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Towards a global and regional framework to address the education of Somali refugees

SCOPING STUDY

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Towards a global and regional framework to address the education of Somali refugees

Window of opportunity: There has never been a more opportune time to promote education for Somali refugee children and youth. First, the situation of Somali refugees and displaced persons in East Africa in 2015 presents major political, social, and economic risks for refugees, origin and host countries, while compromising Somalia's capacity to progressively rebuild its future. Second, in 2015, there is not only a necessity but also an opportunity to work towards solutions addressing the immediate and longer-term protection needs of Somali refugees; third, these solutions require a regional and coordinated approach between Somalia, host communities and partners – including UNHCR; last but not least, education of Somali refugees can trigger such a crucial change for the future of Somalia and the Horn of Africa.

Education as a cornerstone: UNHCR has recognised education as a critical element in bridging the gap between protracted or emergency refugee situations *and* durable solutions – specifically through local integration or voluntary return. Access to school can offer these displaced and migrant children and youth a sense of normality, a safe space, and the promise of social and economic inclusion in their home (or host) country; likewise, vocational training can provide adults with useful tools to develop income generating activities and further strengthen their existing livelihood strategies.

A relevant regional lens: UNHCR co-chaired a ministerial-level meeting held in Addis Ababa on 20 August 2014, to articulate GISR's commitment to Somali refugees, agree on a common ground in the search for solutions and take forward the process of mobilizing the international community towards these objectives. The meeting unanimously adopted the *Addis Ababa commitment towards Somali refugees*. It is the most tangible, significant, and coordinated political initiative to address the protracted situation of Somali refugees. In this context, it is now increasingly necessary to work beyond the emergency model and make coordinated strategic decisions at the regional scale.

Shared dividends for East-African countries: Most host countries (Kenya, Ethiopia, Uganda, Djibouti,

Yemen) present fragile socio-economic contexts and weak education systems, which deter them from supporting refugee populations. Moreover, refugee camps are often located in the most educationally deprived regions, in areas where the national population itself is poorly served. As a result, host country populations and governments often deplore that Somali refugees place a burden on health and education services, public infrastructures, as well as housing and food prices. In this regard, the objective of this document is not to stigmatize host countries' difficulties to deal with a massive and sometimes unprecedented migration phenomenon but rather to provide evidence-based diagnostics and pragmatic solutions: the underlying hypothesis of this *scoping study* is that a regional education strategy *would* trigger long-lasting political, social and economic solutions for both Somalia and host countries.

Key findings

A snapshot of Somali refugees in 2015 shows that more than 50% of a one-million population are below the age of 18: Based on UNHCR data collected in January 2015 in Kenya, Ethiopia, Yemen, Uganda, and Djibouti, there were approximately 950,000 Somalis living in neighbouring countries, most of them in protracted refugee situations. When disaggregated, this figure reveals that:

- 1) By country, refugee numbers vary significantly, with a 1:21 ratio between Kenya and Djibouti – and three countries (Kenya, Ethiopia, and Yemen) accounting for 95% of the total number of Somali refugees;
- 2) With the exception of Ethiopia, the proportions of female and male refugees are almost identical;
- 3) The proportion of children (below 18) varies strongly 70% (Djibouti), 60% (Yemen), 55% (Kenya and Uganda), and 45% (Ethiopia), and remain extremely high;
- 4) Moreover, even if the 18-59 bracket is too broad to draw any specific conclusion, it can be assumed that a significant

percentage of 18-30 are illiterate and jobless, which also calls for specific vocational training initiatives;

- 5) Last, considering the balanced proportion of girls and boys, it highlights the necessity to design programmes geared towards girls' education, an increasingly at-risk population in both camps and urban areas, according to most survey respondents.

Enrolment rates are still low at primary level, alarming at secondary level: Enrolment rates in refugee camps are generally higher at primary education level (between 20% and 88%) than ECD and secondary levels. These figures are correlated with the key challenges faced by national refugee education systems: poor capacity (classrooms, teachers) in the camp or urban setting; cost of opportunity between child labour and primary/secondary education; social acceptance of education actors (NGOs or MoEs) by refugee communities; early marriage, lack of female teachers and cultural barriers for refugee girls; regulatory and legal constraints on access to secondary education; lack of incentive for boys to attend secondary education (absence of certification and employment perspectives); and extremely low primary completion rates (26% for girls in Dadaab, for instance, according to UNHCR).

A poor education system for Somali refugees can drive insecurity and instability in East-Africa: Somalia has been politically unstable for much of its post-colonial existence. More recently, counterterrorism operations and pressure against al-Qaeda-affiliated al-Shabab have had a spill-over effect on security in the North-East of neighbouring Kenya, as well as other countries (Ethiopia and Uganda). Most respondents agreed that a better coordination and provision of education for Somali refugees could lead to stability and security in host countries.

The security situation in and outside refugee camps and settlements has deteriorated: In Ethiopia, Yemen, or Kenya, the hostility from governments and a negative image among the local population (especially in Kenya or Yemen) give police officers leeway in dealing with Somali refugees. Overall, most of the NGO practitioners and UNHCR officers interviewed acknowledged that the ongoing security situation among Somali refugee communities had clearly deteriorated.

The provision of education for Somali refugees in urban settlements is more problematic than in camps: Undocumented Somalis living in urban settlements face a precarious situation: in all the surveyed host countries, they lack proof of legal status, face difficulty in finding formal employment and accessing social services (health, education). For refugee children living in Djibouti, Addis, and Nairobi, the review team was told that children had almost no access to primary education, as they could not provide birth certificates (Djibouti), valid test results to national exams (Kenya) or valid proofs of legal status (Kenya, Ethiopia).

Education for girls and female youths is at risk: The Gender Parity Index shows a worsening trend, in Kenya, Ethiopia, and Djibouti, confirming: i) the social and cultural obstacles to girls' education in the surveyed countries; ii) the lack of female teachers (15% only in Djibouti, 15% in Ethiopia); iii) security issues deterring families from sending girls to school. In this regard, the review team noticed a conceptual shift in the words of many interviewees (UN, NGOs, donors): gender issues are often reduced to GBV issues, which strongly biases the approach and may even be detrimental to empowering girls and women by turning them into victims rather than potential agents.

Right to protection is often denied to Somali refugee children and youths: Right to protection is provided at the national or local levels through domestic laws, policies, programmes and institutions that should meet or exceed the UNHCR protection standards. In practice, though, host country government policies often constrain the access of refugee children to education by asking children and their families to produce registration documents and child's birth certificate, prior to enrolment. More importantly, the five surveyed host countries do not take full responsibility for refugee education, despite their constitutional and legal obligation to do so, as signatories of the 1951 Convention, and very explicitly deny Somali children fundamental aspects of their right to protection (institutionalised care, education, civil registration).

Right to employment is generally denied to Somali youths: Under international law, refugees theoretically enjoy rights to protection and service provision. There is often a large difference, however, between formal rights and actual provision and, in practice, many refugees face institutional barriers that have direct and indirect effects on the prospects of their children receiving

an education: as surveyed host countries severely restrict refugees' right to employment.

Existing initiatives are at best fragmented at the national and regional scales: despite significant efforts between governmental counterparts, UNHCR, UN agencies and other relevant actors, approaches to refugee education are still fragmented at three levels: regionally, there is no unified framework or strategy to coordinate strategies, programmes, and operations towards the education of Somali refugees; nationally, UNHCR's relationship with the governments of asylum countries can vary a great deal, and are generally influenced by local political agendas, which clearly undermines the development of a regional coordinated policy towards the education of Somali refugees; locally, UNHCR tends to consider other stakeholders as implementing partners or subcontractors, which often leads to develop a passive culture of "service provision" among them.

Pedagogic content, methods, and objectives are not sufficiently prioritized: Raising the quality and content of education (at ECCD, religious education, primary, secondary, and higher education; TVET; and ALP levels) requires a comprehensive approach: starting with an active governmental support for refugee communities, it also requires the participation of refugee communities in the development of the education system, as well as sufficient investment for the long-term relevance of programming initiatives. Key issues at stake include: 1) non-standardised *curricula*; 2) *ad hoc* choice of the language of instruction; 3) lack of validation and certification; 4) lack of life skills and peace education; 5) unsupportive learning environments.

The lack of data analysis and knowledge management of refugee education at the national and regional scales prevents progress and lessons learned: On information sharing and data analysis, respondents had different opinions. While many interviewees complained about the lack of data and information at both national and regional levels, more in-depth discussions around this topic highlight the following: 1) lack of consolidated and standardized information procedures on basic EMIS, health, and nutrition aspects; 2) narrow input-oriented approach; 3) lack of in-depth analyses that help understand the key issues of Somali education; 4) absence of longitudinal or comparative analyses on refugee children and youths; and 5) lack of information sharing and M&E culture at both national and regional levels.

Summary of key challenges

- 1) A snapshot of Somali refugees in 2015 shows that more than 50% of a one-million population are below the age of 18.
- 2) Enrolment rates are still low at primary level, alarming at secondary level.
- 3) A poor education system for Somali refugees can drive insecurity and instability in East-Africa.
- 4) The security situation in and outside refugee camps and settlements has deteriorated.
- 5) The provision of education for Somali refugees in urban settlements is more problematic than in camps.
- 6) Education for girls and female youths is at risk.
- 7) Right to protection is often denied to Somali refugee children and youths.
- 8) Right to employment is generally denied to Somali youths.
- 9) Existing initiatives are at best fragmented at the national and regional scales.
- 10) Pedagogic content, methods, and objectives are not sufficiently prioritized.
- 11) The lack of data analysis and knowledge management of refugee education at the national and regional scales prevents progress and lessons learned.

Areas of Opportunity

The below recommendations present a preliminary framework for the development of a future regional education strategy, with the objective of opening the debate between GISR members and their partners. These recommendations are based on simple work hypotheses: 1) with the view to making refugees less insecure, a regional education strategy would benefit from a protection and rights-based approach aiming to enable all youth to be agents; 2) return is only durable if the conditions for effective and secure integration are met: on the longer-run return to Somalia will only be sustainable if security and basic services – and especially education – can be guaranteed to Somali returnees; 3) rather than focusing on minimum standards, the performance of a regional approach towards the education of Somali refugees should be based on essential needs.

1. Reinforcing the GISR Core members' political commitment towards education:

- Aligning institutional arrangements with UNHCR's mandate for the provision of refugee education, as a basic right and as an enabling right for all refugee children;
- Harmonising policies related to migration, education and development under the GISR umbrella in the 5 host countries as well as Somalia;
- Defining a regional territorial planning strategy with governmental and non-governmental implementing partners;
- Creating and operationalizing a regional fund to finance cross-border cooperation.

2. Unifying a rights-based approach at the regional level: refugee rights, education rights, and protection/child protection rights:

- Attaching more weight to equity (women, urban refugees, vulnerable groups);
- Designing policies to target both refugees/returnees and IDPs/secondary displaced (in Somalia, Kenya, Yemen in particular).

3. Developing regional, holistic and long-term measures concerning children, students and young professionals:

- Implementing regional 'Janus-curricula' that face both ways (Somali + host country);
- Using 'home country' language until literacy is attained, while adding a second language once children are literate in their own language;

- Agreeing on official validation and certification, inter-operability, and mutual recognition;
- Teaching critical and transposable skills and attitudes: life skills, peace education, civic education, health, nutrition, HIV/AIDS, human rights and environment;
- Identifying common regional Quality Education pillars (capacity of learners, supportive environment, appropriateness of content, effectiveness of learning processes, and achievement of outcomes).

4. Showing evidence of commitment and accountability from UNHCR and other GISR members (duty-bearers):

- Emphasising accountability and transparency, defined as a commitment to deliver results for populations of concern within a framework of respect, transparency, agreed feasibility, trust, delegated authority, and available resources;
- Setting up a cross-border knowledge-based management system for information sharing, education indicators, and migration or displacement dynamics;
- Providing concrete examples of coordinated regional approaches through pilot experiments at the national and regional levels.

Summary of key opportunities

- 1) Reinforcing the GISR Core members' political commitment towards education
- 2) Unifying a rights-based approach at the regional level: refugee rights, education rights, and protection/child protection rights
- 3) Developing regional, holistic and long-term measures concerning children, students and young professionals
- 4) Showing evidence of commitment and accountability from UNHCR and other GISR members (duty-bearers)

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ACRONYMS

AAH-I	Action Africa Help-International
ABE	Alternative Basic Education
AET	African Education Trust
ALP	Accelerated Learning Programme
CCC	Core Commitment to Children
CRC	Convention on the Rights of the Child
DAFI	Albert Einstein German Academic Refugee Initiative
DFID	(UK) Department for International Development
DRC	Danish Refugee Council
ECD	Early Childhood Development
EFA	Education for All
EMIS	Education Management Information System
EU	European Union
FSNAU	Food Security and Nutrition Analysis Unit
GAM	Global Acute Malnutrition
GBV	Gender Based Violence
GEP	Girls' Education Project
GER	Gross Employment Ratio
GPE	World Bank Global Partnership on Education
IAU	InterAid Uganda
IDP	Internally Displaced Person
INEE	Inter-Agency Network for Education in Emergencies
IOM	International Organisation for Migration
IRC	International Rescue Committee
JRS	Jesuit Refugee Service
MDGs	Millennium Development Goals
MoU	Memorandum of Understanding
NCA	Norwegian Church Aid
NER	Net Employment Ratio
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
PEP	Peace Education Programme
PTA	Parent Teacher Association
RMMS	Regional Mixed Migration Secretariat
SAM	Severe Acute Malnutrition

SC	Save the Children
SMC	School Management Committee
TVET	Technical, Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNGEI	United Nations Girls' Education Initiative
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USE	Universal Secondary Education
WB	The World Bank
WFP	United Nations World Food Programme
WHO	United Nations World Health Organisation
WTI	Windle Trust International

GLOSSARY

DURABLE SOLUTIONS	A sustainable solution (return, local integration or resettlement) as a result of which the displaced no longer have needs specifically related to their displacement and can enjoy the same rights as other citizens. Displacement ends when there is voluntary and safe choice accompanied with security of tenure, access to basic services and livelihood on par with those not displaced.
CHILD PROTECTION	Measures and structures to prevent and respond to abuse, neglect, violence and exploitation affecting children.
DUTY BEARERS	The government institutions obligated to fulfil the holders' rights.
PROTECTION	Protection includes a range of activities covering legal and physical protection, minimum standards of shelter, food, water and medical care that are aimed at securing refugee rights.
PROTRACTED DISPLACEMENT SITUATION	Protracted displacement situations are those, which have moved beyond the initial emergency phase but for which solutions do not exist in a foreseeable future. When the process for finding durable solutions is stalled and/or IDPs are marginalized as a consequence of violations or a lack of protection of human rights, including economic, social and cultural rights.
REFUGEES	As defined in the 1951 Refugee Convention, a refugee is defined as a person who "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country or return there because there is a fear of persecution".
REFUGEE EDUCATION	Ensuring that refugees enjoy the same access and quality of education as aliens in the host country as highlighted in Article 22 of the 1951 Convention Relating to the Status of Refugees, which states that signatory states "shall accord to refugees the same treatment as it accorded to nationals with respect to elementary education....(and) treatment as favourable as possible...with respect to education other than elementary education". . Access to education depends on the refugee governance structures in host countries.
RIGHT TO EDUCATION	A universal human right that includes the right to free, compulsory primary education for all, an obligation to develop secondary education accessible to all and equitable access to higher education – reflected in Article 26 of the Universal Declaration of Human Rights and Articles 13/14 of the International Covenant on Economic, Social and Cultural Rights.

