Coopération Internationale
002DJI	Djibouti	UNHCR-KII-Djibouti-National Implementation Actor-153	National Implementation Actors	Ministry of Education and Vocational Training of Djibouti
003DJI	Djibouti	UNHCR-KII-Djibouti-International Agency-158	International Agencies	UNHCR
004DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-155	National Policy Actors	Ministry of Education and Vocational Training of Djibouti
005DJI	Djibouti	UNHCR-KII-Djibouti-National Implementation Actor-146	National Implementation Actors	Ministry of Education and Vocational Training of Djibouti
006DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-129	Sub-National Actors	Ministry of Education and Vocational Training of Djibouti
007DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-156	Sub-National Actors	Ministry of Education and Vocational Training of Djibouti
008DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-139	Sub-National Actors	Ministry of Education and Vocational Training of Djibouti
010DJI	Djibouti	UNHCR-KII-Djibouti-Refugee Teacher-154	Refugee Teachers	Ministry of Education and Vocational Training of Djibouti
011DJI	Djibouti	UNHCR-KII-Djibouti-Subnational Actor-150	Sub-National Actors	Ministry of Education and Vocational Training of Djibouti
012DJI	Djibouti	UNHCR-KII-Djibouti-Refugee Teacher-142	Refugee Teachers	MENFOP - Holl Holl
013DJI	Djibouti	UNHCR-KII-Djibouti-International Agency-30	International Agencies	World Bank
014DJI	Djibouti	UNHCR-KII-Djibouti-National Implementation Actor-128	National Implementation Actors	Ministère des Affaires Sociales et des Solidarités (MASS)
015DJI	Djibouti	UNHCR-KII-Djibouti-National Implementation Actor-130	National Implementation Actors	ADDS (Agence Djiboutienne de Développement Social)
016DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-131	National Policy Actors	Ministry of Education and Vocational Training of Djibouti
017DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-152	National Policy Actors	Ministry of interior and ONARS
018DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-148	National Policy Actors	Ministry of Education and Vocational Training of Djibouti
019DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-145	National Policy Actors	Ministry of Social Affairs and Solidarity
020DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-147	National Policy Actors	Ministry of Interior
021DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-157	Sub-National Actors	MENFOP - Ali - Adde
022DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-157	Sub-National Actors	MENFOP - ALI - Adde
023DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-157	Sub-National Actors	Ministry of Education and Vocational Training of Djibouti
024DJI	Djibouti	UNHCR-KII-Djibouti-Refugee Teacher-160	Refugee Teachers	MENFOP - Ali - Adde
025DJI	Djibouti	UNHCR-KII-Djibouti-Sub national Actor-140	Sub-National Actors	MENFOP - MARKAZI
026DJI	Djibouti	UNHCR-KII-Djibouti-National Implementation Actor-141	Sub-National Actors	MENFOP
027DJI	Djibouti	UNHCR-KII-Djibouti-International Agencies-149	International Agencies	IOM
028DJI	Djibouti	UNHCR-KII-Djibouti-International Agencies-144	International Agencies	UNICEF
029DJI	Djibouti	UNHCR-KII-Djibouti-National Policy Actor-151	National Policy Actors	Ministry of Interior
030DJI	Djibouti	UNHCR-KII-Djibouti-Refugee Teacher-143	Refugee Teachers	MENFOP - Holl Holl
031DJI	Djibouti	UNHCR-KII-Djibouti-National Implementation Actor -31	National Implementation Actors	MASS

001ETH	Ethiopia	UNHCR-KII-Ethiopia-International Agencies -32	International Agencies	UNHCR
002ETH	Ethiopia	UNHCR-KII-Ethiopia-International Agencies-183	International Agencies	GIZ
003ETH	Ethiopia	UNHCR-KII-Ethiopia-International Agencies-133	International Agencies	USAID (GPE Grant)
004ETH	Ethiopia	UNHCR-KII-Ethiopia-International Agencies-133	International Agencies	USAID (GPE Grant)
005ETH	Ethiopia	UNHCR-KII-Ethiopia-National Policy Actor-136	National Policy Actors	MoE
006ETH	Ethiopia	UNHCR-KII-Ethiopia-National Policy Actor-135	National Policy Actors	RRS
007ETH	Ethiopia	UNHCR-KII-Ethiopia-National Policy Actor-178	National Policy Actors	Ministry of Labour and Skills (MOLS)
008ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-179	Sub-National Actors	Regional Education Bureau (Benishangul-Gumuz)
009ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-181	Sub-National Actors	Regional Education Bureau (Benishangul-Gumuz)
010ETH	Ethiopia	UNHCR-KII-Ethiopia-National Policy Actor-137	Sub-National Actors	REB (Gambella)
011ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-177	Sub-National Actors	REB (Gambella)
012ETH	Ethiopia	UNHCR-KII-Ethiopia-International Agencies-173	International Agencies	UNHCR
013ETH	Ethiopia	UNHCR-KII-Ethiopia-National Policy Actor-174	National Policy Actors	Ministry of Finance and Economic Cooperation
014ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-175	Sub-National Actors	Finance and Planning Bureau Head
015ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-176	Refugee Teachers	Secondary School Teacher in a refugee Camp
016ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-180	Sub-National Actors	Regional education coordinator
017ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-182	Sub-National Actors	Somali Regional State
018ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-138	Refugee Teachers	Teachers engaged in IGAD Training -DICAC
019ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-134	Refugee Teachers	Teachers engaged in IGAD Training -DICAC
020ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-172	Refugee Teachers	Teachers engaged in IGAD Training -DICAC
021ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-171	Refugee Teachers	Teachers engaged in IGAD Training -DICAC
022ETH	Ethiopia	UNHCR-KII-Ethiopia-National Implementation Actor-169	National Implementation actors	DICAC
023ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-166	Refugee Teachers	Ethiopian Orthodox Church Development and Inter Church Aid Commission
024ETH	Ethiopia	UNHCR-KII-Ethiopia-Subnational Actor-168	Sub-National Actors	Ethiopian Orthodox Church Development and Inter Church Aid Commission
025ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-170	Refugee Teachers	Ethiopian Orthodox Church Development and Inter Church Aid Commission
026ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-167	Refugee Teachers	Ethiopian Orthodox Church Development and Inter Church Aid Commission
027ETH	Ethiopia	UNHCR-KII-Ethiopia-Sub National Actor-161	Sub-National Actors	Zonal Coordinator of Secondary Education
028ETH	Ethiopia	UNHCR-KII-Ethiopia-Community Leader-162	Community Leaders	Refugees and Returnees Affairs (RRS)
029ETH	Ethiopia	UNHCR-KII-Ethiopia-Community Leader-163	Community Leaders	Refugees and Returnees Affairs (RRS)
030ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-165	Refugee Teachers	Church Aid Commission

