



Decentralized Evaluation of UNHCR's Livelihoods Programme in Djibouti (2015-2018)

EVALUATION REPORT
DECEMBER 2019

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UNHCR Evaluation Service

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Title of the evaluation:	Decentralised Evaluation of UNHCR's livelihood Programme in Djibouti
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Expected duration:	June 2019 – February 2020
Type of evaluation:	Decentralised evaluation of country livelihood operations (developmental)
Countries covered:	Djibouti
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Executive Summary

Introduction

Purpose and objectives: This independent evaluation of UNHCR's livelihoods and economic inclusion activities in Djibouti (2015-2018) is part of a multi-country evaluation commissioned by the UNHCR Evaluation Service and conducted by TANGO International. The purpose of the evaluation is two-fold:

- ✓ To contribute evidence to inform UNHCR's global strategy development and implementation in the selected country operations (Djibouti, Malaysia, Mauritania, Senegal and South Sudan); and
- ✓ To provide recommendations that will lead to enhanced economic inclusion of persons of concern (PoC) globally, by assisting the organisation to develop further guidance on the approach to livelihoods, self-reliance, and economic inclusion for refugees.

The evaluation assesses results using a resilience framework and with respect to the global objectives stated in the *Refugee Livelihoods and Economic Inclusion: 2019-2023 Global Strategy Concept Note* and the forthcoming global livelihoods strategy. These documents are designed to guide UNHCR's articulation of its comparative advantages in refugee livelihoods and economic inclusion, particularly regarding advocacy, partnership and implementation. The exercise supports UNHCR in defining its place in light of the new Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR), which highlight the need for taking on a whole-of-society approach engaging a range of stakeholders to support refugees in achieving self-reliance.

The primary audiences are UNHCR country and regional offices and the Division of Resilience and Solutions in Geneva. UNHCR's implementing and operational partners, including government, humanitarian and development actors, comprise a secondary audience.

Evaluation design: The evaluation employed a mixed-methods methodology that involved desk review and collection of primary qualitative data. The evaluation team (ET) assessed two key evaluation questions (KEQ):

- **KEQ 1** - What **changes/results** have emerged from UNHCR-funded livelihoods interventions on employment/business opportunities, and household well-being for targeted persons of concern (PoC) in each country? What **factors** contribute to desirable results in terms of economic inclusion, household well-being, and self-reliance/resilience of refugees and other PoC?
- **KEQ 2** - How can UNHCR **better position** its approach to and role in refugees' livelihoods and economic inclusion vis-à-vis those of other stakeholders, and what are the current opportunities for enhancing **sustainability** and phasing out of direct implementation of livelihood programme activities?

Country-specific evaluation inquiries: The Djibouti Country Operation (CO) CRRF Unit provided key areas of consideration for the ET in light of the many programme and context changes underway at the time of the evaluation. In particular, the following important features of the operational context informed data collection, analysis, and the formulation of recommendations:

- The Government of Djibouti has embraced the CRRF by writing and promulgating the National Refugee Law 159/AN/16/7 of 5 January 2017 and its two related decrees in December 2017. Therefore, the policy environment for refugee LEI is highly favourable.
- With Djibouti as a pilot CRRF country, it has created a favourable policy framework for refugees, and substantial development funding is available to address the needs of refugees and host communities.
- UNHCR Djibouti CO has a decreasing budget in relation to need, with a very small budget for LEI activities.

Primary data collection took place 30 June – 10 July 2019 in four locations: Djibouti City, Ali Adeh refugee settlement in Aleh Sabieh, Holl Holl settlement, and Markazi settlement in Obok.¹ In each of these areas the team conducted focus groups with female and male (separately) livelihood programme beneficiaries—inclusive of the range of refugees’ countries of origin. Focus group participants totalled 293 individuals: 149 women, 144 men. In addition, the team conducted 33 key informant interviews with programme stakeholders including UNHCR staff, government officials, partners, and private sector representatives.

Programme background: There are approximately 30,000 refugees/asylum-seekers in Djibouti. Officially, 80 percent of PoC reside in three refugee settlements, while only 5,500 reside in Djibouti City. The PoC are a very diverse population, originating from Somalia, which is the largest group, as well as Ethiopia, Eritrea, and more recently Yemen.

From 2010 to 2017, UNHCR worked with both implementing and operational partners (IP/OP), including international non-governmental organisations (INGO) and International Organisation for Migration (IOM) to provide livelihoods interventions for both refugees and host community members. Those interventions included vocational, life skills, and entrepreneurship training; provision of agricultural tools and vegetable seeds; livestock production; and cash-based interventions, and other income generation activities. Yet, in 2016 UNHCR Djibouti paused all of its livelihoods programming in order to satisfy the standards set out in UNHCR’s Operational Guidelines on the Minimum Criteria for Livelihoods Programming. In 2018, UNHCR developed a new Livelihoods Strategic Plan. In 2018 and 2019, six implementing partnerships were established with private sector and one pilot project with a local NGO.

Findings by evaluation question

KEQ 1: Key findings – Results and factors affecting results

UNHCR Djibouti’s livelihood programme has had limited impact on the livelihoods and well-being of participating PoC. In the context of the GCR/CRRF, the Government of Djibouti has the lead for the inclusion of refugees in national programmes and in the country’s workforce. This new approach requires time for the transition and the realignment of the various stakeholders supporting PoC needs. During these early years, UNHCR has completed a pilot project in vocational training in line with its livelihood strategy; however, results to date have been modest. While the office has experimented with a number of livelihood-building activities for PoC, there is little evidence of sustainable change for the majority of participants.

In the absence of quantitative outcome data, it is difficult for the ET to assess the success rate of the programme in moving refugees into formal and informal employment; however, the qualitative data gathered in the course of this evaluation suggest that livelihoods programme coverage in PoC and host communities is exceptionally low and the success rate of building adequate livelihoods is 20 percent or less. **More work is needed to develop sustainable and scalable approaches to livelihood development in the context of the whole-of-society approach,** particularly through effective partnerships with private sector and development actors.

Factors affecting livelihood results:

Internal factors: Internal resources and certain aspects of programme design were hindrances to achieving programme objectives. The CO has limited funding for livelihoods work and just one dedicated Livelihood Associate, based in a field office. The partnership strategy for livelihoods programming lacked clear partner selection criteria, proved time-intensive for UNHCR project management, and the use of service contracts limited partners’ engagement in results. Moreover, this partnering model compromised UNHCR’s ability to engage in meaningful relationships with private sector enterprises. First-time UNHCR partners, unfamiliar with UNHCR principles and procedures, often were not prepared to implement apprenticeship programmes that required consideration of accommodations, insurances, licensing, and employment matching for apprentices, nor did they have the capacity for follow-up outcome monitoring. In addition, the design of pilot projects lacked clear performance benchmarks and a

¹ Note: The camps were re-designated as “settlements” with the new national refugee law of 2017.

realistic, developmental sequence of capacities and assets needed for livelihood success.

Targeting and selection of participants for livelihood activities were also problematic. Partner enterprises expressed frustrations that participants were frequently inappropriate for the apprenticeships, and some participants held false expectations about programme outcomes and the discipline required for their success.

External factors: Several aspects of the operational context posed constraints to refugees' success in pursuing livelihood opportunities. First, integrating refugees into social service delivery systems as part of CRRF is still in transition: PoC, particularly those in settlements, experienced a reduction in services, especially health and environmental services, when the Government assumed their management. This change greatly affected refugees' attitudes toward local integration as a durable solution; refugees were more inclined to leave Djibouti in search of more favourable conditions. Second, the formal employment sector is limited for both nationals and refugees; refugees are at a disadvantage in the formal employment sector due to low literacy and lack of fluency in local languages. There are also barriers to entry into the informal sector, especially for settlement residents, who lack sufficient assets to engage in small business. With the exception of fishing among the Yemenite population, agricultural livelihoods are very limited in Djibouti due to the harsh environment, and there is limited small animal husbandry in the settlement setting.

KEQ 2: Key findings – UNHCR's strategic positioning to enhance scale and sustainability

At global and country levels, the policy and resource environments for strengthening livelihood opportunities for refugees are both highly favourable, particularly as a CRRF country. The potential exists for significant social sector investment for vulnerable populations, specifically for social protection, workforce development, and LEI. As a highly regarded global actor and expert in refugee assistance, UNHCR is well placed to influence the strategic direction and funding for refugee programming going forward. In Djibouti, having facilitated the promulgation of the National Refugee Law, UNHCR is in an especially privileged position to influence further policy development and donor investments for scaling LEI solutions for PoC.

The realisation of this influence calls for a reprioritisation of UNHCR's role toward coordination, policy advocacy, and monitoring, evaluation, and learning (MEL). Currently, UNHCR Djibouti is spending limited resources on a fragmented project agenda even while greater resources are increasingly available to address LEI of PoC and host communities. UNHCR must quickly shift its focus from small-scale projects to a more strategic role in larger-scale interventions with greater PoC participation and higher potential for advancing refugee well-being and self-reliance. Current gaps that would be useful areas of focus for UNHCR going forward include synthesising learning from implementing and operational partners to guide livelihood programming for PoC; integrating PoC LEI needs into national forums and relevant working groups; facilitating implementation of the national refugee law, working with relevant government ministries in coordination, communications, and advocacy to the private sector, first responders, and local government officials; and developing strategies for MEL related to PoC LEI and well-being.

Conclusions

KEQ 1: Results and factors (retrospective)

Relevance: The UNHCR approach of developing a Strategic Plan was a positive step. However, the decision to re-engage in small-scale livelihood activities distracted the CO from its timely and more important roles to facilitate policy implementation, coordination of stakeholders, and MEL related to the livelihoods and well-being of PoC, given the CRRF context.

Efficiency: Given the administrative requirements of managing several small-scale activities, the CO livelihoods workstream was not efficient. UNHCR's lack of coordination with operational partners is a factor affecting the efficient use of resources to enhance LEI for PoC.

Effectiveness: In the period covered by the evaluation, UNHCR's livelihood investments have not proven very effective in meeting targets due to the very small budgets allocated to these activities and the strategies used for engaging partners.

Impact and sustainability: To date, UNHCR Djibouti through both direct and indirect mechanisms has had limited sustained impact on LEI for refugees. The small scale of these LEI activities and their low rate of return is a major strategic gap of the programme. Also, the funding of LEI activities by UNHCR in its current funding environment is not sustainable.

KEQ 2: UNHCR strategic positioning (prospective)

Absorptive capacity: This evaluation finds that both national and local measures to ensure PoC protection and basic well-being are critical. There remain important gaps in policy implementation such that PoC have difficulties accessing basic needs for health, education, housing, and water/sanitation. Refugee governance structures, savings and loans groups, and other efforts to build social capital among refugees and host communities are inadequate.

Adaptive capacity: In the current context, PoC should be incorporated into the larger national initiatives aimed at social protection and building the workforce among vulnerable populations.

Transformative capacity: Through the adoption of the refugee law and the steps taken by the Government of Djibouti to integrate refugees into social services and the workforce, dramatic improvements have been made in governance related to the rights of PoC. However, much work is needed to facilitate policy implementation. The ET finds knowledge management of information in the CO related to the inclusion of PoC is problematic and will require investment and technical capacity to address.

Recommendations

Recommendations for UNHCR Djibouti

R1. Recommendation on a participatory and inclusive revised livelihood strategic plan. All operational units should have a cohesive and unified strategy for coordination, advocacy, and MEL objectives for including PoC in national social service programmes, financial systems, and workforce development. Involve staff, stakeholders, and PoC in the design workshops and feedback sessions of this strategy. **When:** begin this process by end of 2019.

R2. Recommendations on restructuring to work with Government and change management. Re-align operational functions in accordance with the revised livelihood strategic plan. Consider a change management consultant to guide a restructuring process involving, at minimum, the following recommended actions:

- Support the Government to re-invigorate the sectoral groups around CRRF.
- Increase dedicated (and sufficiently senior) staff time for LEI work. This may include partially embedding in the appropriate government office.
- In collaboration with Government partner (ONARS), develop a workplan to establish community-based organisations of PoC, as a means for POC engagement.
- In collaboration with ONARS, develop a knowledge management system for tracking the progress of POC inclusion and sharing information among operational partners.
- Assign the advocacy work to a team led by senior management so that the advocacy functions align better with strategic opportunities at the operation level.

When: begin late 2019.

R3. Recommendation on employment readiness. Conduct an assessment on employment readiness with regard to literacy, language, and other skills required in the labour market. To be assessed by gender, age group, ethnic group, and region, and by differences in opportunities in Djibouti versus settlements.

When: Quarter 1 (Q1), 2020.