I. Introduction

This scoping study has been commissioned by UNHCR to inform the future regional education strategy for Somali refugees to be developed in 2015. The assumptions behind this study are simple. First, the situation of Somali refugees and displaced in East Africa in 2015 present major political, social, and economic risks for refugees, host countries, and the Horn of Africa, while compromising Somalia’s capacity to progressively rebuild its future. Secondly, in 2015, there is not only a necessity but also an opportunity to work towards solutions addressing the immediate and longer-term protection needs of Somali refugees; thirdly, these solutions require a regional and coordinated approach between Somalia, host communities and their natural partners – including UNHCR; last but not least, education of Somali refugees can trigger such a crucial change for the future of Somalia and the Horn of Africa.

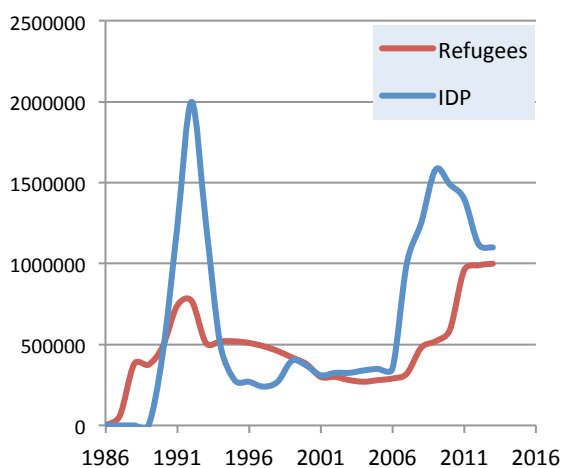
Key trends on Somali migrants and displaced in the Horn of Africa in 2015

As of January 2015, it is estimated that out of a total population of approximately 10 million Somali nationals 1.5 million live outside their home country, with approximately 1 million of those people living in or close to the Horn of Africa Region, with the same number of internally displaced persons inside Somalia.

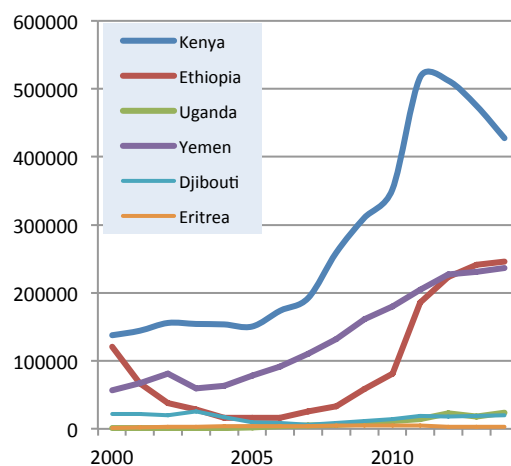
According to UNHCR, the Somali refugee population is broken down as follows in the region: i) 424,000 individuals in Kenya; ii) 245,000 individuals in Ethiopia; iii) 237,000 individuals in Yemen; iv) 24,000 individuals in Uganda; v) 20,000 individuals in Djibouti¹.

As suggested in the graph below¹, these recent migration and displacement phenomena are strictly related to modern Somali history as well as disasters triggered by natural hazards affecting the country: outbreak of the Civil War in 1991; war with the Islamic Courts Union in 2006-2009; severe drought affecting East-African countries in 2011 and 2012.

Graph 1: Somali IDPs and refugees in the Horn of Africa (1986-2014)



Graph 2: Somali refugees (2000-2014)



¹ Based on Laura Hammond’s History, overview, trends and issues in major Somali refugee displacements in the near region, New Issues in Refugee Research n°268, February 2014.

Protracted² situation of Somali refugees: Many refugees are displaced for very long periods, with “*basic rights and essential economic, social and psychological needs remain(ing) unfulfilled after years in exile*”³. At the end of 2009, more than half of them had been refugees for over five years⁴. It is true of Somali refugees who left their country in 1991 or 2006 and have sometimes been in exile for almost 25 years in Kenya or Ethiopia, with a significant and growing percentage of refugees being reportedly “third generation”: “*These refugees have very different types of experiences and expectations of the future than those who have come to the camps more recently.*”⁵ The protracted situation of most Somali refugees has a consequence on their likeliness and willingness to return: the more prolonged is the period spent in the host country the less likely refugees are to have active social ties or valid property deeds in Somalia. This implies long-term education and protection objectives – over a time period of several years and beyond short-term emergency provision is a critical part of any possible rebuilding process – for a large proportion of Somali refugees while keeping voluntary return as an objective.

For most Somali refugees and host countries, such a protracted situation has been a reality that has proven politically risky, as there is evidence that protracted refugee situations are a driving factor of instability and insurgency; economically counterproductive, as the *de facto* segregation between refugee and host country communities has not supported the economic development of host countries; and socially dangerous, as host country populations often perceive Somali refugees as the root cause of the economic and political issues affecting their country.

Time for change

Until recently, the ongoing conflict within Somalia has prevented practitioners and humanitarian actors from considering return as a durable solution for the protracted caseload of Somali refugees. Yet, the context is now changing and return and other durable solutions are getting increasing attention, due to the conjunction of several factors:

- Relative improvement of the security situation in Somalia: Since 2012, the improvement in the security situation in parts of South Central Somalia has led to fewer Somali fleeing the country and allowed for refugees and organisations to consider return as an option. Kismayo, Luuq and Baidoa are considered as the main areas of return in South Central Somalia;
- Worsening security situation in Ethiopia and Kenya: As both Ethiopia and Kenya troops took direct part in the Somali conflict, they have been increasingly targeted by terrorist activities linked to Al Shabaab movement on their soil. The 2013 terrorist attack on Westgate mall in Nairobi further increased the tension and politicised the issue of refugees, leading the Kenyan government to prioritise security in its response which included crackdown on Somali refugees living in Nairobi, operation *Usalama Watch* allowing the police to arbitrarily detain Somali refugees, and finally amendment of the 2006 Refugee Act in December 2014;

² The UNHCR defines a protracted refugee situation as “one in which 25,000 or more refugees of the same nationality have been in exile for five years or more in a given asylum country” with no prospect of one of three durable solutions of repatriation to the home country, local integration to the country of asylum, or resettlement to a third country. (Barbara Zeus, Exploring Barriers to Higher Education in Protracted Refugee Situations: The Case of Burmese Refugees, in Journal of Refugee Studies, 24, n°2, UNHCR, 2011).

³ UNHCR, Protracted Situations, Executive Committee of the High Commissioner’s Programme, Standing Committee, 30th Meeting (10 June 2004) EC/54/SC/CRP.

⁴ UNHCR Annual report of the Special Representative of the Secretary-General for Children and Armed conflict, United Nations General Assembly and Human Rights Council. (A/HRC/15/58.), 2010.

⁵ Laura Hammond, History, overview, trends and issues in major Somali refugee displacements in the near region, New Issues in Refugee Research n°268, February 2014.

- Growing concern about encampment policies: Except for Yemen, across the surveyed countries, encampment has been the favoured model for accommodating Somali refugees and minimising the perceived security risks of their presence by host populations. However, and as acknowledged by UNHCR in its *Policy on Alternatives to Camps*, “the defining characteristic of a camp is typically some degree of limitation on the rights and freedoms of refugees and their ability to make meaningful choices about their lives.”⁶ Which durable solutions are foreseeable for Somali refugees?

Time for collective solutions?

This changing context means that returns – voluntary, assisted and sometimes under pressure – is at the centre of the current Somali refugee operation, particularly in Kenya, and is likely to represent an increasing trend, provided that the fragile improvement of security conditions in Somalia prevails. However, a rapid overview of the three existing durable solutions suggests that have failed to provide Somali refugees with

- Resettlement: Between 1995 and 2010, approximately 55,000 Somali refugees were resettled from the region. The US has been the largest recipient of resettled Somali refugees. Resettlement is ongoing from all surveyed camps with the notable exception of Dollo Ado. As of 2011, however, resettlement, as a durable solution is only available to a small number of refugees and the number has dropped from 8000 to 500 refugees per year. After the 2011 emergency and influx of refugees in the camp, priority was given to acute protection cases and refugees with medical issues.⁷
- Integration: Host countries are generally not supportive of integration – Uganda being a notable exception. Formal and legal integration would thus only be feasible for a small number of refugees and would strongly depend on: 1) a favourable socio-economic context within host communities; 2) a positive security and political environment (especially in Kenya and Ethiopia); 3) regional agreements between host communities, Somalia, and relevant international stakeholders. In today’s context, these preconditions are not met and “integration” might only happen informally for urban refugees.
- Return: As of January 2015, “the security situation is still extremely volatile in Somalia, leading to increased internal displacements in the South” (UNHCR Somalia) and “basic services, such as health, hygiene, education... are still not available for most people in South Central” (UNDP Somalia). As the expansion of areas under government control and the ability of Somali refugees to return home in safety are still uncertain, a significant phenomenon of return seems impossible on the short-run, despite the increasing pressure from host countries to repatriate Somali refugees – as shown in the amendment to the 2006 Refugee Act by the Kenyan government in December 2014 (article 58). A return process can only be effective if security, basic services, land, education, and employment opportunities are available to returnees. Indeed, the UNHCR has acknowledged that when facilitating voluntary returns, its obligations regarding reintegration mean that “returnees and other persons of concern to UNHCR need to have access to reasonable resources, opportunities and basic services to establish a self-sustained livelihood in conditions of equal rights with those of other local residents and citizens. Their reintegration should take place under conditions of social, economic, cultural, regional and gender-based equity.”⁸

⁶ UNHCR Policy on Alternatives to Camps, 2014. <http://www.unhcr.org/5422b8f09.html>.

⁷ Data from the UNHCR, *Refugee Operation Brief* (Dadaab, 2011)

⁸ UNHCR, *Handbook: Voluntary Repatriation*, International Protection, 1996.

In response to this changing context, the Global Initiative on Somali Refugees (GISR) was launched by the High Commissioner in December 2013 to rally regional and international efforts for decisive solutions for Somali refugees in the six core states of the GISR (namely Djibouti, Ethiopia, Kenya, Somalia, Uganda and Yemen). For international stakeholders and local development partners, such a coordinated approach may also strengthen their legitimacy and responsibilities at the national level, as the actual political latitude of UN agencies (UNHCR, but also UNICEF and UNESCO) and their partners (NRC, DRC, Save, CARE + national implementing partners) vis-à-vis local governments and institutions can vary a great deal.

As part of this process, UNHCR co-chaired a ministerial-level meeting held in Addis Ababa on 20 August 2014, which convened the six Core States of GISR, as well as UNHCR, the United Nations Assistance Mission in Somalia (UNSOM), the African Union (AU), the Intergovernmental Authority on Development (IGAD), and the United Nations Economic Commission for Africa (UNECA). The aim of the meeting, held in Addis in August 2014, was to articulate a renewed commitment to Somali refugees, agree on a common ground in the search for solutions and take forward the process of mobilizing the international community towards these objectives. The meeting unanimously adopted the *Addis Ababa commitment towards Somali refugees*. It is the most tangible, significant, and coordinated political initiative to address the protracted situation of Somali refugees.

Education, as a pathway to durable solutions?

UNHCR has recognised education as a critical element in bridging the gap between protracted or emergency refugee situations *and* durable solutions – specifically through local integration or voluntary return.⁹ Access to school can offer these displaced and migrant children and youth a sense of normality, a safe space, and the promise of social and economic inclusion in their home (or host) country; likewise, vocational training can provide adults with useful tools to develop income generating activities and further strengthen their existing livelihood strategies. In these regards, the necessity of education in any durable solution towards Somali refugees is highlighted in the proportion of children¹⁰ among Somali refugees, as it exceeds 60%. Quantitatively, it also raises the key question of the *education* of approximately 290 thousands 0 to 4 year-old (early childhood development), 150 thousand 5 to 11 year-old (primary school) and 140 thousand 12 to 17 year-old (secondary school) Somali refugees.

Table 1: Somali refugees in December 2014 (breakdown by age and gender)

Age Groups	Male	Female	Total
0-4	8%	8%	16%
5-11	15%	14%	30%
12-17	8%	7%	15%
18-59	16%	21%	37%
60+	1%	1%	2%

Source: UNHCR 2015

⁹ Sarah Dreyden-Peterson, Refugee Education, UNHCR Policy Development and Evaluation Service (PDES), 2011. Durable solutions include voluntary return, local integration or resettlement of refugees in a third country.

¹⁰ Following the UNICEF Convention on the Rights of the Child, Article 1, Guiding Principles, 1990. The definition reads: “The Convention defines a 'child' as a person below the age of 18, unless the laws of a particular country set the legal age for adulthood younger. The Committee on the Rights of the Child, the monitoring body for the Convention, has encouraged States to review the age of majority if it is set below 18 and to increase the level of protection for all children under 18”. It is interesting to note that the first article of the Convention not only defines what a child is but also relates this definition to the normative/legal notion of protection.

In this context, it is now increasingly necessary to work beyond the emergency model and make coordinated strategic decisions at the regional scale (Kenya, Ethiopia, Uganda, Djibouti, Yemen). The assumption made by UNHCR and the underlying hypothesis of this *scoping study* is that a regional education strategy *would* trigger long-lasting political, social and economic solutions for both Somalia and host countries: *“Don’t consider protracted situations as if they were an endless cycles of local emergencies. You need to think out of the box? No, you need to rethink the entire box – at both national and regional scales” (NGO Country Director, Addis Ababa).*

II. Methodology

Objective of the scoping study

The present scoping study was commissioned by UNHCR to inform the future regional education strategy for Somali refugees to be developed in 2015, with the following end objectives:

1. *Identify the gaps and opportunities in current data, coordination and strategic planning, which could be addressed in a regional strategy;*
2. *Develop the outline of a new Somali refugee education strategy (rationale and recommendations).*

General approach

The methodology used for this assignment was based on a mix of qualitative instruments: firstly, a desk review of refugee education strategies and documentation available in the five surveyed host countries as well as key activities in the education sector in Somalia; secondly, key informant interviews with relevant UNHCR and refugee education partner staff in these countries; lastly, a mapping of policy contexts, key actors and initiatives in education services in Somalia as well as host countries. The review team also took advantage of its presence in Nairobi to organise field visits in urban neighbourhoods (Eastleigh) and refugee camps (Dadaab) and meet with Somali refugees.