031ETH	Ethiopia	UNHCR-KII-Ethiopia-Refugee Teacher-164	Refugee Teachers	commission
032ETH	Ethiopia	UNHCR-KII-Ethiopia-Qausi Government-33	Quasi-Government Bodies	DICAC
001KEN	Kenya	UNHCR-KII-Kenya- International Agency-101	International Agencies	UNHCR
002KEN	Kenya	UNHCR-KII-Kenya- Subnational Actor-102	Sub-National Actors	WIK
003KEN	Kenya	UNHCR-KII-Kenya- Qausi Gov bodies-103	Quasi-Government Bodies	LWF (Primary education organization)
004KEN	Kenya	UNHCR-KII-Kenya- RLO-132	RLOs	Dadaab Response Association
005KEN	Kenya	UNHCR-KII-Kenya- Refugee teacher-104	Refugee Teachers	LWF
006KEN	Kenya	UNHCR-KII-Kenya- RLO-105	Community Leaders	Community Leader
007KEN	Kenya	UNHCR-KII-Kenya- International Agency-106	International Agencies	UNHCR
008KEN	Kenya	UNHCR-KII-Kenya- International Agency-106	International Agencies	UNHCR
009KEN	Kenya	UNHCR-KII-Kenya- National Policy Actor-107	National Policy Actors	Kenya National Qualifications Authority
010KEN	Kenya	UNHCR-KII-Kenya- International Agency-108	International Agencies	AVSI
011KEN	Kenya	UNHCR-KII-Kenya-National Implementation Actor-109	National Implementation Actors	UNHCR
012KEN	Kenya	UNHCR-KII-Kenya- International Agency-110	International Agencies	UNESCO
013KEN	Kenya	UNHCR-KII-Kenya- International Agency-111	International Agencies	Lutheran World Federation
014KEN	Kenya	UNHCR-KII-Kenya- International Agency-112	International Agencies	Lutheran World Federation
015KEN	Kenya	UNHCR-KII-Kenya- Refugee teacher-184	Refugee Teachers	Community Leader - Dadaab
016KEN	Kenya	UNHCR-KII-Kenya- RLO-117	RLOs	Community-based organisation - Kakuma
017KEN	Kenya	UNHCR-KII-Kenya- RLO-113	RLOs	Community-based organisation - Dadaab
018KEN	Kenya	UNHCR-KII-Kenya- Community Leader-114	Community Leaders	Senior Teacher - Dadaab
019KEN	Kenya	UNHCR-KII-Kenya- Community Leader-115	Community Leaders	Community leader - Nairobi
020KEN	Kenya	UNHCR-KII-Kenya- Community Leader-116	Community Leaders	Community leader
021KEN	Kenya	UNHCR-KII-Kenya- Community Leader-100	Community Leaders	Community leader - Kakuma
022KEN	Kenya	UNHCR-KII-Kenya- Qausi Gov bodies-188	Quasi-Government Bodies	Windle International Kenya
001REG	Regional	UNHCR-KII-Regional- National Policy Actor-51	National Policy Actors	IGAD
002REG	Regional	UNHCR-KII-Regional- International Agency-55	International Agencies	IGAD
003REG	Regional	UNHCR-KII-Regional- International Agency-58	International Agencies	GIZ
004REG	Regional	UNHCR-KII-Regional- International Agency-60	International Agencies	UNHCR
005REG	Regional	UNHCR-KII-Regional- International Agency-56	International Agencies	UNHCR
006REG	Regional	UNHCR-KII-Regional- International Agency-62	International Agencies	UNHCR