R4. Recommendation on LEI priority investments. In designing employment readiness activities, prioritise the development of PoC governance, social capital, and women's economic empowerment, including women's savings and loans associations. UNHCR also should focus on strategic and technical gap areas such as credentialing equivalence, licensing and vocational association membership. **When:** Q1, 2020.

R5. Recommendation on partnerships. Conduct partnership capacity/gap assessments, especially in the priority areas of employment readiness, worker protection, financial services, and workforce inclusion. The reinvigorated CRRF coordination, supported by an advocacy/knowledge management technical advisor, should undertake one such assessment, to include potential private sector partnerships. UNHCR should also undertake its own assessment, including among the UN Country Team, to identify a joint advocacy and communications strategy. **When:** Q2, 2020.

Recommendations for UNHCR HQ/RB

R6. Recommendations on HQ/RB support. There are three main areas where UNHCR HQ/RB could provide capacity building to support the shifts reflected in the new livelihood strategy:

- Revisiting and revising the assessment and monitoring strategy for LEI around inclusion and integration in social services, financial, and workforce inclusion. Needed elements are a MEL strategy, realistic budget, and training for the collection, management, analysis, and information dissemination; the measurement of programme coverage and outcomes; and adequate probability sampling, with stratification on POC characteristics. **When:** Q3, 2020. However, the ET is aware that UNHCR is undergoing a global results-based monitoring framework overhaul. The CO MEL system should be coordinated with this global work.
- Guidance on how to do apply the multi-year, multi-partner (MYMP) planning approach to the Livelihood Strategy, including how to engage private sector partners, within the annual project cycle. Lessons learned from other CRRF contexts should be disseminated. **When:** Q2, 2020.
- Support the CO's efforts to transition from small-scale projects to higher-impact projects aligned with the long-term strategy and CRRF context. A first step is to revise the LEI Strategic Plan with key partners in line with the MYMP, and developing a corresponding operational plan and multi-year budget. **When:** Q2, 2020.



Entrance to Holl Holl refugee settlement. TANGO/2019

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List of abbreviations

ADDS	Agence Djiboutienne de Developpement Social
AGD	Age, Gender and Diversity
ANEFIP	Agence Nationale de l'Emploi de la Formation et de l'Insertion Professionnelle
BPRM	Bureau of Population, Refugees, and Migration (USA)
CBI	Cash-Based Interventions
CBO	Community-Based Organisation
CO	Country Operation
CPEC	Caisse populaire d'épargne et de crédit
CRRF	Comprehensive Refugee Response Framework
DRC	Danish Refugee Council
DRS	Division of Resilience and Solutions
EPED	Eglise Protestante Evangelique de Djibouti
ET	Evaluation Team
EU	European Union
FAO	Food and Agriculture Organisation
FGD	Focus Group Discussion
GCR	Global Compact on Refugees
GDP	Gross Domestic Product
GoDJ	Government of Djibouti
HQ	Headquarters
ICAN	International Children's Action Network
IDI	In-Depth Interview
IGA	Income Generation Activities
ILO	International Labour Organisation
IOM	International Organisation for Migration
INGO	International Non-Governmental Organisation
IP	Implementing Partner
LWF/R	Lutheran World Federation/Relief
KEQ	Key Evaluation Question
KI	Key Informant
KII	Key Informant Interview
LEI	Livelihoods and Economic Inclusion
MEL	Monitoring, Evaluation, and Learning
MENFOP	Ministry of Education and Professional Training
MCCA	Minimum Criteria Compliance Assessment (or MCA)
MERS	Minimum Economic Recovery Standards
MoL	Ministry of Labour
MYMP	Multi-Year Multi-Partner
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
ODPIC	Office Djiboutien de la Propriété Industrielle et Commerciale
ONARS	Office of Assistance to Refugees and Disaster Affected

OP	Operational Partner
PoC	Person(s)/People of Concern
RB	Regional Bureaux
SGBV	Sexual and Gender-Based Violence
SLG	Savings and Loans Groups
SME	Small and Medium-sized Enterprises
TANGO	Technical Assistance to Non-Governmental Organizations International
ToC	Theory of Change
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
USAID	United States Agency for International Development
USD	United States Dollar
WB	World Bank
WFP	UN World Food Programme

Introduction

Purpose of evaluation

Purpose and objectives: The motivation for a multiple country livelihoods programme evaluation arose per the requests from UNHCR country operations and the Livelihoods and Economic Inclusion (LEI) Unit headquartered in Geneva. The evaluation was commissioned by the UNHCR Evaluation Service and independently conducted by Technical Assistance to Non-Governmental Organizations (TANGO) International. The evaluation seeks to build on the evidence and findings from the recently published Evaluation of UNHCR's Livelihoods Strategies and Approaches (2014-2018), conducted by TANGO in 2018.² According to the Terms of Reference (TOR), the purpose of the evaluation is two-fold:

- ✓ Contribute evidence to inform UNHCR's global strategy development and implementation in the selected country operations; and
- ✓ Provide recommendations that will lead to enhanced economic inclusion of persons of concern (PoC) globally, by assisting the organisation to develop further guidance on the approach to livelihoods, self-reliance, and economic inclusion for refugees.³

The multi-country evaluation gathered evidence from five country operations (CO): Malaysia, Djibouti, Senegal, South Sudan, and Mauritania, selected based on country operation requests for evaluation and considerations of operational/contextual variety. As a decentralised evaluation, it is co-managed by the UNHCR LEI and the CO. The evaluations are designed to inform future strategy and planning of economic inclusion and livelihoods activities at the country-level. Programmatic results are assessed against a resilience framework (see Annex 3 and Approach, below), and most importantly, with their alignment to the global objectives set out in the forthcoming global livelihoods strategy. In advance of the strategy, the *Refugee Livelihoods and Economic Inclusion: 2019-2023 Global Strategy Concept Note* was released to all UNHCR staff, to replace the previous operational guidance.⁴ The key message of the concept note is for UNHCR operations to consider its comparative advantage and decide on its role in the area of LEI vis-a-vis the presence of other stakeholders, including through the following:

- Engage in **advocacy** to enhance the enabling environment such that refugees have legal and de facto access to decent work.
- **Partner** with and convene expert entities to facilitate inclusion of refugees into existing programmes/services.
- **Implement** interventions as a **last choice**, to fill a gap in service.

The evaluation seeks to provide strategic recommendations for CO on partnerships and private sector engagement, improved leveraging and mobilisation of resources, advocacy for economic inclusion and access to decent work, as well as suggestions for phasing out of small-scale and direct implementation. This new direction is ultimately aligned with UNHCR's advances within the development of new international frameworks such as the Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR), which highlight the need for taking on a whole-of-society approach engaging a range of stakeholders to support refugees towards self-reliance. Based on the Grand Bargain, UNHCR has committed to the New Way of Working and is piloting a Multi-Year Multi-Partner (MYMP) protection and solutions strategy aimed at reducing dependency on aid through a durable solutions and resilience approach.

Country-specific scope: This evaluation focuses on UNHCR Djibouti livelihood activities from 2015-2018. It is expected to result in relevant evidence and recommendations for the future direction of LEI activities in the operation,

² UNHCR (2018a).

³ UNHCR (2019a). (TOR text used for the remainder of this section, unless cited otherwise)

⁴ UNHCR (2018b).

taking into consideration the programme's evolution and thinking already underway.

Audience: The primary audiences for this evaluation are the UNHCR CO, Regional Bureaux (RB), and the HQ Division of Resilience and Solutions (DRS). UNHCR's implementing and operational partners, including Government, humanitarian and development actors, are a secondary audience.

Operational context

Djibouti represents a unique operational context. On one hand, the Government of Djibouti is among the first to adopt and put in to national law the CRRF. It is also a lower middle-income country with a high poverty rate and unemployment rate. It is geopolitically strategic because of its location, as a result, numerous countries have military bases in and around Djibouti City. Djibouti's port is the major source of Ethiopia's import and export activity.

There are approximately 30,000 refugees/asylum seekers in Djibouti. Officially, approximately 80 percent of these reside in three refugee settlements,⁵ while only around 5,500 reside in Djibouti City. Refugees/asylum seekers are a very diverse population, originating in Somalia, Ethiopia, Eritrea, and more recently Yemen. Somali refugees represent the largest group at about 49 percent of the total followed by Ethiopians (33 percent); Yemenites (13 percent) and Eritreans (four percent). See Annex 1 for the full operational context.

Livelihoods programme overview: Resources for the Djibouti CO livelihoods programme have been declining in recent years and are expected to drop further, according to staff interviews. In part, this is because the overall budget for the CO is modest and declining. Only US\$59,000⁶ was budgeted for livelihoods in 2018, a drop from \$102,253 in 2015 (see Figure 1). UNHCR Djibouti discontinued livelihoods programming at the middle of 2016 in order to satisfy the standards set out in UNHCR's Operational Guidelines on the Minimum Criteria for Livelihoods Programming⁷ and awaiting the work of a consultant, who was tasked with developing a strategic plan for livelihoods for the CO.

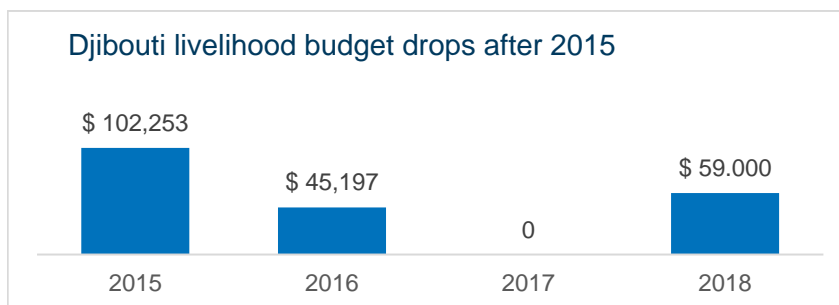


Figure 1. UNHCR Djibouti livelihoods budget, 2015-2018 (\$US)

Source: UNHCR (2018c).

From 2010 to 2017, UNHCR worked with both implementing and operational partners (IP/OP), namely Lutheran World Federation (LWF), Danish Refugee Council (DRC), Norwegian Refugee Council (NRC), and International Organisation for Migration (IOM) to provide livelihoods interventions for both refugees and host community members. Those interventions included vocational, life skills and entrepreneurship training; provision of agricultural tools and vegetable seeds; livestock production; and cash-based interventions (CBI) for income generation activities (IGA).

UNHCR conducted a market assessment supported by International Labour Organisation (ILO) in 2017⁸ as well as a refugee LEI needs assessment, culminating in a strategic planning process and ^{9,10} a 2018-2022 Livelihood Strategic Plan. The Strategic Plan is a phased five-year plan as follows (a detailed analysis of the workplan may be found in

⁵ Note: The camps were re-designated as "settlements" with the new national refugee law of 2017.

⁶ All \$ amounts hereafter are United States Dollar (USD).

⁷ UNHCR (2015).

⁸ ILO and UNHCR (2018).

⁹ ILO and UNHCR (2018).

¹⁰ UNHCR Djibouti (2017a).

Annex 4). This Plan is based upon extensive document review (including market and refugee LEI needs assessments) and interviews of key stakeholders.

- 2018-2019: Focus on reforming the livelihoods support sector through enrolling and creating increased stakeholders, and strengthening communication, collaboration, coordination, and capacity. Initiate livelihoods interventions with refugees.
- 2020-2021: Focus on developing refugee's livelihoods potential through comprehensive, market-oriented training programmes that are paired with placement services for wage employment and CBI for entrepreneurial and group-based IGA, as well as through agricultural activities.
- 2022: Realise larger development programmes and projects that have the potential to expand and diversify market opportunities.

In 2018, LWF provided livelihoods interventions for 266 refugees mainly targeting persons with specific needs in the three settlements and in Djibouti city. Those activities were handicraft production; business management training; provision of fishing materials and a generator for fishery; and provision of cash grants for trading in clothes and shoes. As of 2019, LWF and DRC remain UNHCR's operational partners in livelihoods.

As part of the whole-of-society approach, UNHCR and the Government's Office of Assistance to Refugees and Disaster Affected (ONARS) are strengthening national partnerships with the relevant government ministries and institutions such as Ministries of Education and Professional Training, and Labour, Credit Union Savings and Credit¹¹ (CPEC), Djibouti Social Development Agency¹² (ADDS). In 2018 and 2019, six implementing partnerships were established with: 1) The Chamber of Commerce of Djibouti 2) Garage Hassan 3) Garage STCD, 4) ProClean, 5) Auto-ecole modern and 6) the Abeille. An additional pilot was established with the Evangelical Protestant Church in Djibouti¹³ (EPED). During 2019, UNHCR also planned to support IGA through partnership with CPEC and ADDS, but these activities were not operational at the time of evaluation.