Table 2: Qualitative interviews (breakdown by country)

	KII UNHCR	KII UN	Government	KII NGOs	Focus Groups with refugees
Kenya	6	5	2	4	3
Ethiopia	2	1	1	2	0
Uganda	0	0	0	1	0
Yemen	1	0	0	0	0
Djibouti	1	0	0	0	0
Somalia	2	3	0	1	0

Sources

Figures: Available UNHCR data were systematically privileged, to allow cross-country comparisons, under the assumption that UNHCR country offices use *relatively* homogenous and standardized data collection, analytical tools, and indicators. The review team also used data from other publicly available sources (mostly UNICEF, ILO, WB, IOM, DRC, NRC). Last, data from recent *Samuel Hall* research conducted in Somalia for the ILO, UNHCR and DRC were also exploited.

Statements: While the conclusions of this report are mainly based on interviews with Key Informant Interviews, it is important to note that the opinions expressed in this document, unless specifically mentioned, were systematically triangulated – to mitigate the subjectivity factor and reflect the idea of multiple actors and not isolated opinions.

Limitations

There were obvious limitations to this scoping study.

The first limitation is the [scarcity of available information](#) on refugee education. Despite the existing global or regional initiatives in East-Africa, there is still no centralised database management system to inform regional strategies and cross-country coordination. Likewise, UNHCR offices were extremely knowledgeable on the situation of refugee education systems, but there are significant discrepancies between country offices in terms of available and standardized data on education. In this regard, the following points should be kept in mind:

- 1) Lack of consolidated information procedures: given the different sources of information that UNHCR country offices, UN agencies donors, and implementing partners collect, most actors lack regular and synthetic databases;
- 2) Data on refugee education are input-oriented and do not take more intangible and qualitative dimensions into account;
- 3) Behind the few available figures, there is no real in-depth analysis that help understand the key issues of Somali education;
- 4) There is no longitudinal (over time) or comparative (test and control groups) analyses of refugee children and youth, which would help draw conclusions on the successes and failures of educational initiatives.

The second set of biases has to do with the [methodology used](#) for this scoping study. The analysis is mostly based on 30 qualitative interviews and an extensive desk literature review, but:

- 1) The review team was not able to travel to Uganda, Somalia, Tanzania, Djibouti, and Yemen to conduct face-to-face interviews and field visits;
- 2) Refugees' opinions and concerns (adults, youth, and children) were not raised *directly and representatively*, as the review team was only able to conduct 3 focus groups and a few additional individual interviews with Somali refugees in Eastleigh (Nairobi) and Dadaab.

Last, [government representatives](#) of Somalia, Yemen, Uganda, and Djibouti were not asked to contribute to the analysis at this early stage, while only 3 representatives from the Kenyan and Ethiopian governments were interviewed. In this regard, it should be reminded that the objective for UNHCR is to use this document as an instrument to *open a regional debate* with national actors under the GISR umbrella.

III. Panorama of national refugee education systems

This section provides a basic description of the commonalities and differences between the surveyed national refugee education systems, to identify actual challenges and potential opportunities at the regional level.

- The first sub-section synthesises some key data on migration, enrolment (in camps), enrolment (in urban areas), and gender.
- The second sub-section presents the education systems of the GISR countries, with specific thematic focuses on the context, regulatory framework, actors, challenges, and opportunities.
- The third and conclusive sub-section build on the finding of country profiles to further analyse the main challenges to the education of Somali refugees from a regional angle.

III.I. Rapid overview of existing migration and education data

While reviewing the following tables and data, three things should be kept in mind:

Missing information: Some important standard data on refugee education are missing (or were not identified) in most GISR countries, which prevented the review team from doing further analyses on:

- Out-of-school children (host countries and refugees);
- Net Enrolment Rates;
- Completion Rates;
- Attendance and Drop-Out Rates
- Teachers (disaggregated data, by gender, recognized qualifications, subject, citizenship, refugee status, age, turn-over rate);
- Infrastructures (classrooms, toilets);

Such a lack of information on basic EMIS, health, and nutrition aspects is a finding *per se*: there cannot be any proper regional education strategy without standardized and harmonized data on the host and Somali refugee communities.

Estimates and proxies: Some information in the table below are highlighted in grey, to indicate that they were not triangulated or based on qualitative interviews only (hence not triangulated or officially endorsed by UNHCR or its governmental partners). Curricula and languages spoken in class are an example where opinions and texts tend to differ strongly.

Significance: While UNHCR, IOM, NRC, and other organisations have made significant efforts to develop post-secondary education, vocational training, adult literacy courses, and adult basic education, in a context where refugees are sometimes denied access to formal secondary education, it is worth noting that the review team did not include these important dimensions of any refugee education system in the synthetic tables below, as percentages were not significant enough. However, country profiles do include detailed information on post-secondary, TVET, ALP, and ABE.

Treaties and protocols signed and accessed by GISR member states

With the exception of Somalia (CEDAW and CRC), all GISR member states have signed and accessed the main treaties and conventions relating to: 1) refugee protection and rights; 2) non-discrimination against women; 3) child rights.

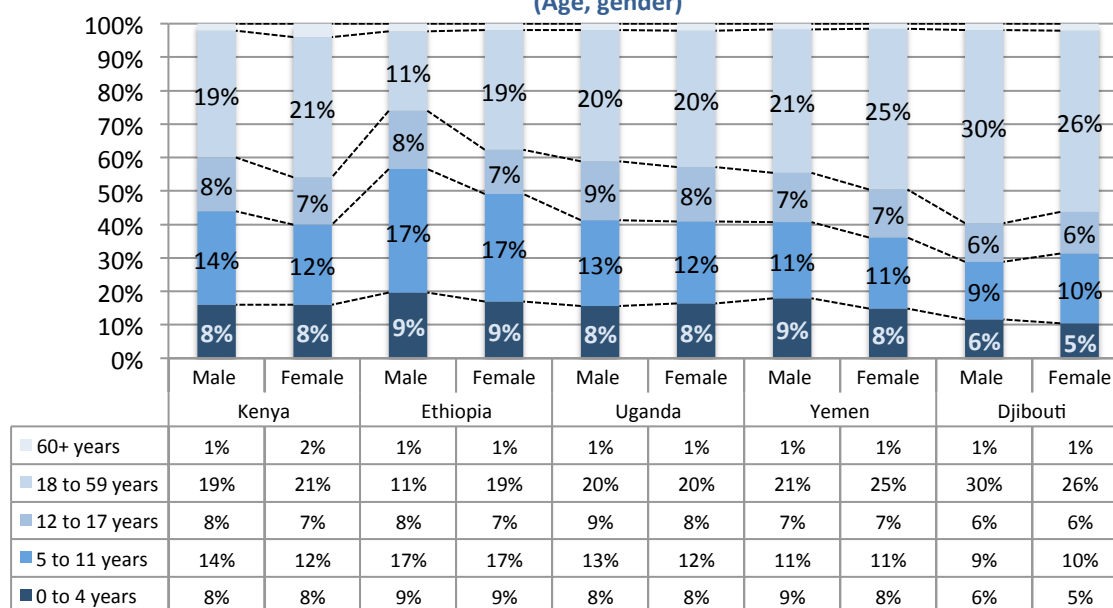
Table 3: Main treaties signed, ratified and accessed by the GISR member states

Countries	1951 Convention relating to the Status of Refugee	1967 Protocol	1981 CEDAW	1989 Convention on the Rights of the Child	2000 First Optional Protocol (armed conflicts)
Somalia	Accession	Accession	-	-	Signed
Kenya	Accession	Accession	Accession	Accession	Ratified
Ethiopia	Accession	Accession	Accession	Accession	Ratified
Yemen	Accession	Accession	Accession	Accession	Accessed
Uganda	Accession	Accession	Accession	Accession	Accessed
Djibouti	Succession	Succession	Accession	Accession	Ratified

Basic migration figures

Based on UNHCR data collected in September 2014 in Kenya, Ethiopia, Djibouti, and Yemen, it is first striking to note that: 1) with the relative exception of Ethiopia, the proportions of female and male refugees are almost identical; 2) the proportion of children (below 18) varies strongly 70% (Djibouti), 60% (Yemen), 55% (Kenya and Uganda), and 45% (Ethiopia), while remaining extremely high. These two demographic analyses suggest that education is the key to the socio-economic development and integration/reintegration of Somali refugees; moreover, even if the 18-59 bracket is too broad to draw any specific conclusion, it can be assumed that a significant percentage of 18-30 are illiterate and jobless, which also calls for specific vocational training initiatives; last, considering the balanced proportion of girls and boys, it also highlights the necessity to design massive programmes towards girls' education, which has become increasingly at risk in both camps and urban areas, according to most of our survey respondents.

Graph 3: Basic demographics on Somali refugees in Kenya, Ethiopia, Djibouti, Yemen (Age, gender)



Source: UNHCR data, September 2014 (Uganda – estimate)

Finally, the migration profiles of the 5 host countries strongly differ – hence the political, social, and economic issues that are individually at stake:

- Numbers of Somali refugees (in absolute terms) vary a lot, with a 1:21 ratio between Kenya and Djibouti – and three countries (Kenya, Ethiopia, and Yemen) accounting for 95% of the total number of Somali refugees;
- The relative weight of Somali refugees in the whole refugee community also strongly varies, from 6% (Uganda) to 96% (Djibouti), while the significant proportions and numbers of Somali refugees in Kenya (424,000 individuals and 80% of the total refugee cohort) explain that the issue of migration is generally perceived as a ‘Somali problem’ in Nairobi;
- While encampment is generally favoured by host countries (Kenya – 92%; Ethiopia – 99%; Yemen – 15%; Uganda – 63%; and Djibouti – 98%), Yemen is a notable exception;
- On the proportion of children (below 18) and gender parity, Ethiopia constitutes an exception.

Table 4: Basic data on migration (breakdown by country)

Country	Somali Refugees	Somali/Total Refugees	Camps	Urban	Children	Gender Parity
Kenya	424000	79%	392000	32000	57%	0,96
Ethiopia	245000	42%	243000	2000	67%	1,17
Yemen	236000	45%	36000	200000	53%	0,96
Uganda	24000	6%	15000	9000	58%	0,96
Djibouti	20000	96%	19500	500	42%	0,92

Basic education figures

As shown in table 4, enrolment rates in refugee camps are generally higher at primary education level (between 20% and 88%) than ECD and secondary levels. These figures are not correlated with demographic data but with:

- Education capacity (classrooms, teachers) in the camp or urban setting;
- Cost of opportunity between child labour and primary/secondary education;
- Social acceptance of education actors (NGOs or MoEs) by refugee communities;
- Early marriage and cultural barriers for refugee girls;
- Regulatory and legal constraints on access to secondary education;
- Lack of incentive for boys to attend secondary education (absence of certification and employment perspectives)
- Extremely low primary completion rates (26% for girls in Dadaab, for instance, according to UNHCR).

Table 5: Gross Enrolment Rate in Refugee Camps (breakdown by country)

Enrolment Rate (Gross)	ECD	Primary	Secondary	Comments
Kenya	61%	59%	12%	UNHCR - Kakuma/Dadaab
Ethiopia	33%	20%	1%	Estimates / UNHCR - Dollo
Yemen	NA	88%	35%	UNHCR - Aden only
Uganda	9%	52%	2%	UNHCR - Nakivale
Djibouti	23%	60%	0%	Estimates / UNHCR data

Focusing on Somali refugees in urban areas, it is worth noting that this refugee group has lower enrolment rates in Kenya and (to a lesser extent) Yemen. These figures should be nuanced as there are clear knowledge and information gaps on urban refugees, as mentioned by all the surveyed UNHCR country offices.

Table 6: Gross Enrolment Rate in Urban areas (breakdown by country)

Enrolment Rate (Gross)	ECD	Primary	Secondary	Comments
Kenya	NA	14%	13%	UNHCR - Nairobi
Ethiopia	NA	NA	NA	No data available
Yemen	0%	83%	21%	UNHCR - Aden <i>only</i>
Uganda	17%	75%	15%	UNHCR - Kampala
Djibouti	NA	NA	NA	No data available

As mentioned in the comments of table 4, there are significant gaps between girls and boys at ECD, primary, and secondary education levels. The Gender Parity Index¹¹ shows a worsening trend, in Kenya, Ethiopia, and Djibouti, confirming: i) the social and cultural obstacles to girls' education in the surveyed countries; ii) the lack of female teachers (15% only in Djibouti, 15% in Ethiopia); iii) security issues deterring families from sending girls to school.

Table 7: Gender Parity Indexes in Refugee Camps (breakdown by country)

Gender Parity Index	GPI ECD	GPI Primary	GPI Secondary	Comments
Kenya	0,86	0,69	0,37	UNHCR - Kakuma/Dadaab
Ethiopia	1	0,98	0,89	Estimates / UNHCR - Dollo
Yemen	NA	NA	NA	UNHCR - Aden <i>only</i>
Uganda	NA	NA	NA	UNHCR - Nakivale
Djibouti	1	0,86	NA	Estimates / UNHCR data

Curricula and languages are essential to facilitate Somali children and youth integration in the host country, as well as any foreseeable opportunity of reintegration in their home country. The below table draws a contrasted picture:

- Most refugee schools follow the local (national) curriculum;
- In Kenya, Djibouti, and Uganda, English is often favoured;
- In practice, though, Somali refugee teachers often speak their own language with children who do not have enough linguistic.

Table 8: Curricula and Languages in use (breakdown by country - UNHCR)

	Kenya	Ethiopia	Yemen	Djibouti	Uganda
Curriculum	National	National	National	Not National	National
Language in use	English	Somali	Arabic/Yemeni	English	English after grade 4

¹¹ The Gender Parity Index (GPI) is a socioeconomic index designed to measure the relative access to education of males and females.

Partnering for refugee education

The indicative table below synthesises the existing partnerships for education between UNHCR, other UN agencies, governmental counterparts and non-governmental actors. Rather than focusing exclusively on education, the review team included other dimensions that are relevant to the development of a national and regional refugee education system: child protection, gender (and not only GBV), and protection).