007REG	Regional	UNHCR-KII-Regional- International Agency-49	International Agencies	UNHCR
008REG	Regional	UNHCR-KII-Regional- International Agency-54	International Agencies	Researcher (Teacher Management)
009REG	Regional	UNHCR-KII-Regional- International Agency-53	International Agencies	IGAD
010REG	Regional	UNHCR-KII-Regional- International Agency-50	International Agencies	Participant
011REG	Regional	UNHCR-KII-Regional- International Agency-52	International Agencies	UNHCR EHAGL
012REG	Regional	UNHCR-KII-Regional- International Agency-185	International Agencies	World Bank
013REG	Regional	UNHCR-KII-Regional- International Agency-61	National Policy Actors	IGAD
014REG	Regional	UNHCR-KII-Regional- International Agency-59	International Agencies	UNHCR
015REG	Regional	UNHCR-KII-Regional- International Agency-57	International Agencies	Independent researcher
001SOM	Somalia	UNHCR-KII-Somalia- International Agency-36	International Agencies	UNHCR-RO
002SOM	Somalia	UNHCR-KII-Somalia- International Agency-38	International Agencies	UNHCR-Sub-office Galkacyo
003SOM	Somalia	UNHCR-KII-Somalia-National Policy Actor-35	National Policy Actors	MoECHE
004SOM	Somalia	UNHCR-KII-Somalia- International Agency-37	National Implementation Actors	Mercy Corps
005SOM	Somalia	UNHCR-KII-Somalia- Quasi Government Body -44	Quasi-Government Bodies	Windle International Somalia
006SOM	Somalia	UNHCR-KII-Somalia- International Agency-43	International Agencies	UNHCR-RO
007SOM	Somalia	UNHCR-KII-Somalia- International Agency-39	International Agencies	UNHCR
008SOM	Somalia	UNHCR-KII-Somalia- International Agency-40	International Agencies	UNHCR
009SOM	Somalia	UNHCR-KII-Somalia- International Agency-48	International Agencies	UNHCR
010SOM	Somalia	UNHCR-KII-Somalia- International Agency-46	International Agencies	TASS
011SOM	Somalia	UNHCR-KII-Somalia- International Agency-45	International Agencies	UNHCR
012SOM	Somalia	UNHCR-KII-Somalia- International Agency-41	International Agencies	TASS
013SOM	Somalia	UNHCR-KII-Somalia- International Agency-42	International Agencies	UNHCR
014SOM	Somalia	UNHCR-KII-Somalia- International Agency-47	International Agencies	UNICEF Education cluster
001SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-1	International Agencies	UNICEF
002SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-2	International Agencies	UNHCR
003SSD	South Sudan	UNHCR-KII-South Sudan-National Implementation Actor-3	National Implementation Actors	MOGEI
004SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-4	International Agencies	NRC
005SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-5	International Agencies	World Vision
007SSD	South Sudan	UNHCR-KII-South Sudan-Refugee Teacher-7	Refugee Teachers	Nur Primary School (Doro Camp)
008SSD	South Sudan	UNHCR-KII-South Sudan-RLO-8	RLOs	Youth Activity Leader

009SSD	South Sudan	UNHCR-KII-South Sudan-Refugee Teacher-9	Refugee Teachers	Alwa Primary School Head Teacher
010SSD	South Sudan	UNHCR-KII-South Sudan-RLO-10	RLOs	Language skill Centre, Makpandu refugee camp
012SSD	South Sudan	UNHCR-KII-South Sudan-Quasi Government Body-13	Quasi-Government Bodies	CGA Technologies
013SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-14	International Agencies	Save the Children
014SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-15	International Agencies	UNHCR
015SSD	South Sudan	UNHCR-KII-South Sudan-Community Leader-16	Community Leaders	Community Leader
016SSD	South Sudan	UNHCR-KII-South Sudan-Refugee Teacher-17	Refugee Teachers	Makpandu refugee primary school
017SSD	South Sudan	UNHCR-KII-South Sudan-RLO-18	RLOs	Batil Camp Youths
018SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-19.1 and 19.2	International Agencies	LWF
020SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-21	International Agencies	UNHCR
021SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-27.1 and 27.2	International Agencies	UNHCR
022SSD	South Sudan	UNHCR-KII-South Sudan-National Policy Actor-122	National Policy Actors	MOGEI
023SSD	South Sudan	UNHCR-KII-South Sudan-Sub national Actor -23	Sub-National Actors	Ministry of Foreign Affairs, South Sudan
024SSD	South Sudan	UNHCR-KII-South Sudan-National Policy Actor -22	National Policy Actors	MOGEI
025SSD	South Sudan	UNHCR-KII-South Sudan-National Implementation Actor -28.1 and 28.2	National Implementation Actors	South Sudan Refugee Commission
026SSD	South Sudan	UNHCR-KII-South Sudan-National Implementation Actor -29	National Implementation Actors	MOGEI
027SSD	South Sudan	UNHCR-KII-South Sudan-National Implementation Actor-125	National Implementation Actors	MOGEI
028SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-24.1, 24.2 and 24.3	International Agencies	ACROSS
030SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-29	International Agencies	WFP
031SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-26	International Agencies	LWF
032SSD	South Sudan	UNHCR-KII-South Sudan-National Implementation Actor-122	National Implementation Actors	MOGEI
033SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-123.1 and 123.2	International Agencies	Finn Church Aid
034SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-25	International Agencies	GPE
035SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-25	International Agencies	International Agency
036SSD	South Sudan	UNHCR-KII-South Sudan-Refugee Teacher-126	Refugee Teachers	Werak Primary School
037SSD	South Sudan	UNHCR-KII-South Sudan-Refugee Teacher-126	Refugee Teachers	Gendrassa Camp
038SSD	South Sudan	UNHCR-KII-South Sudan-Refugee Teacher-7	Refugee Teachers	Gamak Primary School
039SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-4	International Agencies	NRC
040SSD	South Sudan	UNHCR-KII-South Sudan-International Agency-4	International Agencies	NRC