Methodology

Evaluation questions

The evaluation team (ET) assessed two key evaluation questions (KEQs) along with relevant sub-questions:

KEQ 1: What **changes/results** have emerged from UNHCR-funded livelihoods interventions on employment/business opportunities, and household well-being for targeted persons of concern (PoC) in each country? What **factors** contribute to desirable results in terms of economic inclusion, household well-being, and self-reliance/resilience of refugees and other persons of concern?

Sub-questions:

- How did UNHCR utilise livelihood monitoring systems to measure outcome and impact on economic inclusion and resilience, and what are the major gaps?
- What are the most important internal and external cross-cutting factors that enabled or inhibited the achievement of sustainable results?
- How does UNHCR engage with other development actors to further enhance economic inclusion, and what are the major gaps in the current approach?
- How well do the different livelihood interventions align themselves to the objectives of protection and durable solutions?
- Are there examples of good practices that led to desirable outcomes, and under which conditions

¹¹ French: *Caisse populaire d'épargne et de crédit*

¹² French: *l'Agence djiboutienne de développement social*

¹³ French: *Eglise Protestante Evangélique de Djibouti*

were these results achieved?

KEQ 2: How can UNHCR **better position** its approach to and role in refugees' livelihoods and economic inclusion vis-à-vis those of other stakeholders, and what are the current opportunities for enhancing **sustainability** and phasing out of direct implementation of livelihood programme activities?

Sub-questions:

- How do the results achieved in livelihood interventions align themselves with the objectives of the new global strategy?
- What key areas of livelihood programming need to be addressed in order to enhance an enabling environment for economic inclusion and protection within the different country contexts, and how can UNHCR better adopt a market-systems approach to its programming?
- What factors and conditions should be taken into account to determine UNHCR's strategic role across these different country contexts?
- How can UNHCR strategically build capacity of operational partners in order to strengthen national and local ownership of systems that promote economic inclusion?
- How can different country operations address funding gaps, and what short-term and long-term strategies can UNHCR adopt?
- How can UNHCR responsibly phase out of small-scale livelihood activities, keeping in mind the different contextual challenges and situational realities?

Country-specific evaluation inquiries: The UNHCR Djibouti CRRF Unit provided key areas of consideration in light of the many programme and context changes underway at the time of evaluation, as shown in Box 1.

Box 1. UNHCR Djibouti considerations for evaluation emphasis

- The Government of Djibouti has embraced the CRRF by writing and promulgating the National Refugee Law 159/AN/16/7 of 5 January 2017 and its two related decrees in December 2017. Therefore, the policy environment for refugee LEI is highly favourable.
- With Djibouti as a pilot CRRF country, it has created a policy framework for refugees, and substantial development funding is available to address the needs of refugees and host communities.
- UNHCR Djibouti CO has a decreasing budget in relation to need, with a very small budget for LEI activities.

Analytical framework

The resilience analytical framework that was developed by TANGO in the 2018 livelihoods strategy evaluation (see Annex 3) is used. This conceptual framework has also been integrated into UNHCR's forthcoming livelihoods strategy. The following text (and Box 2) describe this framework.

A resilience framework is relevant to UNHCR's objectives because it links the work of supporting refugees' economic inclusion, protection, and durable solutions for refugees. Protection and basic services and assistance to meet needs help refugees to cope with the shocks and stressors related to forced displacement, while livelihoods and economic inclusion support refugees in gaining the resources and skills to recover from these shocks and prepare for the future. Durable solutions, in turn, support refugees' long-term resilience through ensuring they are in an environment where national systems guarantee protection and reinforce their ability to earn a sustainable income and absorb and recover from future shocks.

Box 2. What is resilience?

UNHCR defines resilience as the ability of individuals, households, communities, national institutions and systems to prevent, absorb and recover from shocks, while continuing to function and adapt in a way that supports long-term prospects for sustainable development, peace and security, and the attainment of human rights.

Fostering resilience requires strengthening **resilience capacities** at the individual, household community and systems levels. Resilience capacities can be broken down into three types:

- **Absorptive capacity** or the ability of households and communities to minimise exposure to shocks if possible and to recover quickly after exposure;
- **Adaptive capacity** or the ability of households and communities to make pro-active and informed choices about their lives and their diversified livelihood strategies in response to changing conditions;
- **Transformative capacity** encompasses the system-level changes that ensure sustained resilience, including formal safety nets, access to markets, infrastructure and basic services

Initiatives to foster refugees' economic inclusion, whether implemented by UNHCR or other actors, should work to reinforce existing capacities and build new capacities as needed across all three areas to ensure the long-term sustainability of refugees' economic activities.

Source: UNHCR (2019b).

In applying this framework to the new strategy, it should be noted that UNHCR is urging livelihood programmes to focus on strengthening absorptive and transformative capacity, and to promote adaptive capacity through partnerships that can operate at scale. This evaluation utilises qualitative methods that gather descriptive information related to absorptive, adaptive, and transformative resilience capacities and the components that comprise each capacity. A summary of the resilience capacities accessible to refugees is presented in this report and describes where gaps exist in livelihood programming, partnerships, and the enabling environment as they relate to the capacities.

UNHCR is urging livelihood programmes to focus on strengthening absorptive and transformative capacity, and to promote adaptive capacity through partnerships that can operate at scale

Approach

The TANGO ET included one international and one national, female and male, both senior consultants with extensive livelihood-related experience. The UNHCR Regional Livelihood Advisor participated in the fieldwork as an observer and provided insights that were incorporated into the final analysis.

The fieldwork took place 30 June-10 July 2019, culminating with a debrief presentation and discussion. The ET collected qualitative data through focus groups discussions (FGD) with 293 refugees and key informant interviews (KII) with 33 stakeholders across: Djibouti City, Ali Adeh refugee settlement in Aleh Sabieh; HolHol settlement; and Markazi settlement in Obok; as shown on the Djibouti map, see Figure 2 (next page). The ET also conducted a desk review of available programme documents provided by the CO and retrieved from publicly available sources. See Annex 1 for the full methodology and Annex 2 for KII and FGD lists.

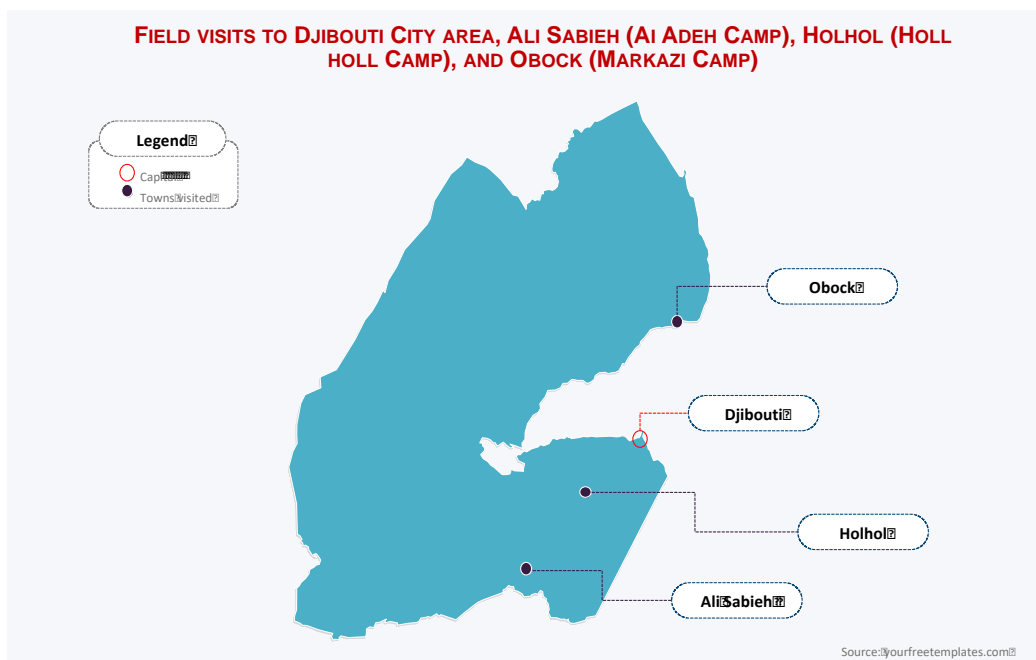


Figure 2. Djibouti fieldwork map

Source of map graphic: yourfreetemplates.com

Evaluation Findings

Preface

As an introduction to this evaluation, the reader should note that this is not a typical performance evaluation because major shifts are underway in how UNHCR supports refugee livelihoods. The livelihood programme results are assessed against a new rubric, that is, how the programme can be better aligned to the forthcoming global livelihoods strategy. UNHCR is shifting away from the traditional humanitarian livelihood activities that would comprise an acceptable livelihood programme in the past, aiming instead to support an enabling environment that can provide widespread opportunities for economic inclusion. The ET recognises this is a significant new direction with implications for budgets and staffing structure that will take time to implement. This evaluation is one step in that direction.

KEQ 1

What changes/results have emerged from UNHCR-funded livelihoods interventions on employment/business opportunities, and household well-being for targeted PoC in each country? What factors contribute to desirable results in terms of economic inclusion, household well-being, and self-reliance/resilience of refugees and other PoC?

Box 3. Main findings - Results and factors affecting results

UNHCR Djibouti's small livelihood programme has had limited impact on the livelihoods and well-being of PoC. During these early times, UNHCR has completed a pilot project in vocational training in line with its livelihood strategic plan implementation. However, the results to-date have been modest. While the office has experimented in a number of livelihood-building activities for PoC, there is little evidence in sustainable change for the majority of participants in livelihood activities. The lack of outcome monitoring makes it difficult to assess the success rate in moving refugees into the formal and informal employment markets; however, triangulation of KII and focus groups with PoC suggest that the success rate of building adequate livelihoods is commonly 20 percent or less and the coverage of these programmes among PoC and hosting communities is exceptionally low. More work is needed to develop sustainable and scalable approaches to livelihood development in the context of the whole-of-society approach.

In the context of the GCRRF, the Government of Djibouti leads the efforts to include refugees in national programmes and in the country's workforce. **This new approach requires time for the transition and the realignment of the various stakeholders supporting PoC needs.**

A number of factors explain these findings:

- **Transitions associated with the implementation of CRRF in Djibouti:** The integration of refugees into social services delivery systems has had successes as well as challenges and problems. Overall, PoC, especially those residing in settlements, report they had experienced a decline in services, especially health and environmental services, when the Government of Djibouti assumed their management. This change greatly affected the attitudes of refugees about durable solutions for local integration in Djibouti. Refugees were more inclined to leave Djibouti in search of more favourable conditions.
- **Other aspects of the operational context:** The formal employment sector is very limited, for both nationals and refugees, and most refugees are disadvantaged in basic preparation for the

job market vis-a-vis the local population (e.g., due to language, low literacy). The informal sector is also limited for settlement residents who face situations of low liquidity in their communities. Agricultural activities, often a previous source of livelihood for PoC, are very limited in Djibouti with the exception of fishing among the Yemenite population, and limited small animal husbandry in the settlement setting.

- **Beneficiaries:** PoC frequently came to programmes with false expectations about the outcomes of these programmes and the importance of discipline and focus for success.

Partnering approach and internal factors/design:

- **UNHCR:** UNHCR has a Livelihood Associate who is based in the Field Office in Ali Sabieh but does not have a dedicated livelihood officer based in Djibouti City. The operation has very limited funding for livelihood work.
- In keeping with the whole-of-society approach, the CO initiated partnerships with private sector organisations, however, the partnering approach affected their success. The contracts required excessive management time from UNHCR staff. The choice of service contracts (over a partnership agreement) greatly compromised the ability of UNHCR to engage in meaningful relationships with those enterprises. There was not a clear strategy for identifying and selecting partners for this pilot phase and benchmarks for success (beyond outputs) of pilots were not obvious. Often the sequence of capacities and assets needed for livelihood success were not identified in the design of activities. New partners felt that UNHCR did not clearly communicate its expectations, although the service contracts stated the necessary expectations including their responsibilities.
- Another major issue in the design of the activities was the targeting and selection of participants in livelihood strengthening activities. Enterprises expressed frustrations that selected participants were frequently inappropriate for the apprenticeships, either because they were not interested in the work or they were too elderly to adapt to apprentice requirements.
- **Partners:** Partners, especially private sector, commonly were not familiar with UNHCR's principles and standard operating procedures. Private sector partners often were not prepared to appropriately implement apprenticeship programmes that required consideration of accommodations, insurances, licensing, and employment matching for apprentices. Nor did they have the capacity to monitor the follow up of participants.