Table 9: UNHCR partners (thematic breakdown)

Country	Education	Child Protection	Gender (more than GBV)	Protection	UN Partners
Kenya	ADEO, AVSI, CARE, DRC, FilmAid, JRS, LWF, NRC, WTK, MoEST	SC UK	CARE, IRC, JRS, NRC	CARE, DRC, FilmAid, GIZ, JRS, LWF, NCCK, RCK,	UNICEF
Ethiopia	AEEG, ARRA, DICAC, DRC, IRC, JRS, NRC, PAPDA, SCI, Wa-PYDO, WVI, ZOA, IKEA Foundation, MoE, ARRA	IRC, RaDO, Right to Play, SCI, SC US	ARRA, DICAC, IMC, IRC, MCDO, PAPDA, RaDO	ARRA, ERC, HelpAge, IMC, SC US	UNICEF
Yemen	CARE, MoE		CARE, NRC	IRD	UNICEF
Uganda	WTU, Nsamizi Training, Oxfam International, IAU, AAH-I, Kampala City Council, MoES		Oxfam International		UNICEF
Djibouti	LWF, MoE				UNFD

In Somalia, USAID, DFID, EU, and the Government of Netherlands are the main donors supporting education. Aside from governmental (federal) counterparts, other UNHCR implementing and technical partners include the following:

Table 10: UNHCR partners (thematic breakdown)

Country	Education	Child Protection	Gender (more than GBV)	Protection	UN Partners
Somalia	AET, CARE, NRC, NCA, Oxfam International	Oxfam International	CARE, AET	Oxfam International	UNICEF, UNDP, UNESCO, WFP, ILO

SOMALIA

THE CONTEXT

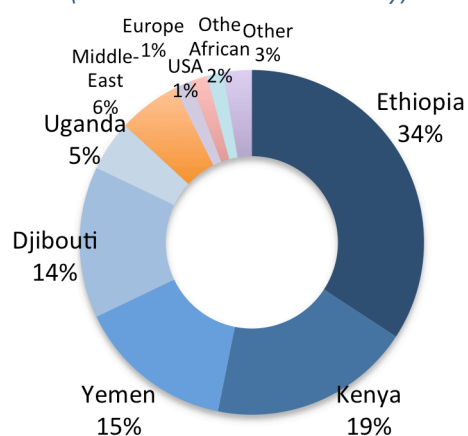
The creation of the new Somalia Federal Republic in August 2012 has prompted hopes for longer-term stability in all East-African countries, after two decades of violent armed conflict, drought, seasonal flooding, and famine. However, endemic violence and deprivation continue, with UNDP describing Somalia's human development progress as "strikingly low", with alarming indicators in access to health and education.¹² Today, Somalia is still one of the poorest countries in the world, with more than 40% of its estimated 10 million population living on less than \$1 a day, and 75% under \$2 a day, according to UNDP. While the independent republic of Somaliland and the autonomous region of Puntland fare clearly better in terms of governance, security, and basic services, the rest of the country is still divided between clans and regional conflicts.

Although the situation has improved since the 2011 famine, large proportions of the population in different parts of the country still experience severe food insecurity and increasing risk of moderate and acute malnutrition situations. In a study conducted from May to July 2014 and covering most livelihood zones of Somali,¹³ FSNAU indicated alarming situations of malnutrition, with critical¹⁴ levels of Global Acute Malnutrition (GAM = 24.8 %) and very critical levels of Severe Acute Malnutrition (SAM = 6.3%) recorded among nomadic, pastoral, and displaced populations in Kismayo, Dollow, Doble, Dhusamareb, Garowe and Galkayo as well as Bari urban.

The situation of girls and women in Somalia is also a real concern in a country where early marriages, teenage pregnancies, and gender-based violence are common. While the role played by women in the Somali society is strongly determined by cultural stereotypes, their dire situation is also related to the alarming humanitarian situation of the country.

In such a challenging context, the reality experienced by most migrants on returning to Somalia is that of a very difficult integration within an environment that is already undermined by multiple political, social and economic issues. Among the most crucial political challenges for returning Somalis are questions related to access to land and resources, access to basic services, education, health and security, as well as general living conditions and coping strategies among the most vulnerable returnees. In a forthcoming UNHCR/IOM study¹⁵ conducted in Puntland and Somaliland based on a sample of 800 youth, approximately one-fourth of the respondents reported being returnees. Interestingly, the 5 first countries of residence before return accounting for almost 90% of respondents' answers are also the 5 core member states that signed the Addis Ababa Commitment, under the UNHCR's GISR. While only focused on Puntland and Somaliland, this finding suggests: i) the relevance of the GISR as a platform;

Graph 4 – Returnee country of residence
(Somaliland and Puntland only)



¹² UNDP, *Somalia Human Development Report 2012, Empowering Youth for Peace and Development*, 2012.

¹³ FSNAU *Nutrition situation: Post Gu 2014 Analysis* Technical Series Report Number VII 55, October 28, 2014

¹⁴ According to WHO, with over 15% the emergency is considered critical.

¹⁵ Samuel Hall, *Youth, migration, and employment in Somaliland and Puntland*, a study commissioned by IOM Somalia, Forthcoming.

ii) the difficulty for those refugees of reintegrating in their home country; and iii) the necessity of investing efforts in developing a robust and sustainable Somali education system, from ECD to professional skills, to create more opportunities for Somali youths.

THE EDUCATION SECTOR

Over the past twenty years, many children and youths have abandoned school due to the high levels of insecurity, which has created a ‘missing generation’ deprived of any access to basic education and literacy. In this context, if security remains a priority for the new government, education is a key priority to guarantee the progressive rebuilding of a resilient Somali society. While the two northern zones of Somaliland (NWZ) and Puntland (NEZ) start from a higher base, the situation is alarming in all three zones: South Central holds a 19% literacy rate only, while Somaliland fares better, at 36 %. The tables below synthesise key education data on Somalia:

- Table 9 emphasizes low enrolment rates (and high percentages of out-of-school children) at both primary and secondary levels. Among the recurring and structural issues of the Somali education sector, the lack of infrastructures, textbooks, toilets, an out-dated curriculum (currently under revision), and the absence of qualified teachers should also be mentioned.

Table 11: Basic education figures for Somalia (2011-2013)¹⁶

Basic Data	Male	Female	Comments
Primary GER		42%	UNDP
Secondary GER		8%	UNDP
GER/School-Age	25%	15%	Estimate / UNDP
Out-of-School Children	75%	85%	Estimate / UNDP
Primary	64%	36%	UNESCO / UNICEF
Secondary	72%	28%	UNESCO / UNICEF
Teachers	15%	85%	UNESCO / UNICEF
Student/Teacher ratio	1:33	88%	UNESCO / UNICEF

- Considering the significant political and economic differences between the three zones, table 10 presents the key challenges of their respective education systems:

Table 12: Key challenges of the Somalia education system (Breakdown by zone)

Zone	Challenges
Somaliland	Lack of school places and infrastructures. Lack of qualified teachers. Challenging transition to secondary education. Limited opportunities for vocational training and higher education.
Puntland	50% of children still do not attend school. Poor quality of teaching (83% of teachers having never received teacher training). Challenging transition to secondary education. Limited opportunities for vocational training and higher education. Socio-cultural barriers (girls’ education)
Central and South Somalia	Quasi-absence of education/schools in rural or semi-rural areas. Absence of any governmental education programme/system. Education through a few private-sector education providers or NGOs exclusively. 75% of schools do not have classrooms. Security as a strong deterrent factor (especially for girls). Socio-cultural barriers (girls’ education)

¹⁶ Sources: UNICEF, *Somalia Statistics and Education in Somalia* <http://www.unicef.org/somalia/education.html>, 2011; UNESCO, *Somali Distance Education and Literacy* <http://www.unesco.org/ui/litbase/?menu=4&programme=100> and UNESCO and Arete Stories, <http://www.aretestories.com/unesco-somalia/>, 2013.

PRIORITIES FOR THE EDUCATION SECTOR

Asked to specify priorities to address the significant challenges of Somali education, DFID, UNDP and AET representatives have identified the following recommendations:¹⁷

- Prioritize the capacity of Somali authorities (in the three zones) to manage, finance, and develop a comprehensive education system;
- Accommodate Somali, Arabic, and English students under one common curriculum;
- Rehabilitate and construct additional classroom facilities and latrines;
- Focus on social spaces girl-friendly school environments that support both formal curriculum and extra-curricular activities;
- Improve accessibility and quality of education to empower marginalised groups (IDPs, people with disabilities, mobile schools for nomadic and pastoralist communities);
- Prepare the transition to higher education (curriculum, exchanges);
- Promote women's and girls' education through community mobilization;
- Establish basic standards for private and non-formal education;
- Develop peace education to promote acceptance and mitigate the risks of youth joining militia or terrorist groups.

¹⁷ It is worth noting that out of those 9 recommendations, interviewees identified 5 of the 6 objectives set by UNDP for education (MDG 2 – UNDP Somalia: <http://www.undp.org/content/somalia/en/home/mdgoverview/overview/mdg2.html>).

THE CONTEXT

Kenya has met some of the Millennium Development Goal (MDG) targets including on education with near universal primary school enrolment: 91% of children in 2005 had finished primary school, rising to a net enrolment rate of 95.3% in 2012. Since then, interventions and spending in education have paid off, and the new system of devolution provides an opportunity to improve public service delivery, making them more accessible to a wider number of Kenyan citizens. In December 2014, Kenya received a new grant of US\$88.4 million from the Global Partnership on Education (GPE) to enhance learning quality, notably for marginalized communities.

Yet, the promises of devolution for refugee management remain to be seen¹⁸. Although indicators are promising – poverty has declined from 47 per cent in 2005 under 40% recently – inequalities remain high, especially in marginalized counties home to the world's largest refugee camps – Kakuma and Dadaab – in Northern Kenya. The de facto encampment policy is growing stricter with the 2012 urban directive to relocate urban refugees back to the camps. Children, youth and their families are growing concerned that the opportunities once offered to them in Kenya are decreasing. Dadaab was originally intended to house no more than 90,000 people but quickly filled beyond capacity. The Dadaab refugee complex now counts five camps (Ifo 1 and 2, Kambios, Dagaley and Hagadera) with a majority of Somali refugees, yet the government is not able to adequately provide for the needs of all refugees. The entire population of refugees in Kenya now exceeds 500,000 refugees dispersed in urban and camp settings. Access to services and security are deteriorating – with increasing tensions with host populations and government wary of a spillover effect of the Somali conflict on Kenya's sovereign soil.

THE REGULATORY FRAMEWORK

Kenya has accessed the 1951 Convention relating to the Status of Refugee and the 1967 Protocol. The *Tripartite Agreement Governing the Voluntary Repatriation of Somali Refugees Living in Kenya* signed in November 2013 between the Government of Kenya, the Federal Government of Somalia and UNHCR establishes the legal framework for support to Somali refugees in Kenya, and those willing to return to their homeland. Among the responsibilities of the Government of the Republic of Kenya are the obligations to:

- *Issue and or validate documentation in respect of births, marriages, divorces, adoptions, deaths or other legal status as well as educational credentials in acknowledgement of academic or vocational skills obtained by refugees in Kenya;*
- *Recognize as appropriate and in accordance with applicable national law, certifications, qualifications and skills obtained from recognized institutions while residing in Kenya.*

Somali refugees have benefited greatly from the educational opportunities offered in Kenya. Education remains one of the main pull factors to Kenya, and an obstacle to return for families concerned with the level of education (both in terms of access and quality) available in their homeland. Beyond camps, refugee children and youth in urban areas have benefited most from Kenya's curriculum, preparing them for a better integration in the labour market in Somalia. However, in Kenya, prospects remain limited by law: refugees are not entitled to work permits and can only take on work as incentive workers – with limits set on wages. More recently, in December 2014, the Security Amendment Act,¹⁹ modified the Kenya's 2006 Refugee Act in two crucial ways: 1) by stipulating that, "*the number of refugees and asylum seekers permitted to stay in Kenya shall not exceed 150,000*"; 2) by further enforcing an encampment policy, limiting refugees to the country's

¹⁸ SH/DRC 2014 forthcoming

¹⁹ <http://www.irinnews.org/report/100987/kenya-s-security-act-threatens-refugees>

two sprawling, remote camps in Dadaab and Kakuma. With continuing conflict in Somalia, such strict limits on the number of people who can access state protection may mechanically put refugees' security and rights at risk, while UNHCR estimates that by the end of 2015 Somali nationals will represent about 73% of refugees in Kenya.²⁰

MAPPING OF ACTORS AND INITIATIVES

Kenya boasts the best education system in the region, yet, it is not sufficiently well equipped, specifically in marginalized counties that host large numbers of refugees and where host communities alike show a low level of education. Large, nationwide interventions in the education sector have helped decrease inequalities but progress is required in the northern counties.

Large-scale education programs leave refugee children behind

- The public sector is the largest provider of education for all in Kenya. The Kenyan government has increased access to primary education through implementation of the **Free Primary Education** programme (FPE) for all school-going children.
 - Primary education is free and officially available to all in Dadaab. Limited funding, however, creates numerous problems. Dadaab's four-year joint MoE-UNHCR-UNICEF **Refugee Education Strategy** provides the framework for all EAC-related initiatives yet schools in the camps are not registered by the Ministry of Education (MoE). A District education office is based in Dadaab, and advocacy continues at county and Nairobi level to move this forward.
- **The World Bank's GPE initiative** is a platform that currently ignores refugee education, while it is a key aspect to be considered from a legal perspective. The GPE initiative has the support of many key players and donors (including DFID, USAID, JICA).

Tailored interventions stem from EAC, UN and civil society are limited to the camps

- The **East Africa Community (EAC)** reached a total of 16,323 refugee children in ten primary schools in Dadaab, and indirectly benefiting an additional 44,709 children in the five refugee camps. In Kakuma, a total of 26,739 refugee children were reached.²¹
- **UNHCR** along with its partners (UNICEF, WFP, GIZ, JRS, and others) have developed programmes targeting refugee children with interventions focusing on the provision of uniforms, textbooks, scholarships and school infrastructure and management enhancements. The Accelerated Learning Program (ALP) targets over 500 over-aged children, while Special Needs Education teachers target special learning needs of children with disabilities. One Education Assessment Resource Centre (EARC) has been built in Hagadera camp reaching a total of 287 children with disabilities.²²
- **WTI, LWF, Islamic Relief are among the main implementing partners for education in Dadaab.** The schools in Dadaab camps follow the Kenyan curriculum, with eight years of primary education and four years of secondary education. More recently, refugees can also benefit from literacy courses, limited special needs education and some vocational training. CARE noted in 2007 that only one fifth of primary school graduates made the transition to secondary school, due to a lack of capacity in those schools (overcrowded facilities in need of maintenance and repair) and a student-to-textbook ration of 20 or even 30 to 1 (as opposed to the average of 4 to 1).²³ These trends were confirmed by WTI.
- **Heshima's Girls' Empowerment Project (GEP)** is an alternative education program for young refugee women and girls (13-23 years), to access education, livelihood opportunities, and leadership skills. To date, the GEP has served 210 young women. For 70%, this was their first

²⁰ <http://www.unhcr.org/pages/49e483a16.html>

²¹ Source : East Africa Community, 2013.