042SSD	South Sudan	UNHCR-KII-South Sudan-Community Leader-120	Community Leaders	Makpandu Refugee camp
044SSD	South Sudan	UNHCR-KII-South Sudan- International Agency-121	International Agencies	IGAD
045SSD	South Sudan	UNHCR-KII-South Sudan- National Policy Actor-118	National Policy Actors	MOHEST
001SDN	Sudan	UNHCR-KII-Sudan- International Agency-97	International Agencies	UNHCR
002SDN	Sudan	UNHCR-KII-Sudan- International Agency-98	International Agencies	UNHCR
003SDN	Sudan	UNHCR-KII-Sudan- International Agency-92	International Agencies	UNICEF c/o
004SDN	Sudan	UNHCR-KII-Sudan- Qausi Gov-91	Quasi-Government Bodies	SCI
005SDN	Sudan	UNHCR-KII-Sudan- International Agency-93	International Agencies	IGAD
006SDN	Sudan	UNHCR-KII-Sudan- International Agency-95	International Agencies	Save the Children
007SDN	Sudan	UNHCR-KII-Sudan- International Agency-96	International Agencies	IGAD
008SDN	Sudan	UNHCR-KII-Sudan- International Agency-99	International Agencies	CRRF Sudan
009SDN	Sudan	UNHCR-KII-Sudan- International Agency-94	International Agencies	UNHCR
001UGA	Uganda	UNHCR-KII-Uganda- National Policy Actor-63	National Policy Actors	MoES
002UGA	Uganda	UNHCR-KII-Uganda- National Policy Actor-70	National Policy Actors	MoES
003UGA	Uganda	UNHCR-KII-Uganda- National Policy Actor-71	National Policy Actors	MoES
004UGA	Uganda	UNHCR-KII-Uganda- National Policy Actor-72	National Policy Actors	MoES
005UGA	Uganda	UNHCR-KII-Uganda- International Agency-73	International Agencies	Finn Church Aid
006UGA	Uganda	UNHCR-KII-Uganda- International Agency-74	International Agencies	UNHCR
007UGA	Uganda	UNHCR-KII-Uganda- Subnational Actor-76	Sub-National Actors	CRRF
008UGA	Uganda	UNHCR-KII-Uganda- Subnational Actor-77	Sub-National Actors	OPM
009UGA	Uganda	UNHCR-KII-Uganda- International Agency-79	International Agencies	UNICEF
010UGA	Uganda	UNHCR-KII-Uganda- International Agency-78	International Agencies	UNESCO
011UGA	Uganda	UNHCR-KII-Uganda- International Agency-80	International Agencies	IGAD
012UGA	Uganda	UNHCR-KII-Uganda- International Agency-81	International Agencies	IGAD
013UGA	Uganda	UNHCR-KII-Uganda- National Implementation Actor-83	National Implementation Actors	Inter-University Council of East Africa
014UGA	Uganda	UNHCR-KII-Uganda-Subnational Actor-86	Sub-National Actors	Uganda National Association of Teachers Unions
015UGA	Uganda	UNHCR-KII-Uganda- Quasi Gov Body-67	Quasi-Government Bodies	National Curriculum Development Center
016UGA	Uganda	UNHCR-KII-Uganda- National Implementation Actor-88	National Implementation Actors	Adjumani District
017UGA	Uganda	UNHCR-KII-Uganda- National Policy Actor-84	National Policy Actors	Ministry of the East African Community
018UGA	Uganda	UNHCR-KII-Uganda- Subnational Actor Actor-90	Sub-National Actors	MOES

019UGA	Uganda	UNHCR-KII-Uganda- RLO-66	RLOs	YARID
020UGA	Uganda	UNHCR-KII-Uganda- RLO-69	RLOs	Now and Tomorrow Uganda Located in Nakivale Refugee Settlement.
021UGA	Uganda	UNHCR-KII-Uganda- RLO-69	RLOs	Rubondo Community SS in Nakivale Refugee Settlement.
022UGA	Uganda	UNHCR-KII-Uganda- Community Leader-64	Community Leaders	Juru Sub-Base camp, Nakivale Refugee Settlement
023UGA	Uganda	UNHCR-KII-Uganda- Refugee Teacher-75	Refugee Teachers	Youth Initiative Primary School
024UGA	Uganda	UNHCR-KII-Uganda- International Agency-186	International Agencies	FCA
025UGA	Uganda	UNHCR-KII-Uganda- Community Leader-187	Community Leaders	Secretary for Education at Kyaka II Council Refugee Settlement
026UGA	Uganda	UNHCR-KII-Uganda- International Agency-82	International Agencies	Windle International Uganda
027UGA	Uganda	UNHCR-KII-Uganda- International Agency-68	International Agencies	IGAD
028UGA	Uganda	UNHCR-KII-Uganda- National Implementation Actor-89	National Implementation Actors	RELON
029UGA	Uganda	UNHCR-KII-Uganda- National implementation Actor-65	National Implementation Actors	UNEB
030UGA	Uganda	UNHCR-KII-Uganda- International Agency-85	International Agencies	UNHCR

Annex 7. List of Works Cited

Abebe, Tsion Tadesse. (2018). *Ethiopia's Refugee Response. Institute of Security Studies.* East African Report 19, Institute for Security Studies. https://issafrica.s3.amazonaws.com/site/uploads/ear19.pdf

African Continental Qualifications Framework. (2022). *IGAD Regional Qualifications Framework: Validation meeting.* https://acqf.africa/capacity-development-programme/support-to-countries/igad-qualifications-framework-experience-sharing-with-acqf/acqf-presentation-at-igad-stakeholders-final-consultation-workshop-oct-2022/@@display-file/file/IGAD_keynote%20session_Eduarda%20CBranco_19Oct2022.pdf

African Union. (1981). *African Charter on Human and People's Rights,* "Article 17." https://au.int/sites/default/files/treaties/36390-treaty-0011_-_african_charter_on_human_and_peoples_rights_e.pdf

African Union. (2015). *Agenda 2063: The African We Want,* "Aspiration 1, Goal 2."https://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Agenda2063_Popular_Version_English.pdf

Agblorti, Samuel K. M., et al., (2023). "Context Matters: The Implications of the Mode of Service Provision for Structural and Relational Integration of Refugees in Ghana and Ethiopia." *Journal of Refugee Studies* 37, no. 1: 134–156. https://doi.org/10.1093/jrs/fead080

Al Fara, Heba. (2022.) "Global Compact on Refugees: A Transformative Moment in Refugee Policy?" *Bath Papers in International Development and Wellbeing,* no. 71, 1-32. https://www.econstor.eu/bitstream/10419/284127/1/BPD71_August2022.pdf

Bengtsson, Stephanie, et al., (2020). *Teacher Management in Refugee Settings: Ethiopia.* Education Development Trust. https://unesdoc.unesco.org/ark:/48223/pf0000373686/PDF/37a686eng.pdf.multi