Results of the livelihood programme

Livelihood programme objectives: The livelihood programme for UNHCR Djibouti in 2018-2019 fits within the five-year CO Livelihood Strategic Plan that has three objectives:

- Secure refugees' socioeconomic integration through promoting and maintaining **access to national services**;
- Improve refugees' **livelihood assets and strategies** through facilitating access to trainings, financial services and self-employment and agriculture/livestock/fisheries production; and
- Create an **enabling environment** for refugees to have access to comprehensive and well-coordinated livelihood interventions.

The Livelihood Strategic Plan states that it is aligned with the CO's MYMP Protection and Solutions Strategy 2018-2022, which includes Strategic Objective 4: "Refugees and host communities benefit from livelihoods opportunities which strengthen self-reliance and allow access to inclusive socio-economic development."¹⁴

¹⁴ UNHCR Djibouti (2017b).

The Livelihood Plan envisions that the first two years of the implementation of the Plan would focus on re-engagement with livelihoods, and together with ONARS, take a leadership position in enrolling and creating new livelihoods-based stakeholders. This includes the aim to catalyse strengthened communication, coordination, collaboration, and capacity amongst livelihood sector partners. The CO also was to support several projects to directly improve refugees' livelihoods through creating access to financial services and providing comprehensive training programmes combined with placement services, as well as CBI, to accelerate entrepreneurial activities and group-based IGA. To further enhance the enabling environment for refugees to have access to comprehensive and well-coordinated livelihood interventions, UNHCR was to pursue the following activities:

- Hire professional livelihoods person
- Hire implementing partners
- Ensure baseline and endline assessments take place
- Inaugurate a livelihoods workgroup¹⁵
- Engage in strategic communications
- Work with state-service providers
- Work with Ministry of Education and Professional Training (MENFOP) and National Agency for the Employment of Training and Professional Integration¹⁶ (ANEFIP) for comprehensive and holistic training programmes
- Work with ANEFIP for wage-employment placement registration
- Work with tax offices and the Djibouti Office of Industrial and Commercial Property¹⁷ (ODPIC), for business formalisation
- Work with the Ministry of Agriculture to improve refugees' fishing in Obok
- Work with CPEC to provide savings accounts and microcredit for refugees
- Perform registrations at CPEC or banks
- Collaborate with the Chamber of Commerce on business communications
- Engage directly with businesses to determine opportunities
- Secure funding and productive assets supporting livelihood programmes
- Organise for an entrepreneurial one-stop-shop for the urban poor in Djibouti Ville
- Negotiate with Obok fisherpersons co-op to allow refugees' participation
- Organise with private banks for refugees to access savings accounts

ET overall assessment of the strategic workplan: The Strategic Plan and its operational workplan channelled the CO in both strategic and operational/tactical activities. It advocated for important aspects of CRRF framework implementation by working with key Government of Djibouti (GoDJ) agencies, furthering the agenda of strategic communications, engaging the private sector, negotiating access of refugees to important assets necessary for workforce integration, and coordinating PoC livelihood support activities. The Plan also included securing IP to engage in project implementation with UNHCR funding during the rebuilding years of the plan: Output 1.2 (page 55) calls for UNHCR to identify and sign contracts with IP. The ET concludes the workplan was overly ambitious given the very limited CO resources.

At the time of this review, there had been progress in most areas of the workplan. However, given the recent staffing changes in the CO at the highest levels (Representative and Senior CRRF Officer) and the evolution of institutional relationships under the CRRF, some of the originally planned activities are under revision, i.e., emphasising the leadership role of ADDS as an implementing and operational partner.

¹⁵ Note: The CO comments that this output of the 2018-2022 livelihood strategic plan has since been deemed irrelevant, as it would create a parallel group to the CRRF coordination groups led by Government.

¹⁶ French: *Agence Nationale de l'Emploi de la Formation et de l'Insertion Professionnelle*

¹⁷ French: *Office Djiboutien de la Propriété Industrielle et Commerciale*

Private sector partnerships and pilots to increase refugee livelihood opportunities

In all, the management of a significant number of contracts with new partners together with the small budget for these activities rendered the impacts of these small projects and pilots negligible. Thus, the ET believes that the recommendation to re-engage in project implementation (directly through IP) in the strategic workplan was an error and a great distraction for the CO staff. Also, because of the workload in managing IP in relation to the staffing and financing available for UNHCR LEI, operational and tactical activities detracted from the very important strategic operational work that is critical to successful implementation of the CRRF framework and national law.

The CO established direct partnerships through service contracts with six private sector partners and one pilot through a faith-based organisation (EPED).¹⁸ These service contracts were completed in a timely fashion. The pilot projects were small and modest in scope. Given the number of partners, the nature of the service contract and the newness of the relationships between UNHCR and the private sector partners, the projects required excessive investment on the parts of UNHCR and its IP to establish functionality. There were major problems associated with contracting private enterprises who were unfamiliar with UNHCR operating principles and practices and inexperienced in managing residential apprenticeship projects.

In addition, service contracts were not written to include outcome monitoring, a key necessity for pilots of LEI work. The ultimate goal of improving livelihood opportunities for participants through service contracts with private sector partners were largely completed as planned at the output level; though, there is limited evidence linking these capacity building efforts to actual livelihood improvements among refugees.

A separate analysis/report¹⁹ confirms the observations of the ET on these issues: that the pilots experienced a number of challenges related to the recruitment of private sector organisations, the contracting mechanism, the novelty of the relationships with UNHCR and its principles, selection of participants, the ability of the private sector to absorb and support apprentices, and the lack of outcome monitoring. Working with EPED²⁰ was less problematic, possibly due to its familiarity with non-profit work.

Summary of results of IP projects from data and interviews collected by the evaluation:

Comprehensive vocational training was provided to a very small number of PoC and host community members, with scalability in question. From April to July 2018, a total of 107 youth and adults, of whom 95 are refugees and 12 nationals, were trained in vocational skills with UNHCR funds. The trainees received training and other livelihood support in six areas namely electrical, plumbing, air conditioning, honey production, mechanics, and driving, and entrepreneurship with private sector entities.

The beekeeping/honey production project (10 participants) was designed without taking into consideration the assets for the participants to start honey production after the training. Thus, at the end, participants did not have the assets necessary to produce honey (the design is discussed further in the section on factors affecting results).

It was estimated that only about 20 percent of those trained/supported were able to secure regular income from activities that they were trained to do. There were some exceptions, notably the residential electrician training and start-up support offered by EPED. However, the approach needed for scaling vocational training is linkages to a system of effective Technical and Vocational Education and Training (TVET) institutions prepared and equipped to integrate refugees into their programmes.²¹ The ET finds a plan is needed to transition small-scale vocational training programmes to the national system and focus on preparing PoC to gain access to this system while also equipping those institutions to include refugees (e.g., accepting refugee's previous credentials, addressing language-barriers for

¹⁸ 1) The Chamber of Commerce of Djibouti 2) Garage Hassan 3) Garage STCD, 4) ProClean, 5) Auto-ecole modern and 6) the Abeille. An additional pilot was established with faith-based group EPED.

¹⁹ UNHCR Djibouti (2019).

²⁰ Evangelical Protestant Church of Djibouti

²¹ Djibouti TEVT institutions include: one technical college and four vocational training centres in Djibouti ville and one technical college in every region, covering the refugee settlements in two regions.

certification exams). Continued advocacy work to encourage uptake of PoC by the private sector is also needed.

Training in and resources for entrepreneurship were exceptionally small. The CO funded the Chamber of Commerce to provide this training; however, only 10 PoC participated. At the end of the training, only three out of 10 were able to secure funding to implement projects they developed during the training. At least one of these three individuals indicated that their project only resulted in small one-off funding that had no detectable or sustainable livelihoods impacts for her. EPED also embedded entrepreneurship training into its programme, though no quantitative data were available for LEI outcomes.

Little progress has been made in building governance in PoC organisations. The Strategic Plan calls for more emphasis on the creation of PoC community-based organisation (CBO). The ET agrees that governance and social capital building through refugee CBO are important aspects of the strategy in order to improve absorptive capacity and help refugee communities address their needs and reduce exploitation; for example, the exploitation of domestic workers. During the evaluation work, the ET discovered little evidence that CBO capacity building was taking place.

Summary of results of OP projects from data and interviews collected by the evaluation:

Agricultural livelihood strengthening activities had little impact, except for those focusing on small animal husbandry. In 2018-2019, operational partner LWF planned to provide cash grants to 40 people and distribution of boats and fishing equipment for 70 fishermen in Markazi, Obock. Small grants paired with agricultural support for raising and procuring chickens and goats appeared to be somewhat successful in the settlement settings. Small gardens, beekeeping, and support to Yemenites' fishing activities (Markazi) did not yield results. The Ali Sabieh settlements are in a livelihood zone that does not support horticulture. Only perma-culture could provide sustainable production of food. However, perma-culture has important technical requirements and thus demands strong technical partners for this activity. The plan to provide boats to fishermen by LWF was not a success, according to beneficiaries and partners, because of lack of appropriate community involvement in the selection of recipients, which caused conflict among community members.

In terms of operational context, it should be noted the UNHCR Livelihoods Strategic Plan de-emphasised agricultural activities during a phase named "rebuilding years", which emphasised improved access to financial services and comprehensive employment training. Training and IGA activities were to be expanded during the "consolidation years" of 2020-2021. It is also important to note that agricultural activity in Djibouti is limited by a small area of arable land and the increasing urbanisation of refugees.

Women were primarily trained in small numbers in traditionally gendered livelihood activities by operational partners and reflected very small numbers in the pilot projects. Though it should be noted that three out of 35 individuals trained in mechanics were women. Otherwise, women were primarily trained in sewing, running small informal retail businesses, beauty shops, and fast food eateries, work which women expressed the desire for during a socio-professional profiling. Based on FGDs, women often were not aware of the possibility of work outside these sectors. Start-up grants of between 75 USD (for individuals) and up to 500 USD (for groups) were given for start-up activities. The success rates for potentially sustainable income generation were again estimated by beneficiaries and partners to be around 20 percent or less. The ET found that well-developed social capital among group members was essential to the success of the group grants. Individual grants provided sustainable income generation primarily through small animal husbandry activities.

The success rates for sustainable income generation were estimated by beneficiaries and partners to be around 20 percent or less.

Good practices and potential for scale:

The ET finds the interventions organised around women's groups were particularly promising for improving the well-being of families. Successful interventions included grants to women's groups for entrepreneurial start-ups and grants to individuals and groups for small animal husbandry. The EPED model of vocational training was especially adaptive

and appeared to offer the most promising approaches for providing PoC skills that can be used for successful self-employment. The EPED model accounted for the need for residential apprenticeships, multi-lingual needs of trainees, insurance needs, and kits for start-up work. The programme also trained participants in soft skills and entrepreneurship. However, the programme is not scalable in its current form as a very small number of refugees are able to benefit. More work is needed to explore how EPED's model can be adapted to national TVET programmes.

Strategic coordination to improve the refugee livelihood enabling environment

There are some good examples of UNHCR, Government, and the Chamber of Commerce working strategically with private sector to improve the enabling environment for refugee employment. In 2018, UNHCR Djibouti and ONARS held an awareness session at the Chamber of Commerce with some important companies in Djibouti. According to interviews, the CEO of these companies were open to recruiting refugees but mentioned that opportunities are very limited due to the exceptionally high unemployment rate and small number of private companies located in Djibouti City. The ET learned of various other LEI activities that were to be implemented through governmental partners, but which were in flux at the time of the evaluation.

Financial inclusion activities have yet to be realised. Though refugees have the right to bank in Djibouti, few are actively included in the finance sector according to beneficiaries and key informants. The CO was in the process of developing a partnership with CPEC, the lead governmental institution for micro-finance, at the time of the evaluation; however, this relationship was not yet operational. Though CPEC has successfully provided credit to women PoC as part of a United Nations Development Programme (UNDP) women's empowerment project, the UNHCR activity to provide credit to five PoC was not realised at the time of evaluation. According to CPEC, UNHCR would not cover monitoring costs for CPEC and the relationship between UNHCR, CPEC, and ADDS was not clear. The ET finds this is another example where the small scale of this UNHCR project (centred on five PoC) and the difficulties in negotiations between UNHCR and CPEC distracted UNHCR from the greater need to work with the financial services sector broadly to more systematically provide financial services to PoC.

LWF plans to develop savings and loans groups (SLG) for PoC. Combining cash grants with SLG training is a potentially effective way to bring financial inclusion to the ultra-poor. The ET finds this work could benefit from a graduation-type model that pairs social protection with financial services and movement along a continuum from ultra-poor to poverty escape.