²² UNHCR 2014.

²³ KII with CARE international.

educational experience. The four components are basic education, preparing participants for the Kenya Certificate for Primary Education (KCPE), life-skills development, vocational training and income generation.

Urban refugees benefit from a few ad hoc initiatives – mostly in Eastleigh (Nairobi)

- A number of organisations assisting refugees with tuition support and vocational training, including the African Refugee Programme (ARP)-Great Lakes, the Faraja Society, JRS, GIZ, the Nairobi Archdiocese Refugee Assistance Programme (NARAP), and Windle Trust Kenya (WTK).²⁴

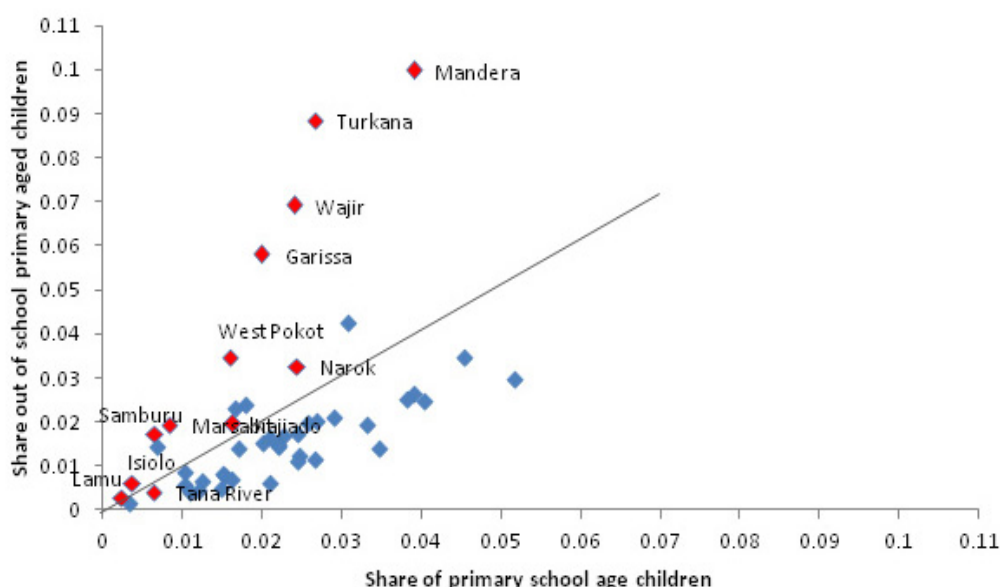
CHALLENGES FOR REFUGEE EDUCATION

The main challenges for refugee education are insecurity and the lack of qualified teachers. Efforts in Dadaab are being limited by insecurity and the lack of access to the camps, where agencies are barred from circulating freely. This **limits the ability to monitor and evaluate** the impact and sustainability of education programs. Monitoring the impact on 81,590 children in 39 overcrowded schools is a clear challenge impact the quality of education for the 36% school-aged children attending school in Dadaab camps.

Lastly, another challenge has to do with the **socio-economic and educational deprivation of the counties of Garissa (Dadaab) and Turkana (Kakuma)**. A report²⁵ looked at social indicators for 12 of the Arid and Semi-Arid Land (ASAL) counties and drew the following conclusions for Garissa and Turkana:

- They account for just over 4.5% of Kenya’s primary school age population, but almost 15% of the out-of-school population.
- They account for 2 of the bottom 5 counties in the national league table for enrolment.
- Gender gaps in education are among the widest in Kenya both in terms of access, progression through schools and test scores.

Graph 5:²⁶ Share of each county in the total primary school age population vs. out of school population



²⁴ KII with Windle Trust Kenya.

²⁵ Brookings Institute, *Financing for a Fairer Prosperous Kenya*, Study commissioned by the Ministry for Northern Kenya, 2010.

²⁶ Based on the EMIS Census 2009 – in Brookings Institute, 2010.

The camps also have **an acute shortage of trained teachers**. In 2012, around 20% of teachers left the profession reportedly because of low pay and heavy workloads. As a result of these poor conditions, Dadaab’s exam scores in the KCPE in 2012 averaged 163 out of 500, ranking it second from the bottom in the country, which also explains the extremely low enrolment rates in secondary education.²⁷ Specific challenges to **teacher management** include the lack of systematic monitoring and planning for teacher supply, the varied teacher management policies and practices, weak school level supervision, lack of standardized tools and capacity building and challenging working conditions for teachers, combined with low incentive pay, all amount to problems for teacher retention. With regards to **teacher development**, the lack of information to assess teachers’ learning needs, the lack of data on teachers’ education profile, lack of access to continuing education and certification, and a weak link to national policies, standards and training institutions provide a vacuum through which education strategies are often weakened. The problem of lack of training and lack of qualified teachers will need to be addressed if prospects for refugees – including prospects upon return to Somalia – are to be improved, paving the way to durable solutions. In the camps, about 10% of teachers are qualified Kenyan teachers, with 90% of teachers being recruited from the camps. They have completed at least secondary school but with very low pass rates and are ineligible for admission to higher education institutions in Kenya.

The education status of refugee children living in urban environments is more difficult to assess, though there are high concentrations of refugees in informal settlements (Eastleigh) characterized by high levels of deprivation²⁸.

OPPORTUNITIES FOR REFUGEE EDUCATION

A new five-year **National Education Sector plan** (2013-2018) has been enacted and will require further sensitization on the issue of refugee education as it does not explicitly fall under the remit of the strategy. Kakuma is in turn in the process of validating a multi-year refugee education strategy, to be completed in 2014.

One clear opportunity in Kenya is through the **devolved government**, engaging at the county level to increase access to quality education for refugee hosting communities. Another opportunity is to support the now semi-autonomous government agency, the **Teacher Service Commission** responsible for teacher management.

Lastly, a key gap to be filled is by broadening the scope of the **World Bank’s GEP** to refugee education in next year’s funding. Building on key successes – like the improvement in results at the KCPE results where 60% of refugee children from Kakuma who sat for the 2014 exam scored above average, a clear improvement from 2012 – advocacy can be enhanced to mainstream the needs of refugee children in externally-funded education initiatives. The prioritization of resources will require taking into consideration refugee children’s needs in drafting of funding proposals and strategies from 2014 onwards.²⁹

Table 13: Somali children in primary schools in Kenyan refugee camps

	Children retained	Newly enrolled	Total children	Total children reached in primary
Kakuma	20,500	6,239	26,739	26,739
Dadaab	10,000	6,323	16,323	61,032

Source: UNHCR data, September 2014.

²⁷ KII with Windle Trust International.
²⁸ Pavanello S., Elhawary S., and Pantuliano S. Hidden and Exposed: Urban Refugees in Nairobi, Kenya – Overseas Development Institute, March 2010.
²⁹ Source: <http://www.globalpartnership.org>

(INFORMAL) LOCAL INTEGRATION AS A DURABLE SOLUTION?³⁰

Interviews with government respondents (both on the national and county level) show that voluntary repatriation is the preferred durable solution. In the words of the county deputy governor, it is the only solution. Interviews with the DRA Commissioner and the deputy county commissioner also revealed what could be government rhetoric in presenting this as the best solution. Statistics from UNHCR from a survey carried out in September 2014, show that as of September 30, 2014³¹, 30,840 out of the 358,101 refugees in Dadaab were willing to voluntarily return to Somalia (approximately 8% of the population). A recent Returns Intentions Survey (IOM 2014, forthcoming) reduces this number to 2.9% of refugees being willing to return. However, to quote the Deputy District Commissioner of Dadaab, *“Repatriation and return is what will work but for it to work, we need to ensure that there is sustainability in Somalia and in the other countries they are repatriated to...”* In practice, the protracted situation of most Somali refugees has led to a *de facto* informal integration. ‘Local integration’ is a term that needs to be unlocked for concrete understanding by all stakeholders. As understood by respondents, it involves both the host and refugee communities living together and working together. Though already ‘informally’ in practice, it is not an avenue the government is willing to explore. Respondents from the county government acknowledge that it is already happening but view this as a threat to the county. On the other hand, the willingness of counties to embrace local integration is two-sided. The presence of refugees can be viewed either as an advantage or disadvantage. The refugee presence in North Eastern has brought some level of development to an already marginalised region that has been ignored by the Kenyan Government. The presence of UNHCR, WFP, has benefited not only the refugees but also the host community. Counties recognize this and make sure that host communities also benefit from the ongoing development. However, the Garissa County notes that the presence of refugees poses social, economic and environmental consequences to the host community.

³⁰ Findings from a Samuel Hall study for DRC.

³¹ UNHCR Statistical Package, September 30, 2014

THE CONTEXT

Ethiopia has a population of over 86 million people, of which 84% live in rural areas³². With Kenya, the country hosts the largest number of refugees on the African continent, with more than 643,000 refugees and asylum seekers in 2014. This is a sharp increase from 2013 levels when the country held the third largest refugee population in Africa, after Kenya and Chad. The largest refugee caseload is now composed of South Sudanese (over 247,000), Somalis (estimated at over 240,000), and Eritreans (81,000)³³. Refugees live in 23 camps, including near the southern town of Dollo Ado across the border from Somalia's Gedo Region. The camps are cut off from communications and trade networks and are not endowed with social service and physical infrastructure. Dollo Ado situated in South-East Ethiopia in the Somali Region State has five camps of Bokolomanyo, Melkadida, Kobe, Hilaweyn and Buramino with a carrying capacity of 200,530³⁴ refugees out of which 60% is projected to be school going age children³⁵. The approximate number of school going age children is projected to be at 120,318 by March 2014 as per the UNHCR Camp population distribution data. The urban refugee population is significant as well. In 2009, it was estimated that 160,000 refugees were living in Addis Ababa and other Ethiopian towns, without assistance.

One of the poorest countries in the region, with a per capita income of \$470³⁶, Ethiopia maintains an open door policy towards refugees. The influx, mainly from Somalia, South Sudan, Eritrea, and Kenya, has increased the strain on service provision, notably of education: refugees often seek shelter in schools, hence affecting the provision of education to the host community. In addition, Ethiopia is vulnerable to natural and human induced hazards, mainly drought, floods and conflicts that further impact the education system, when schools are destroyed and/or communities are forced to abandon their homes, leaving children particularly vulnerable in terms of access to education. Multiple risks impact the national education system – negatively affected by emergencies, conflicts, and natural hazards. Student dropouts, teacher absenteeism, grade repetitions are some of the key trends of concern in the education sector in Ethiopia.

In this context, Ethiopia has achieved the Millennium Development Goal (MDG) for child mortality and is on track for achieving the target of gender parity in education. Although progress has been achieved in securing universal primary education, the MDG target has not been met. Ethiopia has seen measurable achievements in the education sector. The primary school (grades 1-8) net enrolment ratio (NER) increased from 36% in 1999 to 85.3% in 2011/2012. While the national average has increased, there are wide regional disparities, with the region of Somali (50.9%) showing the lowest NER number.

³² Demographic Health Survey, 2011

³³ UNHCR, 2014 UNHCR Country Operation Profile – Ethiopia.

³⁴ UNHCR Camp Refugee Distribution Data for March 2014

³⁵ Children of ages (3 – 6 years – ECCD; 7 – 14 years – Primary & ABE; 15 – 18 years – Secondary)

³⁶ Gross National Income, Atlas Method

Table 14: Somali children and youth in Ethiopia
(ECCE, Primary Education, ABE, YEP/VST, Secondary Education and Adult Literacy)

CAMP	ENROLMENT PER CAMP		
	Male	Female	Total
Bokolomanyo	6522	5171	11693
Melkadida	3638	2885	6523
Kobe	4507	4008	8515
Hilaweyn	3981	3187	7168
Buramino	2760	2880	5640
TOTAL	21408	18131	39539

Source: UNHCR data, September 2014.

THE REGULATORY FRAMEWORK

Ethiopia is party to the 1951 Refugee Convention, the 1967 protocol, and the 1969 Organisation of African Union Convention Governing the Specific Aspects of Refugee Problems in Africa. In 2004, Ethiopia adopted the National Refugee Proclamation, a legal framework laying out key protection principles in refugee management. The Administration for Refugee and Returnee Affairs (ARRA) is the governmental branch mandated to handle refugee affairs, in close coordination with UNHCR.

Camp-based management remains the cornerstone of Ethiopia's refugee policy. Research shows that the encampment policy prevents the development of self-reliance mechanisms among refugees in Ethiopia³⁷. In a positive turn, the Government of Ethiopia shifted its refugee policy in 2010 – specifically towards Eritrean refugees – by providing an out-of-camp alternative through which Eritreans are allowed to live and study outside of the camps if they are able to sustain themselves independently. Eritrean refugees are allowed to access higher education, through an agreement with ARRA.

Ethiopia is currently drafting its multi-year country-level refugee education strategy, to be finalized by the end of 2014. **The Ministry of Education (MOE) and the Ethiopia Education Cluster** are committed to ensuring all children and youth affected by emergencies have access to education. This is reflected and included in the MOE's Education Sector Development Program V and IV, which include strategies for education in emergencies and coordination with the Education Cluster.

MAPPING OF ACTORS AND INITIATIVES

Alternative Basic Education (ABE) program

This program, started in 2011, is an accelerated learning program that targets children aged 11-14 with no prior schooling, with the aim of integrating them into the formal system at a more appropriate age. ABE saw significant achievements with enrolment increasing from 500 students in 2012 to 6,014 students in 2013.

UNHCR/ARRA Partnership for Higher education

UNHCR and ARRA allow young refugees to pursue their higher education in any university of the country, with fees paid for by the Government (75%) and UNHCR (25%). To qualify for this scheme, refugees must pass the university entrance exam. ARRA officials expect graduates to go back to the camps and look for jobs there. On the other hand, past graduates mentioned being given the choice

³⁷ NRC/Samuel Hall (2014)

to stay in the city if they were able to sustain themselves. In this case, higher education can lead to a potential settlement, and local integration, outside the camps.

UNHCR’s commitment to the Global Education Strategy in the camps

By the end of 2013, UNHCR committed to ensuring that 40% (42,258) of the refugee children (of ages 3 -18 years) in Dollo Ado access quality primary, secondary, non-formal education, early childhood development and adult literacy in a safe and protective learning environment as per the UNHCR global education strategy.

UNHCR/UNICEF collaboration – Training of Teachers

To improve the quality of teaching, a total of 368 ABE and primary school teachers were trained in collaboration with UNICEF in Dollo Ado camps. In addition, 567 refugee teachers were paid a monthly incentive in line with a standardized teacher management framework, and 15,000 textbooks were distributed. As a result of the textbook distribution, the textbook-to-student ratio decreased from 1:4 students in 2012 to 1:3 in 2013.