Bengtsson, Stephanie, et al., (2023). *Teacher Management in Refugee Settings: Uganda.* Education Development Trust. https://edtlive.b-cdn.net/live/media/c1hne2da/teacher-management-in-refugee-settings-uganda.pdf

Better Evaluation. (2021). Contribution Analysis. https://www.betterevaluation.org/methods-approaches/approaches/contribution-analysis

Better Evaluation. (2021). Developmental Evaluation. https://www.betterevaluation.org/methods-approaches/approaches/developmental-evaluation

Better Evaluation. (2021). Evaluating Policy Influence and Advocacy. https://www.betterevaluation.org/methods-approaches/themes/evaluating-policy-influence-advocacy

Brown, Victoria, et al., (2020). *Information, Coordination, and Financing: Does the Education Response Plan for Refugees and Host Communities Make a Difference?* Oxford Policy Management. https://www.opml.co.uk/files/Publications/A2241-maintains/maintains-uge-phase-1-report-revised-feb2021.pdf

BTI Transformation Index. (2023). Governance Index. https://bti-project.org/en/index/governance

BTI Transformation Index. (2023). *South Sudan.* https://bti-project.org/en/reports/country-dashboard/SSD

Carvalho, Shelby, and Dryden-Peterson, Sarah. (2024). "Political Economy of Refugees: How Responsibility Shapes the Politics of Education." *World Development* 173. https://doi.org/10.1016/j.worlddev.2023.106394

Carvalho, Shelby, and Haybano, Alebachew Kemisso. (2023). "'Refugee Education Is Our Responsibility': How Governance Shapes the Politics of Bridging the Humanitarian—Development Divide." *Journal of Refugee Studies* 36, no. 4: 604–628. https://doi.org/10.1093/jrs/fead001

Carvalho, Shelby. (2022). *Adolescent Refugee Girls' Secondary Education in Ethiopia: An Empirical Analysis of Multiple Vulnerabilities in Low-Resource Displacement Settings*. Center for Global Development. https://www.cgdev.org/publication/adolescent-refugee-girls-secondary-education-ethiopia-empirical-analysis-multiple

Convention Relating to the Status of Refugees. (1951). *Convention Relating to the Status of Refugees,* "Article 22." https://www.ohchr.org/en/instruments-mechanisms/instruments/convention-relating-status-refugees

Crawford, Nicholas, et al., (2015). *Protracted Displacement: Uncertain Paths to Self-Reliance in Exile.* ODI. https://odi.org/en/publications/protracted-displacement-uncertain-paths-to-self-reliance-in-exile/

Devictor, Xavier, and Do, Quy-Toan. 2017. "How Many Years Have Refugees Been in Exile?" P*opulation and Development Review* 43, no. 2: 355-369. https://doi.org/10.1111/padr.12061

Dryden-Peterson, Sarah, et al., (2018.) *Inclusion of Refugees in National Education Systems.* UNESCO. https://unesdoc.unesco.org/ark:/48223/pf0000266054

Endale, Kefyalew, et al., (2023). G*EQIP-E Implementation Practices and Value-Added Learning at Primary Schools in Ethiopia.* RISE Working Paper Series. 23/132. https://doi.org/10.35489/BSG-RISE-WP_2023/132

Eurostat. (2022). Government Expenditure on Education. https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Government_expenditure_on_education

Federal Government of Somalia. (2022). *National Education Sector Strategic Plan 2022 – 2026.* https://moe.gov.so/wp-content/uploads/2022/07/ESSP-2022-2026.pdf

Global Compact on Refugees. (2022). IGAD-GIZ Teacher Training Initiative (ITTI). https://globalcompactrefugees.org/good-practices/igad-giz-teacher-training-initiative-itti

Global Compact on Refugees. (2023). Multistakeholder Pledge: Securing Sustainable Futures – Towards a Shared Responsibility to Uphold the Right to Education and Include Refugee Children in National Education Systems. https://globalcompactrefugees.org/pledges-contributions/multistakeholder-pledges-2023/multistakeholder-pledge-securing-sustainable

GOV.UK. (n.d). Understanding Political Will. https://assets.publishing.service.gov.uk/media/57a08cbfed915d622c001551/R8236Appendix3.pdf

Hammond, Laura, et al., (2019). *Comprehensive Refugee Responses in the Horn of Africa: Regional Leadership on Education, Livelihoods and Durable Solutions.* Research and Evidence Facility: EU Emergency Trust Fund for Africa. https://blogs.soas.ac.uk/ref-hornresearch/files/2020/03/CRRF-report.pdf

Hemmati, Minu. (2002). *Multi-stakeholder Processes for Governance and Sustainability*. London: Earthscan Publications Ltd, 1-327. https://minuhemmati.net/wp-content/uploads/Hemmati-2002.pdf

Hennink, Monique, and Kaiser, Bonnie N. 2022. "Sample Sizes for Saturation in Qualitative Research: A Systematic Review of Empirical Tests." *Social Science & Medicine*, 202. https://doi.org/10.1016/j.socscimed.2021.114523

IGAD-GIZ. (2021). *IGAD-GIZ Needs Assessment, 2021.*

IGAD. (2017). *Djibouti Declaration on Refugee Education in IGAD Member States.* https://www.right-to-education.org/sites/right-to-education.org/files/resource-attachments/Djibouti_Declaration_Refugee_Education_2017_En.pdf

IGAD. (2017). *Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia,* "Article IV, Paragraph 4." https://igad.int/communique-special-summit-of-the-igad-assembly-of-heads-of-state-and-government-on-durable-solutions-for-somali-refugees/

IGAD. (2020). *Regional Qualifications Framework.*

IGAD. (2020). The IGAD Regional Education Policy Framework. https://igad.int/download/the-igad-regional-education-policy-framework/