Resilience capacities

The forthcoming global livelihoods strategy uses a resilience framework to understand UNHCR's best positioning to strengthen refugee resilience and self-reliance (see Annex 3). The ET briefly reflects here on how the resilience capacities of PoC observed and documented during fieldwork could be considered for future LEI strategy. Partners implementing livelihood activities stressed the importance of bonding social capital and the need to support it, a key absorptive capacity that means PoC have people within their community to rely on/or provide support to in times of need. For example, refugee women's groups are particularly important to the success of community-oriented LEI. It has been found that in settlements with a predominance of single men, building social capital is challenging. The success of perma-culture and community gardening activities is dependent on social capital within refugee communities. Ethiopians were a refugee group recognised as having particularly strong social capital. Table 1 (next page) provides a listing of refugee resilience capacities relevant to the evaluation results in Djibouti.

The resilience capacities of refugees are currently seriously affected by the transition from NGO to GoDJ provision of health care. Lack of access to health services, pharmaceutical, and therapeutic nutrition care were identified by all refugee focus groups as a large shock affecting their resilience. This was noted as the most important concern they had, often making the discussion of livelihoods challenging. The ET concludes that LEI work must integrate resilience capacities into its strategic support for PoC. Therefore, in the context of the programme in Djibouti, transition planning and systems-level access monitoring is required to ensure that PoC are adequately absorbed into national programmes (i.e., the vertical/systems linkages of transformative resilience capacity). This component of ensuring

refugee access to national systems is already part of the objectives of the current Strategic Plan and in progress.

In addition, the emphasis on social capital building and CBO governance strengthening should be mainstreamed in UNHCR programming (which contributes to absorptive and adaptive resilience capacities).

Lack of access to health services...were identified by all refugee focus groups as a large shock affecting their resilience.

Table 1. Profile of refugee resilience capacities in Djibouti
How the evaluation results reflect on the resilience framework:

Absorptive Capacity	Adaptive Capacity	Transformative Capacity
<ul style="list-style-type: none"> • Many foundational basic needs of refugees are not met • Bonding Social Capital through group grants, but activities could damage this intra-community social support network if targeting is deemed unfair • Assets – some PoC arrived with jewelry to sell, some have accumulated household and productive items • Informal safety nets - refugee governance structures (CBO) and SLG are critical for refugee-based safety nets and protection 	<ul style="list-style-type: none"> • Limited adaptive capacities observed • Human Capital - language training that helped refugees access education or work opportunities; other training if sufficient and connected to larger institutions (e.g., TVETs); employment readiness needs coordinated strategies at scale • Bridging Social Capital - good relations with host community, and for some refugee groups (Yemeni who have relatives in the city or other Yemeni connections/ and Somalis- clan support) there is outside social support from relatives 	<ul style="list-style-type: none"> • Access to services - legal frameworks in place for refugee inclusion, but limits in policy implementation and capacity • Gender/social equity issues – including women’s empowerment and the issues around perceived competition with nationals are critical to address • Access to markets/employers - economic opportunities exist related to port/ free trade zones and CRRF investments • Local governance and protection provided by authorities - e.g., to combat protection/safety issues in the workplace

Foundations of LEI and refugee resilience – basic needs are met: Access to social protection and safety nets, safe water and sanitation, electricity, food and nutrition security, health services, education, shelter, safety, etc.

Note: According to new global livelihoods strategy, LEI units should focus on absorptive and transformative capacities.

Factors affecting livelihood results

Internal factors:

In all, the CO Livelihoods Strategic Plan over-committed to both strategic and tactical work, given the limited budget and human resources in the CO. Issues such as the lack of an LEI technical officer in the CO to integrate with the CRRF (based in Djibouti City), the one-year project cycle, and small budgets all affected the design and success of programmes.

Lack of adequate assessment and outcome monitoring. The lack of assessment and monitoring of LEI outcomes seriously affected the CO’s ability to adaptively manage its LEI work. Service contractors were not accustomed to monitoring outcomes and did not budget to do so; neither did they have the capacity for this. The UNHCR livelihood monitoring system is cumbersome, including over 80 indicators. The Djibouti country analysis for 2018 could not be interpreted as outcomes and impacts of the interventions, suggesting that the data collection system is problematic. As such, little progress was made to improve the LEI outcomes during the first two years of the strategic plan implementation.

Partnership strengthening around LEI is needed. UNHCR projects for livelihood training are all underfunded, not taking into account the full costs of residential training. OP rarely involve UNHCR in planning livelihoods projects implemented for refugees and host communities in line with the CRRF approach. They typically see UNHCR as only providing lists of eligible programme participants. UNHCR has not fully benefited from the experience of all partners

with substantial experience in-country such as LWF, DRC, and NRC, among other development actors.

Partner organisations interviewed feel that UNHCR does not have an in-depth understanding of the roles of public sector and private sector actors in providing LEI support to PoC. With the rise of ADDS and UNHCR's pilot experience with the private sector, it is a good time for major synthesis and stock-taking of LEI in Djibouti.

Private sector partnerships are emergent but need strengthening. Private sector partners are a newer area of partnership for UNHCR. Insufficient emphasis was placed on knowing your clients. Both UNHCR and private sector partners felt that the partnerships were rocky. Private sector partners did not have the capacity, with the exception of the Chamber of Commerce, to monitor and evaluate programme outcomes. They also were unfamiliar with the needs of end-to-end care for resident participants' apprenticeship programmes and with the principles and administrative requirements of UNHCR.

The design of a few projects was not adequate. Beekeeping for refugees in Markazi is an example. PoC were trained but had no trees or land to place the bees, nor kits to start the activity. Though it was the responsibility of the private sector partner to ensure that participants would be able to apply their training, this did not occur. Most of the projects experienced some planning issues such as not providing for residency needs, not planning for insurance for apprentices, or not providing equipment/supplies for start-up. Some stakeholders felt that more innovative thinking is needed to examine issues such as sustainable socio-economic solutions for those who will never leave the settlements.

External factors:

Implementation of the new refugee law is at an early stage. While the law has been promulgated, implementation has only begun. There are a number of constraints to implementation. Few PoC have bank accounts or access to credit, and many private sector partners and local authorities are still not familiar with the national law despite sensitisation sessions (which were still relatively new at the time of evaluation and ongoing). Licensing and equivalency determination for professional and vocational credentials is yet to be in place. There is still a problem with the availability of micro-credit according to PoC. This was reflected as well by discussions with financial institutions, which expressed the desire for a guarantee fund for PoC.

Lack of awareness at all levels of society of refugee rights and protections. PoC alleged that they are exploited in the informal employment sector and a particularly critical protection issue surrounds the area of youth and domestic work. Many youth are likely to leave the settlements to find work in urban areas, and the ET's interviews found low awareness among youth of national refugee laws or protections. One of the most common employment opportunities for young women is domestic work in Djibouti City. Young women, often under-aged girls, leave the settlements and their family to seek additional income (estimated 10-20,000 Djibouti Francs) in the city. While this has enabled some young women to gain resources to jump-start more lucrative livelihood activities, it was alleged that it also has exposed young women to exploitation, including sexual and gender-based violence (SGBV). The reports of this emerged from KIIs and FGDs, though the ET did not encounter individuals who were abused or admitted that they were abused. The ET feels it is essential that this issue be addressed through specific youth programming and building refugee CBO that provide channels for reporting any abuse in coordination with Protection Unit.

KEQ 2

How can UNHCR better position its approach to and role in refugees' livelihoods and economic inclusion vis-à-vis those of other stakeholders, and what are the current opportunities for enhancing sustainability and phasing out of direct implementation of livelihood programme activities?

Box 4. Main findings - UNHCR's strategic positioning to enhance scale and sustainability

- **UNHCR is in a uniquely favourable position to influence a positive policy and donor environment for scaling LEI solutions for PoC.** UNHCR knows refugees and because of its role in facilitating the promulgation of the national law, UNHCR is in a privileged position to be an influencer of institutions and resources in an environment where these are increasingly becoming available. As a result of the GoDJ's commitment to CRRF, substantial donor resources are being made available that should be directed at meeting the needs of both PoC and host communities. This includes millions of dollars to be invested by the World Bank, European Union, UNDP, and USAID. UNHCR should be able to ensure that programmes are designed, implemented, and evaluated so as to gradually improve LEI at scale for PoC.
- **UNHCR must urgently redefine its role.** UNHCR must quickly move into the role of coordination, policy advocacy, and monitoring, evaluation, and learning (MEL) with respect to the impact of large-scale programmes on PoC participation and well-being. Currently, UNHCR is spending limited resources on a fragmented project agenda while larger resources are being made available to address LEI of PoC and host communities. UNHCR must quickly move from managing small-scale projects to a much more strategic role. UNHCR was viewed by external stakeholders to be an important influencer in this regard and should urgently take on this work. While national government ministries are well aware of PoC rights, much remains to be done to socialise the national law to enterprises, first responders, and local government officials. Thus, communications and advocacy also are very important needs. Finally, MEL related to PoC LEI and well-being is an important gap that UNHCR is best placed to influence, which can be done jointly with Government.
- **UNHCR will need to restructure its functional support to stakeholders in Djibouti in order to fulfil this new mission.** The requirements for supporting small-scale livelihood projects, including the administration of contracts and agreements, requires a different approach than high-level coordination, policy advocacy, monitoring, and evaluation. This will affect the configuration of CO staffing capacity.
- **UNHCR is in a position to influence resource mobilisation in support of PoC LEI.** Finally, it cannot be under-stated how important a shift in UNHCR strategy is in this favourable policy and resource environment where substantial donor resources are being invested for vulnerability reduction in Djibouti. Through more rigorous monitoring of PoC outcomes, UNHCR will be in a stronger position to advocate for resources in support of PoC and will be able to identify gaps of CRRF implementation.

Government partnerships are in varying stages of maturity, and it is a critical moment to be an influencer.

The most important Government agencies are Ministry of Interior (including ONARS), the MENFOP, ADDS, and ANEFIP. UNHCR's strongest partnerships are with ONARS and MENFOP. ONARS is the state institution specifically tasked with refugee care, while MENFOP receives considerable funding from UNHCR for provision of basic education to refugees. ANEFIP plans to develop a specific office to improve working relationships with UNHCR around refugee vocational and professional development issues, which include training, credentialing, and registering in databases that facilitate workforce recruitment. The ET finds this is an encouraging development. ADDS is a major organisational player in social protection programming in Djibouti and will administer funding provided by the World Bank to administer the international development assistance package for Improving Human Capital for Poor Communities and Refugees. ADDS has substantial EU funding; 23 million EU for CRRF support, which has been targeted mainly for host community members. Other key Government partnerships related to refugee well-being and

ensuring access to services include: Ministry of Social Affairs, Ministry of Labour, Ministry of Agriculture (in charge of Water Resources), Ministry of Environment and Ministry of Health.

UNHCR's role amidst other actors. UNHCR has a central role in ensuring the protection and well-being of PoC by mandate and reputation. While UNHCR also has historically implemented or managed the implementation of resource transfers and programmes for PoC, this has shifted under the CRRF as the GoDJ is integrating PoC into social services and the Djibouti workforce. Along with this integration, Djibouti is receiving substantial donor support from the World Bank, the European Union (EU), United States Agency for International Development (USAID), and UN agencies such as Food and Agriculture Organisation (FAO) and UNDP. The total social sector investment for vulnerable people in Djibouti is in the hundreds of millions of dollars. Many of these programmes directly fund social protection, workforce development and LEI.

UNHCR will need to ensure the needs of PoC and monitoring systems are in place in order for PoC to benefit from these programmes. This will require increased advocacy and engagement with these donors as well as active participation in technical working groups and forums. The ET is concerned that the CRRF multi-agency committee is not sufficiently active to engage and coordinate key stakeholders around PoC inclusion. There is urgent need to reinvigorate this committee. A policy working group on PoC LEI comprised of these key players or a sub-committee of the CRRF coordinating committee is needed.

A much more robust engagement of the private sector is needed to promote PoC access to formal and informal employment. UNHCR now has gained some experience working with the Djibouti Chamber of Commerce and a handful of private entities. However, UNHCR does not have a comparative advantage for working with the private sector. The Chamber of Commerce is a good stakeholder in the CRRF and has a coordinating role in the private sector. UNHCR should consider a partnership agreement with the Chamber to mobilise the private sector to integrate PoC in their workforce and help to mobilise funding for this work.

UNHCR must more realistically position itself to leverage its very limited resources for LEI. UNHCR has high status as the agency that knows refugees according to multiple KII. However, its resources for LEI are minuscule in relation to the development funding available that can meet the needs of both PoC and host communities. UNHCR has convening power and the charge to know its clients and advocate for them. Engaging in direct implementation of small-scale activities is a large distraction at a critical time when large amounts of money that can meet PoC needs is being spent in Djibouti.