NGOs implementing the Education programme in Dollo Ado

The programme started in 2011 as Education in Emergency (EiE) under Save the Children (SCI). In 2012, it expanded to cover Early Childhood Care and Education (ECCE) while Primary Education moved under the remit of ARRA. In December 2012, over 20,700 students were enrolled in the programme. In 2013, most of the primary school permanent structures were completed and more children enrolled in primary schools. The Alternative Basic Education (ABE) programme was expanded under NRC, WVI and SCI.

NRC’s Youth Education Programme (YEP)/Vocational Skills Training (VST) also started in 2011 and the Secondary school in Bokolomanyo camp was completed and students enrolled. In 2013 too, the Adult Literacy programmes were also started under JRS and WVI.

Table 15: Programmes for Somali children and youth + Implementing partners

School type/level	No of schools/ education centres	No of pupils enrolled	No of teachers	Partners
ECCD	17	11978	93	SCI
Primary	19	14764	315	ARRA
Secondary	1	50	9	DICAC
ABE	13	6014	127	SCI, WV, NRC
YEP/VT	2	632	19	NRC, SCI
Adult literacy	7	1525	5	WV, JRS
Total	59	34961	568	6

Source: UNHCR data, September 2014.

CHALLENGES FOR REFUGEE EDUCATION

Key other challenges in the education programme include:

Out-of-School Children: Despite UNHCR and ARRA’s significant efforts, enrolment rates are still extremely low: in Dollo Ado, 33% of the total population of eligible school going age learners are enrolled, leaving out 67% children and youth out of school.

Low girls enrolments: Socio-cultural barriers (early marriages, low parental awareness), lack of female teachers, and security issues prevent many girls from attending school, especially at secondary education level.

Teachers: About 52% of the teachers are Somali refugee teachers and 48% are national Ethiopian teachers. The average education background of Dollo Ado teachers is low (primary or secondary education, at best), while only a few national teachers have higher education degrees.

Graph 6 and 7: Teachers in Dollo Ado (disaggregation by citizenship and gender – UNHCR 2012)

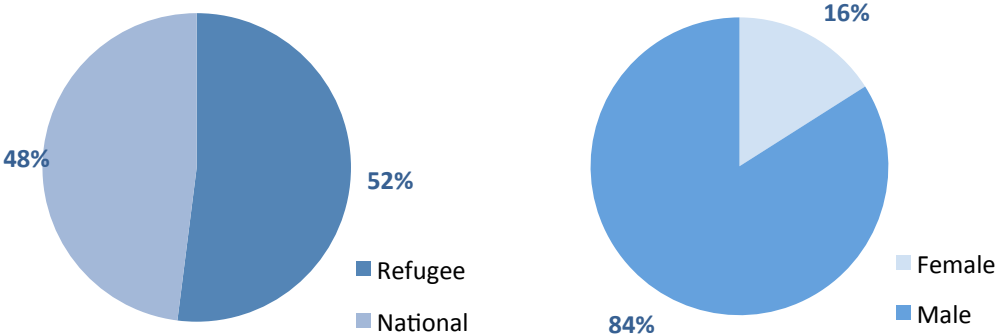


Table 16: Ratio Teacher/Pupils in ECCD and Primary Schools

LEVEL	CHILDREN	TEACHERS	TEACHER: PUPIL RATIOS
ECCD	11,978	93	Standard 1:35 Current: 1:128 Shortage: 244 ECD teachers needed
PRIMARY	14,764	315	Standard 1:50 Current: 1:47 Surplus 20 teachers

Source: UNHCR data, September 2014.

OPPORTUNITIES FOR REFUGEE EDUCATION

The **Out-of-Camp (OCP) scheme** opens opportunities for refugees. Yet, the OCP is presently only applicable to Eritrean refugees. Refugees from other nationalities, Somali or Sudanese in particular, are not eligible. Whilst authorities report that the OCP could soon be extended to other nationalities, no clear timeline has been defined for this extension yet. OCP beneficiaries are not included in urban assistance mechanisms for refugees. They do not have access to free education or medical facilities.

Disaster risk reduction is an important angle through which to consolidate gains in the education sector in Ethiopia, given the vulnerability of access and quality of education to natural and man-made hazards.

Lastly, the most sustainable entry point for supporting refugee education in Ethiopia remains **targeting teacher profile** in Dollo Ado, formal and non-formal schools and centres. 52% are refugee teachers and 48% are national Ethiopian teachers. There is no centralized data available on teachers’ levels of education, but a wide range of academic experiences that require diverse teacher training and development rather than a blanket programme.

National level harmonization of refugee teacher training with national systems is under discussion. **The Education Working Group** has already begun work on training of teachers. **Funding for construction of a local teacher training centre** from IKEA has been earmarked, with the hope for systematic teacher training for both refugee and host community teachers, in collaboration with the MoE.

³⁸ UNHCR Ethiopia, *Teacher Management & Development Plan for Dollo Ado (2013-2016): DRAFT*, 2012.

THE CONTEXT

Djibouti has in recent years been characterized by increasing physical and human insecurity: the effects of climatic shocks such as drought, structural food insecurity, and high unemployment (over 60%) have negatively impacted livelihood opportunities for all. Two thirds of Djibouti's population lives below the poverty line.

Djibouti is host to a protracted refugee population from Somalia with more than 23,000 refugees, over 82% of whom live in the camps of Ali Addeh and Holl Holl, in the Ali-Sabieh region, and a limited urban caseload of 4,166 refugees. After over two decades of refugee presence, there is no favourable durable solution in sight. Multi-sectoral assistance continues with little prospect for sustainable interventions. Ali-Sabieh remains one of the poorest regions in the country where the local population does not exceed 80,000 people.

Overall education standards at the national level are bleak: less than 50% of Djibouti's population is literate. Nationally, about 32% of girls are literate as compared to 60% of boys; and approximately 20% of children who start secondary school complete their education³⁹. This is in part due to the low education expenditure, estimated at 2.5% of the Gross National Product. Educational infrastructure is lacking or in poor condition: the few secondary schools available are located in urban centres, and the country's first university opened in 2000. In the camp of Alo-Addeh, secondary education began in early 2014, while the main components of the education programme has focused on pre-school and primary school.

THE REGULATORY FRAMEWORK

Although Djibouti has ratified the 1951 Refugee Convention, the country does not have a refugee law. There are three government bodies with responsibilities relating to refugee management issues: the National Eligibility Commission (NEC) created in 1977 is in charge of deciding on asylum cases, while the Ministry of Interior is responsible for refugee protection and the ONARS – *Office National d'Assistance aux Réfugiés et Sinistrés* – is the national refugee agency. The Office of the President is mandated to deal with issues of national security that pertain to asylum and refugee issues. Capacity within national offices is currently lacking. Asylum cases remain pending due to the backlog at the NEC. UNHCR is working to expedite refugee status determination and drafted a decree on the powers and functioning of the NEC pending the adoption of a full-fledged refugee law in Djibouti.

With Djibouti's stance on the Somali crisis and its transition to becoming a hub for mixed migration of migrants en route to Yemen, the Gulf and Europe, migration issues have increasingly been linked to questions of national security and challenges in migration management. In 2011, UNHCR held an expert meeting on "Refugees and asylum seekers in distress at sea" in Djibouti to reinforce the treatment of persons in need of international protection.

With regards to education, refugees do not have access to public primary and secondary schools. Yet, by law, foreign children have the right to access education. A committee on the rights of the child issued a report in 2008 calling for an end to discrimination to education for refugee children⁴⁰.

³⁹ <http://education.stateuniversity.com/pages/377/Djibouti.html>

⁴⁰ <http://www2.ohchr.org/english/bodies/crc/docs/AdvanceVersions/CRC.C.DJI.CO.2.pdf>

MAPPING OF ACTORS AND INITIATIVES

The education program in Djibouti by UNHCR has focused on preschool and primary education – with one primary school and five preschools in the camps: 4 in Ali Addeh and 1 in Holl Holl camp. The total number of students in the two camps is described below.

UNHCR, UNICEF, UNESCO and the Ministry of Education in Djibouti are in the process of **changing the camp curriculum to adopt the national curriculum of Djibouti**. This has been seen as a critical step to ensuring that language barriers and obstacles to school and job market integration are reduced. To respond to the main challenges for refugee education, in 2014, UNHCR and its partners opened a secondary school in Ali Addeh camp.

Djibouti’s **National Eligibility Commission** processes asylum claims but UNHCR provides funding and logistical support. The *Office National d'Assistance aux Réfugiés et Sinistrés* (ONARS) manages water, food distribution and security for refugees.

The World Food Programme supplies food rations to refugees in the camps. The Office will engage with UNICEF and other UN agencies, guided by the letter of understanding and plan of action on the coordination of critical activities in the sectors of child protection, health and nutrition, education, and water and sanitation in 2015. UNHCR is fully engaged in the Humanitarian Country Team in Djibouti, where refugee programmes are discussed to ensure that refugees' needs are addressed comprehensively.

CHALLENGES FOR REFUGEE EDUCATION

The **curriculum** provided in refugee camps in Djibouti is based on an adaptation of the Kenyan curriculum with minor adjustments to the local context (e.g. classes in French instead of Swahili). Until 2009, education was based on the country of origin curriculum; it then changed to English to cater for the mix needs of the refugee population in Djibouti. The national authorities in Djibouti do not officially recognize this program. This has limited the possibilities of recognizing refugee education with a persisting **problem of certification**. Lack of school certification and access to national schools therefore remains the key challenge for refugee education in Djibouti.

In this regard, as highlighted in the three graphs below, if the proportion of girls and boys receiving preschool and primary school is balanced, the sharp decrease in school enrolment after ‘standards 3-4’ is a matter of concern: *“The obstacles and disincentives are too strong for parents: why would they send their kids to school if they are asked birth certificates they have never had? And why would they pay for informal private schools, when the quality is poor and youth not allowed to enter the formal job market?”* (UNHCR, Djibouti). Access to secondary education for refugee children, in Djibouti in particular, remains a major concern and parents who can afford it prefer to send their children to Jijiga, a Somali dominated region, for their education. **School dropout rates and child protection issues** remain of concern, with children vulnerable to child labour or to rural-urban migration in search of jobs. Girls who are not enrolled in school are further vulnerable to child marriage.

Table 17: School Enrolment in Somali refugee camps in Djibouti

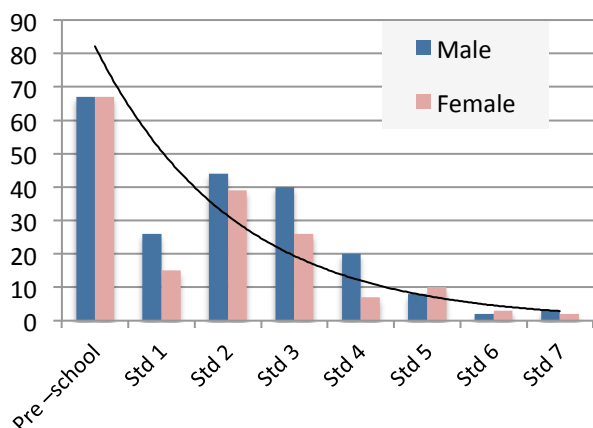
School enrolment in Ali Addeh

School enrolment in Holl Holl

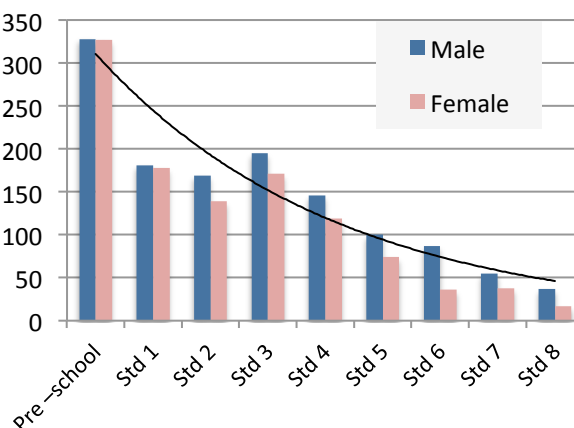
Level	Male	Female	Total	Level	Male	Female	Total
Preschool	328	327	655	Preschool	67	67	134
Primary school	970	772	1,742	Primary school	143	102	245
Total	1,298	1,099	2,397	Total	210	169	379

Source: UNHCR data, September 2014.

Graph 8: School Enrollment by Gender in Holl Holl Refugee Camp



Graph 9: School Enrollment by Gender in Ali Addeh Refugee Camp



OPPORTUNITIES FOR REFUGEE EDUCATION

With the 2014 start of secondary education in Ali Addeh, there are opportunities for migration sector actors to support the public education system. Given the lack of capacity of government entities and the lack of educational infrastructures which hamper capacity to absorb refugees in the national education system, the priority is threefold: advocacy to adopt a national curriculum in camp-based schools, material support to strengthen the national education system, improving teacher training and teaching.

THE CONTEXT

Nearly two-thirds of Uganda's refugee population arrived in the past five years. The Somali refugee inflow is not an exception: a growing number of Somali refugees moved to Uganda's capital or in the Nakivale refugee camp in country's south in 2013-2014. In the year leading up to March 2014, the number of Somali refugees surpassed 40,000 individuals, as compared to 27,143 in December 2012 and 8,239 in 2008⁴¹. The Somali population is therefore mainly composed of recent arrivals to Uganda but a majority were previously refugees in Kenya. Hence, although newly arrived in Uganda, they are nonetheless protracted refugees.

The Ugandan government allowed UNHCR to settle refugees in Naikvale refugee camp but refugees also settled in urban areas of Kampala and Jinja. As the highest troop contributor of AMISOM, with 6,223 soldiers deployed, Uganda's implications in Somalia and with the Somali refugee community remain significant. In addition, the Government of Uganda has approved a regulatory framework that is favourable to hosting refugee populations, with UNHCR leading efforts to addressing refugee education needs. As a result, Uganda is seen as a safe haven for Somali refugees against the backdrop of tensions in Kenya and Somalia.

THE REGULATORY FRAMEWORK

Uganda's progressive refugee legal framework is based on the **2006 Refugee Act**, implemented in 2010 – it replaced the previous and widely criticized Control of Alien Refugees Act. The Ugandan government recognizes the refugee definition and refugees rights enshrined in the 1951 Convention, to which it is a signatory. Refugees can access education in Uganda under the same conditions and benefits as Ugandans. Refugees have access to over 124 primary and 55 secondary schools in Uganda countrywide. Uganda has a **University Primary Education (UPE)** Initiative that provides guidelines for education for refugees to expand access and enrolment at primary levels. While refugee children in urban centres can be integrated into national schools (either formally through pilot programmes or informally), those in refugee camps attend schools in the camps or in surrounding host communities, either set up by UNHCR, set up by refugee communities. There are four types of schools: UNHCR-sponsored schools in refugee camps, urban refugees who try to enroll in the national school system, refugees who create schools for children and last, UNHCR and government pilot initiatives to integrate refugees in the national school system. The latter is taking place under the Self-Reliance Strategy of the Government of Uganda and UNHCR, developed in 1999, to foster economic development that could benefit both refugees and host communities.