IGAD. (2023). *IGAD Regional Strategy 2021 – 2025,* "Pillar 3, Programme Area 3.3." https://igad.int/download/regional-strategy-2021-2025-popular-version/

IGAD. 2017. Djibouti Declaration Plan of Action on Refugee Education in IGAD Member States. https://globalcompactrefugees.org/sites/default/files/2019-12/IGAD%20Djibouti%20Plan%20of%20Action%20on%20Education%20(2017).pdf

Inter-agency Network for Education in Emergencies. (2021). *Mind the Gap: The State of Girls' Education in Crisis and Conflict.* https://inee.org/sites/default/files/resources/INEE%20Mind%20the%20Gap%20Report%20v2.0%20LowRes.pdf

International Institute for Educational Planning. (n.d.). PlanED Episode 3: How Educational Planning Can Help Refugee Learners Thrive. https://www.iiep.unesco.org/en/planed-episode-3-how-educational-planning-can-help-refugee-learners-thrive

INTRAC. (2017). Contribution Analysis. https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Contribution-analysis.pdf

IRC. (2021). *The Global Compact on Refugees Three Years On: Navigating Barriers and Maximising Incentives in Support of Refugees and Host Countries.* https://www.rescue.org/sites/default/files/document/6324/ircdrcnrcjointreportv4final.pdf

Kenya National Qualifications Authority. (2023). About Us. https://www.knqa.go.ke/index.php/background/

Lindblom, Charles E. (1959). "The Science of 'Muddling Through'." Public Administration Review 19, no. 2 (Spring): 79-88. https://doi.org/10.2307/973677

Lumby, Jackie. (2017). "Distributed Leadership and Bureaucracy." *Educational Management Administration & Leadership.* https://doi.org/10.1177/1741143217711190

Mayne, Ruth, et al., 2018. "Using Evidence to Influence Policy: Oxfam's Experience." *Humanities and Social Sciences Communications* 4, 122. https://doi.org/10.1057/s41599-018-0176-7

Meral, Amanda, and Crisp, Jeff. (2023). *Global Approaches to Refugee Response: What Difference Can They Make?* ODI. https://odi.org/en/insights/global-approaches-to-refugee-response-what-difference-can-they-make/

Milner, James, and Loescher, Gil. 2011. *Responding to Protracted Refugee Situations: Lessons from a Decade of Discussion.* Refugee Studies Centre. https://www.rsc.ox.ac.uk/files/files-1/pb6-responding-protracted-refugee-situations-2011.pdf

Ministry of Justice of South Sudan. (2012). *South Sudan: Refugee Act of 2012.* https://www.refworld.org/legal/legislation/natlegbod/2012/en/91073

Mwaniki, David. (2021). *Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis. Country Case Study: South Sudan.* UNESCO. https://unesdoc.unesco.org/ark:/48223/pf0000375815

Obrecht, Alice, Alexandra Warner, and Neil Dillon. (2017). *Working Paper: Evaluating Humanitarian Innovation.* London: ODI/ALNAP. https://www.elrha.org/wp-content/uploads/2017/01/alnap-HIF-evaluating-humanitarian-innovation-240117.pdf

OCHA. (2022). *South Sudan Humanitarian Needs Overview 2023 (November 2022).*
https://reliefweb.int/report/south-sudan/south-sudan-humanitarian-needs-overview-2023-november-2022

OECD. (2000). *Results Based Management in the Development Cooperation Agencies: A Review Experience.*
https://www.oecd.org/development/evaluation/dcdndep/31950852.pdf

OECD. (2019). *Ten Guidelines for Effective Decentralisation Conducive to Regional Development.*
https://www.oecd.org/eurasia/countries/ukraine/Ten-Guidelines-for-Effective-Decentralisation-Conducive-to-Regional-Development.pdf

OECD. (2023). Financing Education.
https://gpseducation.oecd.org/revieweducationpolicies/#!node=41705&filter=all

OPM. (2020). Information, Coordination and Financing: Does the ERP Make A Difference?
https://www.opml.co.uk/files/Publications/A2241-maintains/maintains-uge-phase-1-report-revised-feb2021.pdf

Oxfam. (2021). *Funding the ERP: Analysis of Funding for the Implementation of the Education Response Plan (ERP) for Refugees and Host Communities.* https://policy-practice.oxfam.org/resources/funding-the-erp-analysis-of-funding-for-the-implementation-of-the-education-res-621337/

Parliament of Uganda. (2008). *Education (Pre-Primary, Primary and Post-Primary) Act, 2008.*
https://ulii.org/akn/ug/act/2008/13/eng@2008-08-29

Post, Lori Ann, et al., (2010). "Defining Political Will." *Politics and Policy 38*, no. 4: 653-676.
https://doi.org/10.1111/j.1747-1346.2010.00253.x

Refworld. (2024). UNHCR's Global Law and Policy Database. https://www.refworld.org/

Republic of the Sudan. (2001). *General Education Planning and Organisation Act (2001).*

Sparkes, James. (2021). *Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis. Country Case Study: Uganda.* UNESCO.
https://unesdoc.unesco.org/ark:/48223/pf0000375816

Steets, Julia, et al., 2021. *Evaluation of UNHCR's Engagement in Humanitarian-Development Cooperation. UNHCR.* Global Public Policy Institute and International Security Development Center.
https://www.unhcr.org/sites/default/files/legacy-pdf/61af7be94.pdf

Sutton, Rebecca. (1999). The Policy Process: An Overview. *ODI,* 1-35.
https://www.files.ethz.ch/isn/104749/wp118.pdf

Szucs, Ezter. (2021). *Strengthening Education Management Information Systems (EMIS) and Data for Increased Resilience to Crisis. Country Case Study: Ethiopia.* UNESCO.
https://unesdoc.unesco.org/ark:/48223/pf0000375813