UNHCR has high status as the agency that knows refugees according to KII.

The criticality of coordination and stock-taking. Operational partners interviewed all voiced the importance of a coordination forum and a place where stock-taking related to LEI for PoC should occur. Partners have a great deal of experience in LEI programming for PoC, mostly outside of UNHCR support. Partners feel much has been learned about the requirements of LEI, success factors, and challenges. However, there is no forum for exchanging this information and collective learning. In the spirit of CRRF, work can be done to ensure that PoC LEI issues are integrated into existing forums across line ministries.

Operational partners all voiced the importance of a coordination forum and a place where stock-taking related to PoC LEI should occur.

Supporting policy implementation. While the legal environment is highly favourable for PoC LEI, much needs to be done to facilitate policy implementation. Significant advocacy and communications work are required to ensure that stakeholder institutions are aware of the legal framework and also understand protocols for engaging PoC. UNHCR should also develop close relationships with programmes and activities that are focused on strengthening the TVET system to ensure that PoC are prepared with the fundamental skills for eligibility in these programmes and employability (language and literacy). While refugees have the legal right to a bank account, advocacy/communications strategies are needed to ensure that banks comply with the new law. Providing PoC with a broader array of options and pathways to credit is another area of critical need in Djibouti. There also may be technical needs that UNHCR is well placed to provide to guide policy implementation: e.g., credentialing equivalency.

Monitoring and evaluation of PoC LEI is weak and needs to be re-designed. UNHCR needs a PoC monitoring strategy urgently, especially as it moves from a project implementation role to that of strategic coordinator and influencer. No other agency currently has the mandate and resources to ensure that this is done. The strategic position of UNHCR vis-a-vis the well-being of PoC demands that a reasonably funded monitoring, evaluation, and learning (MEL) system, including monitoring access to services/resources and well-being outcomes, is in place. At this time, the LEI monitoring system is not providing needed information. As UNHCR moves away from an implementation role, a joint or integrated monitoring system with GoDJ and partners is especially relevant and is the main mechanism for demanding accountability.

Economic opportunities for PoC LEI programming are promising in the context of the CRRF framework implementation. Advocacy and strategic coordination working together with MEL is critical to ensure these resources are well targeted and evaluated in relation to PoC needs. A prominent need is to synthesise learning that many of UNHCR IP and OP have generated about how to improve PoC LEI; another is to ensure that continuous learning occurs by integrating PoC LEI needs into national forums and working groups concerned with LEI.

Resource mobilisation. Strategic coordination is one of the most important areas of need. UNHCR needs to ensure that large well-funded programmes include appropriate and well-targeted programmes that are monitored for their impacts on PoC. The small funds available to the CO for LEI should be primarily used for strategic coordination, MEL activities, and advocacy/communications.



Female participants of livelihood programme in Djibouti. TANGO/2019

Conclusions and Recommendations

Conclusions

KEQ 1: Results and factors (retrospective)

The conclusions for KEQ 1 are drawn around the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD DAC) evaluation criteria of relevance, efficiency, effectiveness, impact, and sustainability.²²

Relevance: The UNHCR approach of developing a Strategic Plan and high-level look at the problem of livelihoods and durable solutions for refugees was a positive step towards taking a more strategic approach to its role in Djibouti. However, the ET finds the Strategic Plan was misguided to some degree. The decision to re-engage in small-scale livelihood activities distracted the CO from its timely and more important roles to facilitate policy implementation, coordination of stakeholders, and MEL related to the livelihoods and well-being of PoC, particularly given the Government's commitment to the CRRF.

Efficiency: Given the administrative requirements of managing several small-scale activities, the CO livelihoods workstream was not efficient. Managing numerous small projects requires significant management oversight. This is a well-recognised problem for CO senior staff. UNHCR's influence on operational partners is minimal, and unfortunately, the lack of coordination, which is a role that UNHCR should play, is a factor affecting the efficient use of resources to enhance LEI for PoC to scale.

Effectiveness: During the period under evaluation, UNHCR's livelihood investments have not been effective in meeting targets due to the very small budgets allocated to these programmes and the types of instruments used to engage partners. The PoC community is very diverse and the activities have not always been designed to meet the varying needs of refugees coming from different countries, socio-economic backgrounds, genders, and age groups. Similarly, training and asset-building programmes were not well-targeted to areas where markets for goods and services exist. In addition, the lack of a LEI coordinating body influences the effective use of the larger envelope of donor resources intended to improve LEI opportunities for PoC and host communities.

Impact: To date, UNHCR Djibouti through both direct and indirect mechanisms, has had limited impact on LEI for refugees. During 2018-19, there were less than 400 beneficiaries for all LEI activities of operational and implementing partners (out of an estimated 30,000 PoC), and by generous estimates, only 20 percent of these may have experienced any tangible benefits from the LEI investments. The small scale of these LEI activities and their low rate of return is a major strategic gap of the programme.

Sustainability: Activities underway and reviewed at the time of evaluation do not demonstrate sustainable improvement for refugee LEI beyond activities in the informal sector that are not a result of UNHCR work. Also, the funding of LEI activities by UNHCR in its current funding environment is not sustainable.

²² See: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

KEQ 2: UNHCR strategic positioning (prospective)

The conclusions for UNHCR's future strategic role in LEI programming in Djibouti use the frameworks provided in the UNHCR 2019-2023 Global Strategy Concept Note (see references) and the Refugee Resilience Theory of Change (see Annex 3), and where possible the CO's 2018-2022 Strategic Plan for Livelihoods.

Absorptive capacity: These capacities are the prerequisite foundations for building refugee resilience and self-reliance. This is a core mandate area of UNHCR in ensuring protections and basic needs are met for PoC. This evaluation finds that both national and local measures to ensure PoC protection and basic safety and well-being are critical. While the national law has been promulgated, there remain important gaps in policy implementation such that PoC still have difficulties accessing basic needs such as health, education, housing, and water/sanitation. LEI work in Djibouti also has not sufficiently targeted the importance of building absorptive capacities among its clients and their host communities. For example, refugee governance structures, savings groups, and other efforts to build social capital are inadequate. Given the small number of opportunities in the formal employment sector, most PoC participate in the informal sector where protection issues have been alleged to exist.

Another important factor for both absorptive and adaptive resilience capacity of households is savings to rely on in times of stress. SLG should be encouraged and include women's groups. LWF and other stakeholders should be encouraged by UNHCR to facilitate social capital building through the expansion of women-targeted savings and loans associations.

Adaptive capacity: As stated in the Concept Note, UNHCR is to partner and convene experts to facilitate the inclusion of refugees into existing programmes and services that address livelihood skills development, jobs, and business opportunities. In the current context, PoC should be incorporated into the larger national initiatives aimed at social protection and building the workforce among vulnerable populations. The large LEI programming experience of some of UNHCR's traditional partners can be synthesised to make sure that employment readiness of PoC is addressed in collective programming to address the barriers of accessing livelihoods for PoC. Through the multi-year/multi-partner (MYMP) partnership approach and an integrated and revised CO Strategic Plan, which takes into account the varied needs of PoC communities, UNHCR can position itself to support partners in the development of adaptive capacity.

Transformative capacity: Through the adoption of the refugee law and the steps taken by the Government of Djibouti to integrate refugees into social services and the workforce, dramatic improvements have been made in governance related to the rights of PoC. However, much work is needed to facilitate policy implementation. A particularly important need is for the UNHCR to provide co-leadership with the relevant government ministries for coordination, advocacy, and MEL related to LEI programming to ensure that PoC benefit from policy reform and resource mobilisation.

Current information systems that monitor livelihood outcomes and inclusion are inadequate to capture important information about inclusion and well-being of PoC. Indicators are needed to reflect financial inclusion as well as workforce participation and sustained improvements in income and assets. Similarly, the ET found that information on projects and activities is somewhat inconsistent across differing sources of information. Knowledge management is fragmented and at times contradictory, and reports from implementing and operational partners are sparse. Knowledge management of information related to the inclusion of PoC is problematic and will require investment and technical capacity to address.

For these improvements to be made, the Livelihood Strategic Plan will need to be revised to eliminate activities that involve implementation of small/unscalable projects and to focus and redirect CO activities around strategic coordination, advocacy/communications, and MEL work. This will require major restructuring of CO, and HQ/RB support to Djibouti. In all, a participatory change management process that starts with revision of the Strategic Plan is needed.

Recommendations

Recommendations for UNHCR Djibouti

- 1. Recommendation on operation-wide participatory revision and integration of the livelihood strategic plan within a broader CO inclusion strategy.** All units/functions within the operation should have a cohesive strategy that contribute to the strategic coordination, advocacy, and MEL objectives focusing on inclusion of PoC in national social service programmes, financial systems, and workforce development efforts. This includes operating with a single approach with integrated outreach and partner engagement. The process to achieve this should include Theory of Change workshops with staff, stakeholders, and PoC feedback sessions. Ensure that PoC are included in this process and also that UNHCR's revised strategy places front-and-centre CO connectivity with PoC and their host communities. **When:** begin this process by end of 2019.
- 2. Recommendations on restructuring to work with Government and change management.** The second step is to align operational functions with the above revised strategy. The ET recommends that senior management consider hiring a change management consultant to support them in the restructuring process. The ET recommends that the following are considered in the process:
 - Support the Government and relevant line ministries to re-invigorate the sectoral groups which have CRRF-related activities incorporated: The membership of the sectoral groups, governance structure, and functional roles and responsibilities should be revisited. The committees might have as one of its early activities the revision of the Livelihood Strategic Plan. The CRRF senior advisor should lead this process.
 - Either recruit a senior LEI officer (P4/P5) and increase regional support to spearhead the coordination and MEL emphasis of work in the CO, or provide at least 50 percent time of a senior regional expert in support of the CO. This individual should be located in Djibouti City (or nearby if regional) and should likely be embedded in ONARS, ADDS, or an appropriate Government office. The experience of these individuals must include strategic coordination, private sector engagement, financial inclusion, and broad experience in workforce development and inclusion. This role should coordinate with Government on regular refugee population-based surveys made possible through national systems or survey firm consultancies.
 - In collaboration with ONARS, develop a workplan to establish PoC CBO to provide voice and governance engagement opportunities to PoC.
 - In collaboration with ONARS, develop a knowledge management system for tracking the progress of inclusion and for sharing information among operational partners. Ideally, this knowledge management system should be housed in ONARS. UNHCR should advocate for resources to be mobilised for this activity.
 - Assign the advocacy work to a team led by senior management so that the advocacy functions align better with strategic opportunities at the CO operation level.**When:** begin late 2019.
- 3. Recommendation on employment readiness.** Large segments of the population struggle with language and literacy barriers to entering the formal (for Somali, Ethiopian and Eritrean) and informal labour markets (Yemenites, most Ethiopians, Eritreans). UNHCR should conduct a readiness assessment and ensure that PoC have access to foundational programmes. This is a particularly acute need in Djibouti City, where refugees have greater difficulties accessing appropriate education and language training. However, in settlements, adult literacy and language training should be considered. Readiness needs must be assessed by gender, age groups, ethnic groups, and region. **When:** by Quarter 1 (Q1), 2020.
- 4. Recommendation on LEI priority investments.** Related to employment readiness, the ET finds that mainstreaming the development of PoC governance, social capital, and women's economic empowerment among operational partners should be important priorities, including financial inclusion activities such as women's savings and loans associations. UNHCR also should focus on strategic and technical gap areas that limit policy

implementation such as credentialing equivalence, licensing, and professional/vocational association membership. **When:** Q1, 2020.

5. **Recommendation on partnerships.** The reinvigorated CRRF coordination, supported by an advocacy/knowledge management technical advisor, should conduct an assessment of partnerships. One component of this assessment should include potential private sector partnerships (perhaps to be undertaken by the Chamber of Commerce), including capacities and gaps in those partnerships. Another component of the partnership assessment is development actors, including among the UN Country Team, and to identify a joint advocacy and communications strategy. Priority areas of need for partnerships are in the areas of employment readiness, worker protection, financial services, and workforce inclusion. **When:** Q2, 2020.