Uganda has had a series of strategic reforms in its education system that benefit Ugandans and refugees alike. These include the Universal Primary Education (UPE), as well as the Universal Secondary Education (USE), and the Business Technical Vocational Education Training (BTVET) strategy.

⁴¹ This scoping study used the official UNHCR figures (24,000 by the end of 2015) even if estimates suggest a significantly higher number of Somali refugees in both Nakivale and Kampala.

MAPPING OF ACTORS AND INITIATIVES

UNHCR has developed the **Ugandan Strategy for Refugee Education** (2012-2016), a forward looking document aligned with the Global Education Strategy's four pillars: partnerships, capacity building, measuring progress and learning through technology in education. It promotes the necessity to continue on initiative in the primary education system, while expanding post-primary education opportunities and access to tertiary education. UNHCR works with three implementation partners (IPs):

- **InterAid** implements education programmes for urban refugees, notably working with the Kampala City Council Authority (KCCA) to implement the government's Universal Primary Education programme and provide free, universal access to education for all refugee children aged 6-13 years. According to UNHCR 2012 statistics, over 70% of primary school-age refugees in Kampala were enrolled in schools.
- **Windle Trust Uganda** leads education in 4 settlements in the South-West and Kampala, and provides scholarships for tertiary education. The number of scholarships has doubled from 71 in 2001 to 147 in 2012.
- **Action Africa Help International** carries out education interventions in Kyangwali and in the Mid-West

The approach to refugee education in Uganda is built on partnerships – whether with implementing partners, as seen above, or through government and operational partners. The **Education Development Partnership**, a national education forum that provides a platform to advocate for refugee education, has been established along with the **Refugee Education Coordination Group** – co-led by UNHCR and the Government, ensuring joint planning, implementation and monitoring for refugee children's education.

Additional partnerships are being led on the issue of out-of-school children, with a consortium composed of UNHCR, UNICEF, STC, Stromme Foundation and ERIKS Development Partner in charge of an OOSC assessment.

The **East Africa Community** (EAC) has reached over 18,369 refugee children in Ugandan. The initiative is aligned with the Ugandan Education Sector Strategic Plan (ESSP) and builds on Uganda's key education reforms, UNHCR's global strategic priorities on education and urban programming with a focus on Kampala. It further enhances education and skills training for young people.

Table 18: Key data on Somali refugee education in Uganda

Refugee children aged 6-13 not in school:	27%
Girls aged 6-13 not accessing primary education:	31%
Youth accessing alternative education:	10%
No of primary schools supported ⁴² by UNHCR:	50
No of refugee privately owned primary schools:	9
No of refugee community secondary schools within the settlements supported by UNHCR:	4
Available DAFI ⁴³ scholarships in 2012 figures:	147
Average primary teacher/student ratio average (South West , Mid-West data only):	1:70
MoES teacher/student ratio (standard):	1: 53
INEE Minimum Standard for Education in Emergencies teacher/student ratio:	1:40

⁴² Provision of reference materials, establishment of school infrastructures, payment of teacher salaries and school management through partners

⁴³ Albert Einstein German Academic Refugee Initiative

Classroom/student ratio average (South West , Mid-West data only):	1:100
Latrine/student ratio average (South West , Mid-West data only):	80
No of teachers supported by UNHCR:	279
Curriculum:	Uganda National Curriculum

CHALLENGES FOR REFUGEE EDUCATION

The most common gaps and challenges in education for refugees in Somalia are: access, learning environment, teaching staff, school facilities, retention and continuity, and emergency response. These issues are linked directly to questions of primary-to-secondary school transition, availability of resources and training.

If Uganda has a policy of universal, free primary education (UPE) for all children of school age (6- 11 years), under the responsibility of MoES, families are obliged to pay school fees in all government primary schools (in addition to costs for school uniforms and scholastic materials). This cost may deter some refugee Somali to enroll their children. Likewise, Uganda launched an ambitious policy of universal secondary education (USE) in February 2007, being first country in Africa to have a policy of free secondary education. However, as a consequence of inadequate support, families have to pay additional school fees.

The specific refugee influx from South Sudan in 2014 has placed pressures on the primary education program being undertaken by UNHCR, its partners and the Government. As a result of funding priorities to cover basic education needs for the newly arrived, the construction of classrooms and teacher accommodation had to be postponed. Overcrowded classrooms have undone some of the previous gains made in infrastructural improvement and teacher recruitment, negatively impacting children’s learning environments and levels of motivations. However, UNHCR and partners are discussing options with the Ministry of Education to deploy additional teachers to refugee-affected districts, recruiting classroom assistances and engagement more closely with the refugee community to downplay certain of these negative impacts.

Refugees in Uganda are seeking alternatives for their children’s education: this opens up a set of advantages and disadvantages. It provides a coping strategy for refugee families to ensure that access to quality education is unbroken, but it confronts institutions and organisations with a weaker capacity to monitor the access and quality of education for refugee children.

Another major challenge is the transition from primary to secondary education with 19.2% of registered refugees aged 14-17 years of age in Kampala being enrolled in secondary schools (UNHCR 2012 statistics). Most initiatives for post-primary education are concentrated in Kampala, with very few initiatives led in the settlements. The challenge in providing or accessing such opportunities has been mainly one of cost and requisite academic requirements. As a result, they remain inaccessible to refugee children and youth. Future programming will need to focus on the population of youth – now that primary-age children’s education is being mainstreamed in the national education system.

Other challenges, listed by the UNHCR country office:

- Distances to school;
- Low enrolment rates poor retention and completion rates most especially among girls;
- Lack of informal education systems important for the protection of out of school youth;
- Inadequate Education Infrastructure;
- Overcrowded class rooms/high teacher-student ratio especially in lower classes;

- Poverty has made it impossible for a lot of parents to provide scholastic materials and school uniforms for their children;
- Negative attitudes towards education and girls' education in particular;
- Economic disincentive (child labour).

OPPORTUNITIES FOR REFUGEE EDUCATION

UNHCR has focused on access to primary education for refugee children in Uganda, in close cooperation with the Ministry of Education. It is now expanding to **the transition to secondary and tertiary school** – an important focus for refugee children and youth. This will be an opportunity for donors and partners to enhance secondary and tertiary education access for refugees in urban centres, as well as those living in settlements.

Further research is needed into understanding the prevalent trend of limited retention and school dropouts, as well as obstacles to the primary-secondary education transition. To better understand the drop out trend, an assessment has already been conducted by Makerere University to inform EAC's interventions in the future.

THE CONTEXT

Yemen hosts more than 248,000 refugees, 95% of whom are Somali (UNHCR 2014). Refugees in Yemen are mainly located in the cities of Aden and Sana'a where they live side-by-side with asylum seekers and migrants, given the country's geographic strategic point on mixed migration routes. Refugee children in Basateen, Aden have free access to three government primary schools, while in Sana'a they have free access to eight government primary schools.

Yemen is – with Uganda, Kenya and Ethiopia in East Africa – one of the 13 priority countries for UNHCR's global education strategy. The Government of Yemen is signatory to the 1951 Refugee Convention and the 1967 protocol. Although the country has been facing increasing insecurity since 2011, with internally displaced persons vulnerable to conflict, the government has remained hospitable to refugees, in the Kharaz refugee camp as well as in urban areas, ensuring their access to health and education services. The government has been accepting of refugee children in public schools although they do not fulfil the requirement of possessing birth certificates and identification documents. An official decree exempting Somali children without ID cards to access schools has prevented dropouts among the refugee population.

In August 2014, Yemen experienced unrest, leading to Huthi militias taking over Sana'a. Despite the signing of a Peace and National Partnership Agreement (PNPA), establishing a new unity government, the situation has worsened and the country is once again on the brink of civil war – which may lead to new internal displacement and undermine the efforts made towards refugee education.

THE REGULATORY FRAMEWORK

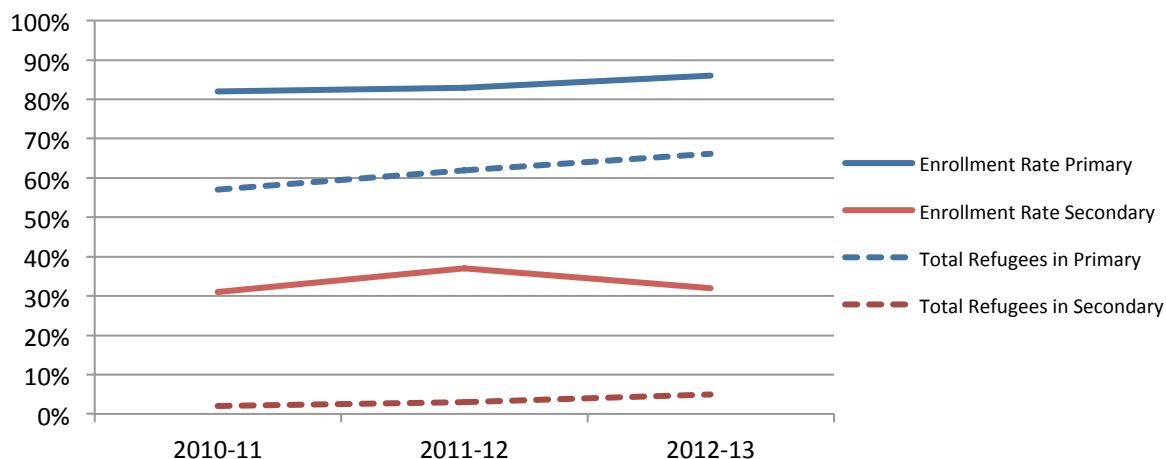
Yemen is one of the few countries in East Africa where camps have not emerged as the principal model for refugee management. Instead, urban areas are home to refugees, in Aden and Sana'a. Yemen is also the only country in the Arabian Peninsula that is signatory to the 1951 Refugee Convention and its 1967 Protocol. Yet, Yemen has not enacted any national refugee legislation. In June 2009, the government established a Ministry of Refugee Affairs. The government also counts a National Committee for Refugee Affairs (NACRA), and a National Subcommittee for Refugee Affairs (NASCRA).

The government is committed to finding durable solutions for refugees and to remaining a hospitable ground for refugees to seek protection. UNHCR and the Ministry of Foreign Affairs participated in the Global Initiative on Somali Refugees meeting in Addis Ababa to discuss durable solutions for Somali Refugees.

MAPPING OF ACTORS AND INITIATIVES

UNHCR's refugee education strategy covering the years 2014-2016 has helped orient programming for partners – the most strategic partner being the government. In Aden, a door-to-door assessment was conducted to identify OOSC and plan for prevention of school dropouts among the refugee population. In, Sana'a UNHCR has collaborated with the School Health Office to resolve the problem of birth certificates for children by allowing them to obtain age verification certificates and enrol in schools. The table below suggests that UNHCR and its partners have been able to deal with new influxes of refugees, by increasing the capacity and opening new classes at both primary and secondary levels.

Graph 10: Comparison (2010-13) between numbers of refugees (school age – trends in 10,000) and enrolment rates at primary and secondary education



Programming for refugee education is now being mainstreamed in on-going interventions for refugees, for a holistic approach to addressing refugee needs. The Family Centre in Sana’a has become a place to identify children at risk of dropouts, including OOSC, matched with support and sensitization to enrolment in schools. The center works on awareness raising, advocacy and a comprehensive approach to child protection including trainings on life skills, hygiene and nutrition. Similarly, day care centres in Aden serve the same purpose – with about 15 day care centres in Basateen reaching out to refugee children. UNICEF works with UNHCR in these centres to offer children basic education, school uniforms, bags and extra-curricular activities. These day care centres are known to be good centres to target children as women in the Somali community are increasingly involved in paid work.

CHALLENGES FOR REFUGEE EDUCATION

Aside from an endemic political instability, which also undermines the establishment of a sustainable education system, the key challenges for refugee education in Yemen are: 1) a weak education system overall with limited reach and limited institutional capacity; 2) the lack of trained and qualified teachers; 3) the high illiteracy rate and lack of basic qualifications of Somali refugees (see the graph below, detailing the recorded occupations of female refugees prior to departure); 4) low enrolment of both (and gaps in enrolment between) girls and boys; 5) low community participation; 6) the absence of formal linkage to the local labour market; 7) of particular interest, the situation of recent (2011-13) female migrants, who are generally in the 18-59 age bracket, illiterate, unskilled.

To further elaborate on this last point, the graph and table below emphasise two demographic specificities of a large majority of female migrants: more than 80% the female migrants registered as refugees between 2010 and 2013 were between 18 and 59 – and this trend is clearly recent, if we bear in mind the first graph of this section (25% of female refugees in the same age range, for the whole Somali refugee community). In parallel, the recorded occupations of the 2013 cohort *prior to departure* suggest their absence of skills and education, which might corroborate the evidence of organised human trafficking networks specifically targeting vulnerable female Somali migrants: they are “easy targets for smugglers and human trafficking.” (NGO, Yemen)⁴⁴

⁴⁴ See: 1) RMMS, *Abused & Abducted – the plight of female migrants from the Horn of Africa in Yemen*, October 2014; 2) DRC and RMMS, *Desperate Choices – conditions, risks & protection failures affecting Ethiopian migrants in Yemen*, 2012; 3) US Department of State, *Trafficking in Persons Report 2014*;

Graph 11: Recorded occupations of female Somali refugees prior to departure (UNHCR - 2013)

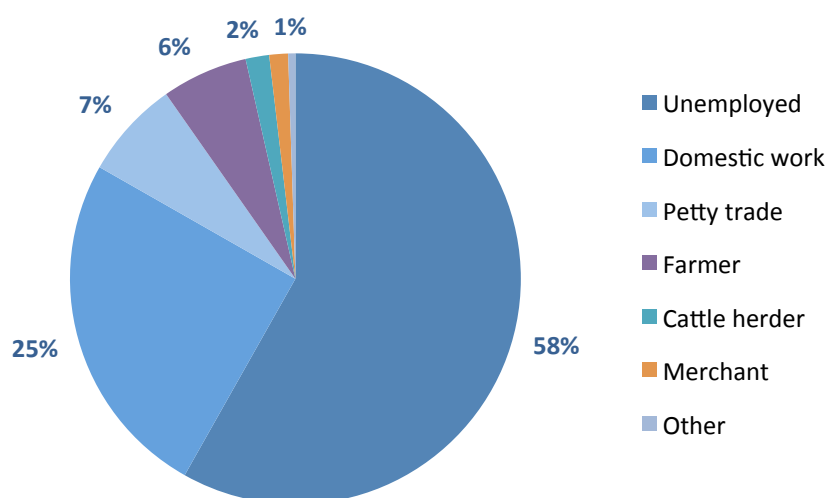


Table 19: Female migrants from Somalia registered as refugees in 2013

Age	2013		2011-2013	
	%	Count	%	Count
00 to 04 year	3%	68	2%	303
05 to 11 year	4%	117	4%	649
12 to 17 year	13%	370	11%	1820
18 to 59 year	80%	2333	83%	13951
Over 60	0%	12	0%	75
Total		2900		16798

OPPORTUNITIES FOR REFUGEE EDUCATION

The future of refugee education will rest in part on improved **data management systems** in Yemen. Given the importance of urban refugee populations in Yemen, and the difficult access to reliable data on urban refugee populations, the collection of data is particularly complex. In urban environments, the government reports difficulties collecting, storing and analysing education data. As a result, one of the main operational and strategic constraints for adequate education interventions is the lack of accurate data on refugee children enrolled in schools.