Tate, Ben, and Madden, Heather. (2021). *How We Mapped the Policymaking Process.* GOV.UK.
https://publicpolicydesign.blog.gov.uk/2021/07/08/how-we-mapped-the-policymaking-process/

The Federal Democratic Republic of Ethiopia. (2019). *Ethiopia Refugee Proclamation 2019.*
https://data.unhcr.org/en/documents/details/68964

The Federal Democratic Republic of Ethiopia. (2021). *Education Sector Development Programme VI (ESDP VI).*
https://planipolis.iiep.unesco.org/en/2021/education-sector-development-programme-vi-esdp-vi-2013-%E2%80%93-2017-ec-202021-%E2%80%93-202425-gc-7239

The Pew Charitable Trusts. (2018). Evidence-Based Policymaking: Outcome Monitoring.
https://www.pewtrusts.org/en/research-and-analysis/articles/2018/12/18/evidence-based-policymaking-resource-center

The Republic of Djibouti. (2017). *Refugee Law No. 159 of 2017.*
https://migrationpolicy.unescwa.org/sites/default/files/policies/2017_Djibouti_Law_No_159.pdf

The Republic of Djibouti. (2017). *The 2017 Decree on Refugee Fundamental Rights (2017).*
https://migrationpolicy.unescwa.org/sites/default/files/policies/2017_Djibouti_2017_410_PR_MI.pdf

The Republic of Djibouti. *Plan d'Action de l'Education 2021 – 2025.*
https://planipolis.iiep.unesco.org/en/2021/education-sector-plan-esp-2021-2025-7200

The Republic of Kenya - Ministry of Education. (2013). *Basic Education Act, No. 14 of 2013.*

The Republic of Kenya - Ministry of Education. (2019). N*ational Education Sector Strategic Plan (NESP) 2018 – 2022.* https://www.globalpartnership.org/content/kenya-national-education-sector-strategic-plan-2018-2022

The Republic of Kenya. (2021). *Refugees Act, No. 10 of 2021.*
http://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/2021/TheRefugeesAct_No10of2021.pdf

The Republic of South Sudan. (2005). *Interim National Constitution of the Republic of The Sudan, 2005.*
https://www.refworld.org/legal/legislation/natlegbod/2005/en/72169

The Republic of South Sudan. (2017). *National General Education Policy 2017 – 2027.*
https://planipolis.iiep.unesco.org/sites/default/files/ressources/south_sudan_the_national_general_education_policy_2017_2027_eng.pdf

The Republic of South Sudan. (2017). *The National General Education Policy 2017 – 2027.*
https://planipolis.iiep.unesco.org/sites/default/files/ressources/south_sudan_the_national_general_education_policy_2017_2027_eng.pdf

The Republic of Sudan - Federal Ministry of Education. (2019). *General Education Sector Strategic Plan 2018/19 - 2022/23.* https://planipolis.iiep.unesco.org/en/2019/general-education-sector-strategic-plan-201819-202223-6814

The Republic of Sudan - Ministry of Interior. (2014). *The Asylum (Organization) Act, 2014,* "Article 13(1)."
https://migrationpolicy.unescwa.org/sites/default/files/policies/2014_Sudan_Asylum_Act_EN.pdf

The Republic of Uganda - Ministry of Education and Sports. (2018). *Education Response Plan for Refugees and Host Communities in Uganda.* https://globalcompactrefugees.org/sites/default/files/2019-12/Uganda-%20Education%20response%20plan%20for%20refugees%20and%20host%20communities%2C%202017-2020_0.pdf

The Republic of Uganda - Ministry of Education and Sports. (2020). *Education and Sports Sector Strategic Plan 2017 - 2020. Uganda.* https://www.globalpartnership.org/content/education-and-sports-sector-strategic-plan-2017-2020-uganda

The Republic of Uganda - Ministry of Education and Sports. (2023). *Education Response Plan for Refugees and Host Communities 2021/2 – 2024/5.* https://planipolis.iiep.unesco.org/en/2023/second-education-response-plan-refugees-and-host-communities-uganda-202122-202425

Transparency International. (2023). Corruption Perceptions Index. https://www.transparency.org/en/cpi/2023

Triggs, Gillian D., and Wall, Patrick C. J. 2020. "'The Makings of a Success': The Global Compact on Refugees and the Inaugural Global Refugee Forum." *International Journal of Refugee Law* 32, no. 2: 283–339.
https://doi.org/10.1093/ijrl/eeaa024

Uganda Office of the Prime Minister. (n.d). Refugee Management Structure.
http://urrms.opm.go.ug/refugeemanagement.html

UNESCO. (2020). Policy Brief: Ensuring the Effective Management of Primary-Level Teachers in Refugee Settings in Ethiopia. https://www.iiep.unesco.org/en/publication/ensuring-effective-management-primary-level-teachers-refugee-settings-ethiopia

UNHCR. (2012). *South Sudan: Refugee Act of 2012.*
https://www.refworld.org/legal/legislation/natlegbod/2012/en/91073

UNHCR. (2018). Global Compact on Refugees. https://data.unhcr.org/en/documents/details/66957

UNHCR. (2018). *Her Turn. It's Time to Make Refugee Girls' Education a Priority.* https://www.unhcr.org/herturn/

UNHCR. (2018). The New York Declaration for Refugees and Migrants Answers to Frequently Asked Questions.
https://www.unhcr.org/media/new-york-declaration-faqs

UNHCR. (2019). *Education 2030: A Strategy for Refugee Education.* https://www.unhcr.org/media/education-
2030-strategy-refugee-education

UNHCR. (2019). Indicator Framework - Global Refugee Forum. https://www.unhcr.org/media/indicator-framework-
global-refugee-forum

UNHCR. (2022). Education Annual Report. https://reporting.unhcr.org/spotlight/education