Recommendations for UNHCR HQ/RB

6. **Recommendation on HQ/RB support.** There is a need for more capacity building support by HQ/RB around the shifts represented in the new livelihood strategy. Capacity building and sensitisation could be used around the following issues in particular:
- HQ should revisit and revise its assessment and monitoring strategy, at least so far as livelihoods and economic inclusion is concerned, but also around inclusion and integration in social services, financial, and workforce inclusion. Both programme coverage and outcomes should be measured. A strategy for the collection, management, analysis, and dissemination of this information is urgently needed. Adequate sample sizes of probability sampled PoC is necessary, with stratification on age, ethnicity, gender, and location. This work will need a realistic budget and training of CO staff that will administer it. UNHCR might consider developing an on-line course around assessment and monitoring of PoC. **When:** Q3, 2020. However, the ET is aware that UNHCR is undergoing a global results-based monitoring framework overhaul. The CO MEL system should be coordinated with this global work.
 - How to do MYMP planning within the Livelihood Strategy and operationalised within the annual project cycle, including how to better engage private sector partners, is a challenge. The CO struggled with the development of partnerships in this new policy environment of Djibouti. Guidance and lessons learned from other livelihood programmes, particularly in other CRRF contexts, should be disseminated. **When:** Q2, 2020.
 - Create a mechanism to support small livelihood programmes in leveraging resources for larger strategic impact. As shown through this evaluation, there is a need for HQ/RB to better support livelihoods programmes to transition from small-scale projects no longer aligned with the long-term strategy or CRRF context. A first step for the CO, with guidance from HQ/RB, is revisiting and revising the LEI Strategic Plan in line with the MYMP and developing a corresponding operational plan with a budget. This work should be done in partnership with ONARS, ADDS, and the Chamber of Commerce as key operational partners, at a minimum, or a LEI subcommittee of the CRRF pilot committee. **When:** Q2, 2020.

Annex 1: Background & Methodology

Operational Context – continued

Social, political, and economic context: Djibouti is a lower middle-income country with an estimated population of approximately 974,000,²³ with the majority, about 64 percent, living in Djibouti City. The country has international poverty rate of 17.1 percent and a middle-income poverty rate of 40.2 percent.²⁴ Unemployment is estimated to be 40 percent.²⁵ Approximately three-quarters of the population of Djibouti lives in Djibouti City and only four percent of the land is considered arable. The economy centres on the service industry around the port activities, including foreign military rent primarily (70 percent of gross domestic product, GDP), while the industrial sector accounts for 17.3 percent of GDP. The country is nearly entirely dependent on imports for its food supply. Agriculture only accounts for three percent of the GDP. There are very limited opportunities for agriculture beyond fishing and animal husbandry.

The World Bank estimates that 68 percent of work is in the informal sector.²⁶ There are an estimated 8,000 Small and Medium-sized Enterprises (SMEs) in Djibouti though only 3,300 are licensed. Seventy-five percent of informal SMEs are owned by women. The Port and new free trade zone as well as the transport of import and export products is an area of economic growth for the country.

Politically, Djibouti has been politically stable for many years. It is a predominately Muslim country (95 percent of the people) populated with ethnic Somalis (60 percent) and Afars (35 percent).²⁷

National refugee policies and legal frameworks: Djibouti has distinguished itself for its favourable policies and openness to refugees and asylum seekers. It was among the first countries to adopt the CRRF and to develop a national legal framework and a national refugee law. In January 2017, the Government promulgated the National Refugee Law 159/AN/16/7, which grants refugees the right to social services and to employment.

Refugee context: There are approximately 30,000 refugees/asylum seekers in Djibouti.²⁸ Officially, approximately 80 percent of these reside in three refugee settlements, while only around 5,500 reside in Djibouti City. However, Djibouti City is the major hub of economic activity in the country. It is estimated that at least another 5,000 refugees are living in Djibouti City, many are members of households that reside in settlements. Humanitarian assistance is only provided to refugees/asylum seekers in settlements. Thus, it is common practice for households to send younger members of their households to Djibouti City in search of work while the family continues to reside in settlements where they receive humanitarian assistance.

Refugees/asylum seekers are a very diverse population, originating in Somalia, Ethiopia, Eritrea and more recently Yemen. Somali refugees represent the largest group at about 49 percent of the total followed by Ethiopians (33 percent); Yemenites (13 percent) and Eritreans (4 percent).²⁹ Table 2 provides refugee and host community population statistics by major location.

²³ World Population Review (2019).

²⁴ World Bank (2019).

²⁵ CIA (2019).

²⁶ World Bank (2019).

²⁷ UNHCR Djibouti (2017a).

²⁸ UNHCR (2019c).

²⁹ UNHCR (2019c).

Table 2. Refugee and host community population statistics by location

Location	Refugees/Asylum Seekers		Host Community
	Individuals	Households	Individuals
Ali Adeh (Ali Sabieh)	15,710	4,244	3,500
Holl-Holl (Ali Sabieh)	6,355	1,757	3,000
Djibouti city	5,503	2,694	624,000 ³⁰
Markazi (Obock)	2,366	1,121	6,000
Total	29,934³¹	9,816	636,900

PoC are also culturally and socio-economically diverse. There are many young adult Somalis and Ethiopians who were born and raised in the settlements. E.g., Eritrean refugees include a significant number of former combatants in the war for independence. Yemenites are typically better educated and have a health profile of a middle-income country characterised by chronic diseases. Ethiopian and Eritrean women are more likely to engage in livelihood outside the home in comparison to Yemenite and Somali women. The different groups have differing language challenges in Djibouti. Somali and Afar are the most commonly spoken local languages while French and Arabic are official languages.³² Therefore, Somali refugees are more easily able to engage in informal livelihoods. For most refugees, the lack of fluency in French language is an obstacle to participating fully in the public educational system.

The market assessment conducted with ILO in 2017 found the following with respect to market opportunities:

- Leading sectors for employment: Shipping/logistics, transport, construction, tourism, and sectors with growth potential to absorb more job seekers: energy, fishing;
- 50 percent of 260 businesses reported not having employees with adequate qualifications;
- Companies signal an interest to hiring and training youth;
- Technical, skilled, and semi-skilled trades-persons and management-level employees are mainly hired through personal networks or from other companies, rather than through public and private placement agencies and TVET institutions;
- Potential employees lack soft skills to navigate the workplace;
- Women have limited access to TVET institutions and are segmented into careers that follow traditional gender norms, and often enter the informal sector after a TVET course;
- The public sector employs 41 percent of the workforce, government-linked companies account for 13 percent of salaried positions, and private sector enterprises employ 26 percent of the workforce;
- Only 21 percent of the workforce have formal training in their field of work;
- The World Bank estimates that 68 percent of jobs in Djibouti are in the informal sector. An estimated 8,000 enterprises operate in Djibouti with only 3,300 licensed businesses, and;
- Nearly 75 percent of informal SMEs are headed by women.

Key findings from the market assessment and refugee LEI needs assessment for refugee needs.^{33, 34}

- Literacy and language challenges are significant
- Refugees prefer informal to formal employment
- Women are being channelled in to traditional employment opportunities as opposed to potentially more lucrative employment opportunities linked with TVET programmes.

Women and men work in the informal labour market though Yemenite women and Somali women are less likely to work than their peers from other countries of origin.

³⁰ World Population Review (2019).

³¹ UNHCR (2019c).

³² UNHCR Djibouti (2017a).

³³ ILO and UNHCR (2018).

³⁴ UNHCR Djibouti (2017a).

Methodology– continued

Approach: A key element to TANGO’s approach is the participatory and systematic feedback process through all phases of evaluation. The evaluation design was jointly agreed by all involved levels of UNHCR. The fieldwork was conducted to solicit sensemaking³⁵ and validation from a broad range of stakeholders. In the post-fieldwork and analysis phase, preliminary analysis and results briefings engaged UNHCR and partners in order to ensure the results and subsequent conclusions and recommendations are relevant and actionable. After submission of the draft evaluation report, there was a period of time to collect and submit comments to TANGO by UNHCR. The comments process is a crucial step to ensuring the usability of the final deliverable for UNHCR stakeholders. This process was repeated for a second draft before this report was finalised.

This evaluation examines the results of livelihood activities and factors affecting those results (KEQ 1) in light of the strategic objectives of the CO and of the strategic direction promoted by HQ through the forthcoming global livelihoods strategy (KEQ 2). Thus, the two KEQs represent both retrospective and prospective inquiries.

Summary of methods/techniques: The Djibouti ET includes a TANGO senior international consultant with livelihoods and health and nutrition expertise, joined by a national consultant with expertise in economics and a local research assistant/interpreter who spoke multiple languages and had worked for UNHCR previously. The UNHCR regional livelihood advisor participated in the fieldwork and provided insights that were incorporated in to the final analysis. The country ET was supported by TANGO HQ executive officers and desk-based researchers, ensuring consistency in approach across the country evaluations.

The ET conducted an in-depth evaluation focusing on programmatic results of the past two years, factors that affected results, and the role of UNHCR during this period and moving forward. The ET used a mixed-methods approach to ensure triangulation of evidence. The main techniques included a desk review of secondary data (e.g., revised livelihoods monitoring indicators, programme documents, monitoring data from implementing partners, etc.) and relevant external literature or policies, and primary qualitative data collection. The desk review was limited because so few documents (2-3 documents) were provided by the CO. Qualitative data collection comprises focus group discussions (FGD) with livelihood programme beneficiaries (refugees) and non-beneficiaries, and key informant interviews (KII) with programme stakeholders: UNHCR staff, government officials, partners, private sector representatives, and others.

The TANGO-led team, in close collaboration with UNHCR, used a purposive sampling method for this qualitative study to select all major communities of refugees, in Djibouti City (not living in refugee settlements), in Holhol (Holl Holl settlement); in Ali Sabieh (Al Adeh settlement); and in Obok (Markazi settlement). The sampling method does not allow generalisation to the full PoC population. The sites were selected primarily based on origin of refugee population, population size, length of time activities have been implemented, and differences in geographic setting, proximity to urban areas, and potential value chains.

The ET conducted fieldwork in Djibouti City, Ali Adeh refugee settlement in Aleh Sabieh; HolHol settlement; Markazi settlement in Obok as shown on the Djibouti map. In each of these areas FGDs were conducted among refugees coming from different countries of origin; women and men; and youth and adults.

The sampling strategy ensured that the most significant partners and perspectives are included. This approach ensured age, gender, and diversity (AGD) considerations in the perspectives gathered. The focus groups were conducted with youth and adult groups disaggregated by gender. Field work was conducted for two weeks: 30 June – 10 July 2019. A total of 293 refugee representatives (149 women, 144 men) were interviewed and 33 KII (see Table 3). See Annex 2 for the interview lists.

³⁵ *Critical sensemaking is useful as a method for understanding the intricacies and larger context of organisational processes and change (Source: Mills, A.J., et al. (2010). This is key because the organisational change required of the new global livelihoods strategy by the operations has to ‘make sense’ in order for new strategies to be effectively adopted.*

Table 3. Type and number of interviews completed

Type of interviews	Female	Male	Total
PoC interviews:	149	144	293
Djibouti City FGDs	12	28	40
Holl Holl settlement FGDs	32	44	76
Al Adeh settlement FGDs	68	40	108
Markazi settlement FGDs	37	32	69
In-depth household discussions, Djibouti City	-	2	2
KII/stakeholder interviews	9	24	33

Analysis and quality assurance: At the end of the field mission a debriefing was conducted with members of the livelihood team, a broad range of stakeholders, and senior management to present emerging findings. This report was prepared with information collected during the field visit and subsequent interviews/validation discussion, and triangulated with the available secondary data.

For analysis, the ET used the matrix approach. The ET began with open coding to become familiar with the data and develop initial interpretations of emerging themes and concepts, and thus gain a sense of how to proceed with analysis. Coding schemes were developed, which is an arrangement of related themes and concepts into which data are classified to draw findings. As TANGO is not using computer-assisted qualitative analysis for this study, the coding scheme is developed and organised manually within a matrix. The TANGO consultant formatted the matrix by the main categories of the data across the data sources. Quality assurance was conducted by a senior researcher at TANGO HQ, who reviewed the consistency and coherence of the conclusions drawn from the data and provided guidance on UNHCR evaluation quality standards and processes.

The draft report and preliminary recommendations were discussed via teleconference with UNHCR stakeholders in the analysis and reporting phase. All stakeholders submitted detailed comments on the draft report, and TANGO revised and finalised the report based on this feedback. This iterative process ensures the final recommendations of the evaluation are relevant and actionable.

Limitations/constraints: The qualitative data collection via purposive sampling are not meant to provide findings that are generalisable to the entire PoC population in country. The evaluation focused on the benefits and beneficiaries of the livelihood activities, and sought to conduct sufficient fieldwork to reach saturation of ideas for those beneficiaries of the programme. In all, the ET feels the qualitative fieldwork was sufficient to draw conclusions based on beneficiaries of the programme.

In addition, social desirability or other types of response bias are common potential constraints with beneficiary respondents, including the tendency of respondents to answer questions in a way they think the interviewer (or UNHCR/partner) or their social group wants them to respond. TANGO is experienced in using techniques to limit this bias. The evaluation team was clear in its introduction that it is independent of UNHCR and does not make decisions for the programme. The interviewer used techniques to promote comfortable interaction and honest exchanges of views during the interview. TANGO does not believe the overall quality of the data were impacted by this bias.

The field work in Djibouti took place in July. Some of the key development stakeholders were on vacation and not available for KIIs. To address this small gap, the ET sought information on these stakeholders' programmes online in order to be informed of their contributions in country.

Very little project documentation was available for the review because of the nature of the engagement with partners. Service contracts rather than partnership agreements were used as the tool for engaging partners. As such, these partners were not obliged to prepare meaningful reports on their activities and the results of their activities. To mitigate this documentation gap, the ET sought to gather perceived results across multiple data sources such as both partners and beneficiaries.

Annex 2: Interview Lists

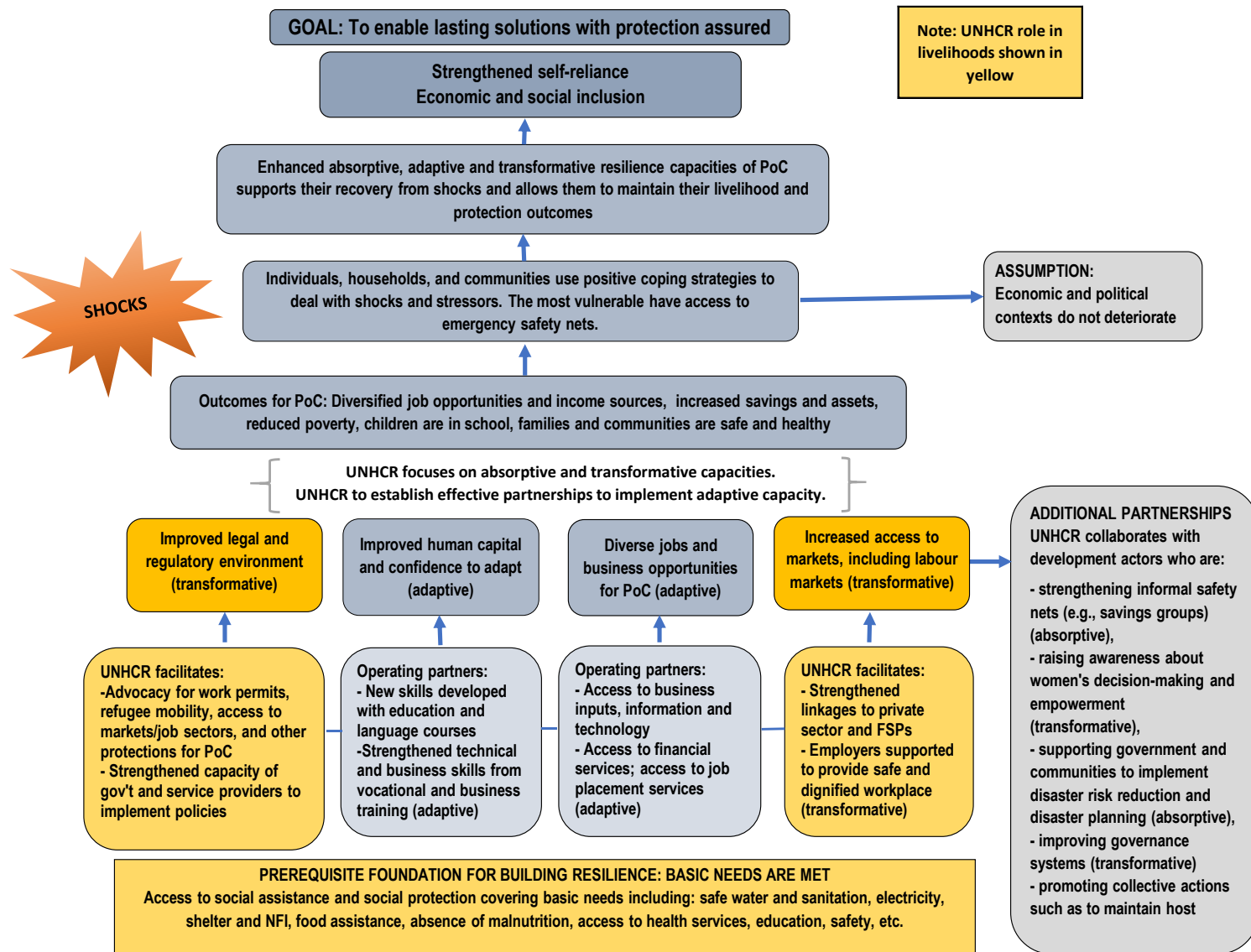
Schedule of interviews

Day/Date	Organisation/ Location	Role/Function
Wednesday, June 26	UNHCR	Senior CRR- Officer
Sunday, June 30	UNHCR	Representative HCR
	AMBOULI (district of Djibouti City)	Senior CRR- Officer
Monday, July 1	Ministry of Labour	Family father (head of household)
		Secretary General of Ministry
		Technical adviser
		Technical Adviser
	Ministry of Education	Technical adviser
	ONARS	Programme Manager
	NRC	Programme Manager
DRC	Programme Manager	
Tuesday, July 2	Training Centre	Director of training centre
		Administrator and project coordinator
	Chamber of Trade	Training Manager
	CPEC (credit union savings and credit)	Department manager
Bureau LWF	12 refugees: Groupe Réfugiés Yéménites	
Wednesday, July 3	UNHCR of Ali-Sabieh	Office manager HCR of Ali-Sabieh
	Regional Prefect	Regional Prefect of Ali-Sabieh
	LWF Officer of Ali Sabieh	Office Manager
Thursday, July 4	Ali-Addeh Camp	Total 62 refugees: 6 Groupes Réfugiés, Somalie, Ethiopie, Erythréan
Sunday, July 7	UNHCR of OBOCK	Office manager
	Village Markazi	Logistique HCR et Point focal
Monday, July 8	Prefecture of Obock	Total 65 refugees Yemenis: 4 groupe Réfugiés Yéménites
	Regional Council of Obock	Préfet Adjoint
	LWF Markazi	Vice-Président Conseil régional
	ICAN Markazi	Représentative LWF
	Regional Council of Obock	Représentative ICAN
	UNHCR of OBOCK	Association Pêcheur
		Officer manager HCR of Obock
Logistique HCR et Point focal		
Manager Protection VSBG		
Tuesday, July 9	PAM	Programme Manager
	Garage hassan	Garagiste (formateur Mécanique)
	European Union	Responsible for Cooperation
Wednesday, July 10	UNHCR	Debriefing: UNHCR of Djibouti City
Monday, July 15	FAO	Agronomist, Programme Manager
Tuesday, July 16	UNDP	Programme Manager

Annex 3: Resilience Capacities and Framework

- 1. Absorptive capacity is the:** Ability of households and communities to minimise exposure to shocks if possible and to recover quickly after exposure.
 - Informal Safety Nets (e.g., involvement in savings groups, *zakat*, mutual help groups, civic or charitable groups, religious groups, women's groups)
 - Asset Ownership (e.g., productive assets and livestock gained through the programme)
 - Local shock preparedness plan or protection structures in place and disaster risk reduction (e.g., awareness of disaster preparedness plans (for natural hazards) and about their awareness of how to prevent protection risks such as SGBV trainings or through conflict management committees, or how to report abuses.)
 - Household savings (e.g., use savings to cope with shock, not negative coping strategies such as distress sale of productive assets, withdrawing children from school to work, or taking on consumptive debt)
 - Bonding Social Capital (e.g., connected to informal safety nets, above, it is seen in the bonds between community members. It involves principles and norms such as trust, reciprocity and cooperation, and is often drawn on in the emergency context, where PoC work closely to help each other to cope and recover)
- 2. Adaptive capacity is the:** Ability of households and communities to make pro-active and informed choices about their lives and their diversified livelihood strategies based on changing conditions.
 - Livelihood diversity (e.g., what have been the opportunities for PoC to diversity their livelihoods and income sources? What livelihoods can be sustained in the face of different kinds of risks/shocks?) and asset ownership (same as above)
 - Human capital (e.g., basic literacy, primary or higher education, trainings received)
 - Access to financial services (e.g., access to bank accounts, loans, micro-credit)
 - Psychosocial adaptations (e.g., confidence, perceived ability to adapt and be self-reliant)
 - Bridging social capital with the host community and to others in different risk environments (e.g., those with social ties outside their immediate community can draw on these links when local resources are insufficient or unavailable. Some PoC may heavily depend on remittances, for example. For this evaluation, it may also mean ties to the host community indicating greater social inclusion.)
- 3. Transformative capacity is the:** System-level changes that ensure sustained resilience, including formal safety nets, access to markets, infrastructure, and basic services.
 - Access to basic services (e.g., nearby health centre, primary school, security services, etc.)
 - Policy changes regarding work permits and mobility
 - Access to formal safety nets (government, NGO, or UN- provided food or cash assistance for relief or for the most vulnerable)
 - Access to infrastructure (e.g., water and sewerage systems, shelter, electricity, telecommunications, paved roads)
 - [For rural areas] Access to livestock services or natural resources (e.g., grazing land)
 - Access to markets (e.g., regulations and policies allow PoC to access work permits, land, formal employment in all sectors)
 - Linking social capital (e.g., a refugee group leader is designated to participate in local government decision making)

Refugee Resilience and Self-Reliance Theory of Change



Annex 4: Strategic Plan Indicators

Outcome	Output
<p>Outcome 1: Assets are in place to create an enabling environment for refugees to improve their livelihoods outcomes.</p>	<p>Output 1.1 A livelihoods professional is coordinating UNHCR's livelihoods interventions.</p> <p>Output 1.2 Implementing partners are identified and contracts signed.</p> <p>Output 1.3 A workgroup provides a forum for communication, coordination, collaboration, and strengthens technical capacity of member organisations.</p> <p>Output 1.4 Information is being generated and disseminated.</p> <p>Output 1.5 Protections are in place to safeguard domestic workers.</p> <p>Output 1.6 Relationships with potential donors are established and being proactively managed.</p> <p>Output 1.7 A paved road links Ali Addeh and Ali Sabieh.</p> <p>Output 1.8 Food and livelihoods assistance targeting programme is in place.</p>
<p>Outcome 2: Socioeconomically vulnerable households are supported with access to social protection services and community-based protection services through sustainable refugee community-based organisations.</p>	<p>Output 2.1 Sustainable refugee community-based organisations (RCBO) function to provide services to community members.</p>
<p>Outcome 3: Refugees realising self-reliance livelihoods strategies through wage-employment in the formal sector.</p>	<p>Output 3.1 Local businesses and staff informed of National Refugee Law, and systems in place to allow persons of concern to be hired.</p> <p>Output 3.2 Currently-closed economic subsectors are open to hiring locals and refugees.</p> <p>Output 3.3 Access to wage employment facilitated through person of concern profiles registered with ANEFIP placement boards.</p> <p>Output 3.4 Professional qualifications from other nations accepted.</p> <p>Output 3.5 Persons of concern accessing comprehensive training aligned with market needs, and complemented by internships, coaching, and productive assets where necessary.</p> <p>Output 3.6 Persons of concern placed with employers.</p> <p>Output 3.7 ICT centres are accessible to refugees wanting to obtain or improve skills and qualifications, continue their education, or to find employment.</p>
<p>Outcome 4: Persons of Concern realising self-reliance livelihoods strategies through income generation in self-employment activities.</p>	<p>Output 4.1 State business services open to persons of concern.</p> <p>Output 4.2 One-stop-shop focusing on entrepreneurship operating in a strategic location in Djibouti Ville providing relevant entrepreneurial services to the urban poor.</p> <p>Output 4.3 Entrepreneurs accessing training.</p> <p>Output 4.4 Entrepreneurs receiving productive assets.</p> <p>Output 4.5 Entrepreneurial co-ops supported.</p>

<p>Outcome 5: Refugees have access to financial services.</p>	<p>Output 5.1: Persons of concern have access to formal savings services.</p> <p>Output 5.2: Persons of concern have access to formal credit services.</p>
<p>Outcome 6: Access to agriculture (farming-crop/livestock/fisheries) production enabled and enhanced.</p>	<p>Output 6.1 Comprehensive cash crop production and value chain development programme in place.</p> <p>Output 6.2 Comprehensive micro-gardening programme in place.</p> <p>Output 6.3 Comprehensive livestock production programme in place.</p> <p>Output 6.4 Livestock value chain production programme in place.</p> <p>Output 6.5 Access to legal self-employment in the fisheries sector facilitated.</p>

Annex 5: References

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