UNHCR. (2023). *Building Inclusive Education Systems for Refugees.* https://www.unhcr.org/media/building-
inclusive-education-systems-refugees

UNHCR. (2023). *Country - Ethiopia.* https://data.unhcr.org/en/country/eth

UNHCR. (2023). Operational Data Portal. https://data.unhcr.org/

UNHCR. (2023). *Operational Update - East and Horn of Africa, and the Great Lakes Region (October - December
2023).* https://reliefweb.int/report/sudan/unhcr-operational-update-east-and-horn-africa-and-great-lakes-
region-october-december-2023

UNHCR. (2023). *Operational Update: Ethiopia – August 2023.*
https://data.unhcr.org/en/documents/details/103797

UNHCR. (2023). *Regional Bureau for East and Horn of Africa, and the Great Lakes Region - Education
Newsletter: July - September 202.* https://reliefweb.int/report/sudan/regional-bureau-east-and-horn-africa-and-
great-lakes-region-education-newsletter-july-september-2023

UNICEF Sudan. (2019). *Sudan Gender Equity: Global Thematic Report, January – December 2018. March.*
https://open.unicef.org/sites/transparency/files/2020-06/Sudan-TP9-2018.pdf

UNICEF. (2016). *The Impact of Language Policy and Practice on Childrens' Learning: Evidence from Eastern and
Southern Africa.* https://www.unicef.org/esa/sites/unicef.org.esa/files/2018-09/UNICEF-2016-Language-and-
Learning-FullReport.pdf

United Nations. (1948). *Universal Declaration of Human Rights,* "Article 26." https://www.un.org/en/about-
us/universal-declaration-of-human-rights

United Nations. (1989). *Convention on the Rights of the Child,* "Article 28." https://www.ohchr.org/en/instruments-
mechanisms/instruments/convention-rights-child

United Nations. (2018). *Global Compact on Refugees,* "Paragraph 68 and 69."
https://globalcompactrefugees.org/sites/default/files/2019-
12/Global%20compact%20on%20refugees%20EN.pdf

University of Oxford. (n.d). Guidance Note 2: Understanding the Policy Process.
https://www.ox.ac.uk/research/using-research-engage/policy-engagement/guidance-policy-engagement-
internationally/guidance-note-2-understanding-policy-process

West, Helen, et al., (2022). *Teacher Management in Refugee Settings: Kenya.* Education Development Trust.
https://edtlive.b-cdn.net/live/media/pjlmniid/eddevtrust_iiep_report_kenya_v5-04oct22.pdf

World Bank – UNHCR. (2021). *The Global Cost of Inclusive Refugee Education.*
https://documents1.worldbank.org/curated/en/159281614191477048/pdf/The-Global-Cost-of-Inclusive-Refugee-Education.pdf

World Bank (2023). Program-for-Results Financing (PforR). https://www.worldbank.org/en/programs/program-for-results-financing

World Bank Group. (n.d.). IDA. https://inquiries.worldbank.org/knowledgebase/articles/931725-ida

World Bank Open Data. (2022) GDP Growth. https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG

World Bank Open Data. (2022). CPIA Gender Equality Rating (1=Low to 6=High).
https://data.worldbank.org/indicator/IQ.CPA.GNDR.XQ

World Bank Open Data. (2022). GDP Per Capita. https://data.worldbank.org/indicator/NY.GDP.PCAP.CD

World Bank Open Data. (2022). Government Expenditure on Education, Total (% of GDP).
https://data.worldbank.org/indicator/SE.XPD.TOTL.GD.ZS

World Bank Open Data. (2022). Government Expenditure on Education, Total (% of GDP) - Sub-Saharan Africa (Excluding High Income). https://data.worldbank.org/indicator/SE.XPD.TOTL.GD.ZS?locations=ZF

World Bank Open Data. (2022). Population. https://data.worldbank.org/indicator/SP.POP.TOTL

World Bank Open Data. (2022). Primary completion Rate, Total (% of Relevant Age Group).
https://data.worldbank.org/indicator/SE.PRM.CMPT.ZS?locations=SS

World Bank Open Data. (2022). School Enrollment, Primary (% Gross).
https://data.worldbank.org/indicator/SE.PRM.ENRR

World Bank Open Data. (2022). School Enrollment, Secondary (% Gross).
https://data.worldbank.org/indicator/SE.SEC.ENRR

World Bank Open Data. (2023). Gini Index. https://data.worldbank.org/indicator/SI.POV.GINI

World Bank. (2010). *Djibouti: Teachers. Systems Approach for Better Education Results (SABER) Country Report.* https://openknowledge.worldbank.org/entities/publication/38361bab-d12e-5997-8716-9d4ae8cbdf7a

World Bank. (2016). Program-for-Results An Early-Stage Assessment of the Process and Effects of a New Lending Instrument. https://ieg.worldbankgroup.org/sites/default/files/Data/Evaluation/files/program-for-results-full.pdf

World Bank. (2021). *The Global Cost of Inclusive Refugee Education (English).*
https://documents.worldbank.org/en/publication/documents-reports/documentdetail/159281614191477048/the-global-cost-of-inclusive-refugee-education

World Bank. (2023). Classification of Fragile and Conflict Affected Situations.
https://www.worldbank.org/en/topic/fragilityconflictviolence/brief/harmonized-list-of-fragile-situations

World Bank. (2023). Uganda Secondary Education Expansion Project. https://projects.worldbank.org/en/projects-operations/project-detail/P166570

World Bank (2019) The Impact of Forced Displacement on Host Communities: A Review of the Empirical Literature in Economics https://openknowledge.worldbank.org/entities/publication/5bb04bd5-8c39-5210-9cad-68621ffdb1c7?_gl=1*gg1a71*_gcl_au*MTE1ODM0MTM1My4xNzI1NjU2Mjcw