III.III. Synthesis: main challenges to Somali refugee education from a regional angle

Building on the country profiles, this subsection synthesises the challenges that are common to the surveyed GISR country education approaches towards Somali refugees.

Lessons learned

Somali refugee education can be a short- and long-term driver of security and stability in Somalia and East-Africa: Somalia has been politically unstable for much of its post-colonial existence. More recently, counterterrorism operations and pressure against al-Qaeda-affiliated al-Shabab have had a spill-over effect on security in the North-East of neighbouring Kenya, as well as other countries (Ethiopia and Uganda) in September 2013, with the Westgate Mall attack in Nairobi and more recently in December 2014, near Mandera, by the Somali border. Since then, the Kenyan government has signed into law a controversial security bill restricting individual freedoms and limiting the number of refugees and asylum seekers to 150,000. The assumption behind this recent amendment to the *2006 Refugee Act* is that *“Al-Shabab has infiltrated camps, which are now part of a radicalisation process leading to acts of terrorism. For Kenyatta and its allies, it is a way to make everyone happy in Nairobi with a clearly demagogic measure, which goes against human rights”*⁴⁵. However, there is also ample evidence that protracted refugee situations are a driving factor of instability and insurgency – especially when concentrated in border regions.⁴⁶ In these regards, most interviewed respondents agreed that a better coordination and provision of education for Somali refugees could lead to more stability and security not only in the surveyed host countries.

The provision of education for Somali refugees in urban settlements is clearly more problematic than in camps: It was estimated that 100,000 Somali refugees were living in Nairobi in 2011; 160,000 in Addis Ababa and other Ethiopian towns in 2009, unregistered and without specific assistance. An alternative model can be seen in Uganda, where refugees can move freely between camps and urban areas. Omata and Kaplan cite figures of 23,700 Somali refugees living in Uganda – 11,000 in the Nakivale refugee camp and the remaining 12,700 in the capital city, Kampala.⁴⁷ Generally speaking, undocumented Somalis living in urban settlements face a precarious situation: in all the surveyed host countries, they lack proof of legal status, face difficulty in finding formal employment and accessing social services (health, education). By contrast with camps, in spite of the high concentrations of refugees in informal and deprived urban settlements, very little is known about the characteristics of the education of refugee children living in urban environments, as it is *de facto* more difficult to assess the situation and needs of refugees living in urban areas. Through its fieldwork in Eastleigh and Dadaab, as well as the interviews conducted in the surveyed countries, the review team found out that most actors (including UNHCR) working on urban refugees have a limited knowledge on children’s access to education, even if there is a general consensus to consider that there are significant differences in terms of access to education for urban refugees vs. refugees living in camps or settlements. For refugee children living in Djibouti, Addis, and Nairobi, the review team was told that children had almost no access to primary education (mostly to informal schools, hosting both local and refugee children) and no access to ECCD, accelerated education programmes (ABE), secondary education, and technical/vocational education, as they could not provide birth certificates (Djibouti), valid test results to national exams (Kenya) or valid proofs of legal status (Kenya, Ethiopia).

⁴⁵ KII with Security and Political Advisor in East Africa.

⁴⁶ Eric Morris and Stephen John Stedman, *Protracted refugee situations, conflict and security: The need for better diagnosis and prescription* in Loescher, G., Milner, J., Newman, E. and Troeller, G., *Protracted Refugee Situations: Political, Human Rights, and Security Implications*, UN University Press, 2008.

⁴⁷ Naohiko Omata and Josiah Kaplan, *Refugee livelihoods in Kampala, Nakivale and Kyangwali refugee settlements: Patterns of engagement with the private sector*, Refugee Studies Center, Oxford, 2013.

Fragile and changing political context and education systems in host countries: Most host countries have themselves fragile socio-economic networks and weak education systems, which negatively impact their capacity (and sometimes) willingness to support new populations. Moreover, refugee camps are often located in the most educationally deprived regions of host countries. The implication is that host governments and refugee agencies have to provide education in areas where the national population itself is poorly served; while local populations, in all the surveyed host countries, also feel that Somalis place a burden on health and education services, public infrastructures, as well as housing and food prices.

Worsening security in and outside refugee camps and settlements: For most parents, the security situation in and outside the camps or urban settlements has become a real concern, deterring some of them from sending their children – and especially girls – to school: in Kenya, for instance, sexual violence and rape in Dadaab and Kakuma have continuously been reported⁴⁸, while frequent attacks by gangs in the direct vicinity of the camps have contributed to create a climate of insecurity. In Ethiopia, Yemen, or Kenya, the hostility from governments and a negative image among the local population (especially in Kenya or Yemen) give police officers leeway in dealing with Somali refugees: *“refugees outside the camp are technically in violation of the law and left at the discretion of police officers”*.⁴⁹ Overall, most of the NGO practitioners and UNHCR officers we interviewed acknowledged that the ongoing security situation among Somali refugee communities had clearly deteriorated: *“The perception of Somali has deteriorated. They have always been the ideal scapegoat but, now, they are systematically harassed by the police and also victims of local mafias and gangs, as they are not in a position to report a crime or abuse to the police”* (NGO, Kenya).

Gender at risk: The prevailing socio-cultural norms and dominant religious beliefs of Somali refugees clearly have an impact on how parents and community perceive girls’ education (especially secondary education). *“If the percentage of children attending secondary education is alarming, it is even more concerning to consider the extremely low proportion of girls. It is clearly a socio-cultural and security issue here: the attitude of many Somali households towards the education of girls has become worse in most camps in Dadaab”* (NGO, Kenya). Security – in camps and urban areas – is also an increasing matter of concern for families willing to send their girls to school: *“We have been fighting for it for years now in Ethiopia. Girls’ education cannot be developed without security in and outside the camp, on the way to school, through the construction of surrounding walls”* (NGO, Yemen). In this regard, the review team noticed a conceptual shift in the words of many interviewees (UN, NGOs, donors): gender issues are often reduced to GBV issues, which strongly biases the approach and may even be detrimental to empowering girls and women by turning them into victims rather than potential agents.⁵⁰

Right to protection: Children’s right to protection are at the heart of UNHCR’s protection mandate.⁵¹ Such rights to protection are provided at the national or local level through domestic laws, policies, programmes and institutions that should meet or exceed the UNHCR protection standards. In this perspective, UNHCR protection framework clearly states that the organisation delivers protection to children of concern by recognizing them as rights holders. In practice, though, host country government policies often constrain the access of refugee children to education by asking children

⁴⁸ Crisp Jeff, *Forms and Sources of Violence in Kenya’s Refugee Camps*, Refugee Survey Quarterly, Vol.19, Security in Refugee Populated Areas, ed. Oxford University Press, No.1 (2000).

⁴⁹ Dulo Nyaoro Charles, *Mobility, Poverty, and the Cities of East Africa*, Centre for Migration and Refugees, 2010.

⁵⁰ Interview with UNWOMEN Kenya.

⁵¹ A good definition is provided in UNHCR Framework for the Protection of Children, Division of International Protection, 2012: “UNHCR delivers protection to children by protecting and advocating against all forms of discrimination; preventing and responding to abuse, neglect, violence and exploitation; ensuring immediate access to appropriate services; and ensuring durable solutions in the child’s best interests.”

and their families to produce registration documents and child's birth certificate, prior to enrolment. The incapacity of the large majority of refugee households to provide such documents strongly hinders their enrolment in public education, contradicts their right to education and basic social protection requirements. More importantly, the five surveyed host countries do not take full responsibility for refugee education, despite their constitutional and legal obligation to do so, as signatories of the 1951 Convention, and very explicitly deny Somali children fundamental aspects of their right to protection (institutionalised care, education, civil registration).

Right to education: All people have the right to education, including those displaced. The 1951 *Convention Relating to the Status of Refugees* establishes the right to primary education for refugees. Host governments are compelled to carry out the provisions of Article 22 of this Convention, in that they *"shall accord to refugees the same treatment as it accorded to nationals with respect to elementary education ... [and] ... treatment as favourable as possible ... with respect to education other than elementary education"*⁵². Likewise, the Article 28 of the 1989 *UN Convention on the Rights of the Child* commits host countries to make higher education equally *"accessible to all on the basis of capacity by every appropriate means."*⁵³ More recently, INEE's *Minimum Standards* extend the range of refugees' rights to education beyond basic education, from early childhood to special and higher education.⁵⁴

- States as duty-bearers: In these regards, it is clear that *"the governments of Kenya, Ethiopia, Djibouti, Uganda, and Yemen are the duty-bearer of children's right to education and hold a minimum core obligation to ensure the satisfaction of essential levels of this right"* (UNHCR Djibouti). These obligations are to be met irrespective of the availability of resources in a country.
- UNHCR as a duty bearer: The United Nations High Commissioner for Refugees (UNHCR) is mandated with the protection of refugees, for example, including the provision of education. The organisation is therefore a duty bearer of children's right to education (and protection).

Right to employment: Under international law, refugees theoretically enjoy a wide range of rights to protection and service provision. There is often a large difference, however, between formal rights and actual provision⁵⁵ and, in practice, many refugees face institutional barriers that have direct and indirect effects on the prospects of their children receiving an education: as surveyed host countries severely restrict refugees' right to employment, *"in practice, Somali refugees are excluded from the local labour market and they can only get informal and low-paid jobs. It naturally creates a strong disincentive for refugee children and youth to seek secondary or vocational education, as they know that they will not be able to access semi-skilled or skilled jobs."* (ILO Somalia).

Fragmentation of the existing initiatives: despite significant efforts with governmental counterparts, UN agencies (MoU between UNICEF and UNHCR, coordination of UNHCR with WFP) and other relevant actors (Windle Trust International, JRS, NRC, DRC, Save the Children, CARE, etc.), UNHCR's approaches to refugee education are still fragmented at three levels:

- At the regional scale, there is no unified framework or strategy to coordinate strategies, programmes, and operations towards the education of Somali refugees: *"We still lack this culture of regional coordination and there is no strategic thinking on return for instance. While UNHCR offices in Kenya, Ethiopia and Uganda struggle to develop coherent and credible refugee education strategies, they totally disregard returnee education programmes in Somalia. And it is at least 50% of the problem!"* (UNHCR, Kenya). The Regional

⁵² UNHCR, *Convention relating to the Status of Refugees*, Adopted on 28 July 1951 by the United Nations Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons.

⁵³ UN Office of the High Commissioner for Human Rights, *Convention on the Rights of the Child*, Article 28.

⁵⁴ INEE, *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction*, Inter-Agency Network for Education in Emergencies (INEE), 2004.

⁵⁵ Betts, Alexander and Loescher, Gil (2010), 'Refugees in International Relations' in Betts, A and Loescher, G (eds), *Refugees in International Relations* (Oxford University Press), Chapter 1.

Support Hub (RSH) is tasked with ensuring strategic coherence, management effectiveness, accountability and financial due diligence among UNHCR operations in the East and Horn of Africa, Central Africa and the Great Lakes region; however, its actual strategic capacity remains relatively passive (information sharing). This judgment not only applies UNHCR country offices but also to UNHCR's relations to other UN agencies: *"Both organisations are still overly dependent on funding cycles and short-term internal objectives. Developing a real coordination between UNHCR and UNICEF is a multi-year and longer-term challenge"* (UNICEF, Kenya).

- At the national scale, with implementing partners: UNHCR tends to consider other stakeholders as implementing partners or subcontractors, which often leads to develop a passive culture of "service provision" among them: *"There are clearly a lot of opportunities that have been missed on the education of refugees in Ethiopia. UNHCR and ARRA are omnipotent here and they see NGOs as pawns. I understand it from a political point of view but it is neither cost-effective nor sustainable. We could all do much better if we had an open dialogue to coordinate our approaches and agreed on a longer-term agenda. There is no roadmap, no collaboration"* (NGO, Ethiopia).
- At the national scale, with governmental counterparts: UNHCR's relationship with the governments of asylum countries can vary a great deal, and are generally influenced by local political agendas, which clearly undermines the development of a regional coordinated policy towards the education of Somali refugees. In Kenya, with overall responsibility to co-ordinate the response having initially been delegated to UNHCR, the Government has increasingly taken over primary responsibility for managing the situation with the passage of the country's Refugee Act in 2006 and its recent amendment (Security Law, 2014 – to be confirmed). Ethiopia has historically managed the security and administration of its refugee camps through its Administration for Refugee and Returnee Affairs (ARRA), which is part of the Ministry of Internal Affairs with funding from UNHCR and supported by NGOs. Djibouti's National Eligibility Commission processes asylum claims but UNHCR provides most funding and logistical support to refugees.⁵⁶

Quality education: Raising the quality of education requires a comprehensive approach: starting with an active governmental support for refugee communities, it also requires the participation of refugee communities in the development of the education system, as well as sufficient investment for the long-term relevance of programming initiatives.⁵⁷ In this regard, the INEE standards recognise the protracted nature of many refugee situations: *"emergency education programmes are to be planned and implemented in a manner that provides for their continuation and development as education systems move into the longer-term"*⁵⁸. This long-term lens structures the INEE approach: community participation, access and learning environment, teaching and learning, teachers and other education personnel, and; education policy and coordination. In a critical way, it also helps identify the limitations of refugee education in the surveyed countries:

- 1) *"Quality is too often synonymous of resources, ratios, processes, quantitatively measurable outputs – such as the number of textbooks, the number of students per teacher, etc. But this is a narrow-minded approach"* (UNICEF, Yemen);
- 2) *"The content and objectives of education are not questioned and detached from the tools and indicators. It is a missed opportunity"* (NGO, Kenya);
- 3) *"External environment is not considered in most programmes: uphill, you have community participation and family acceptance, which will determine children's attitude towards"*

⁵⁶ It is also important to mention UNHCR's Regional Liaison Office to the African Union and the UN Economic Commission for Africa, based in Addis Ababa, Ethiopia. This office works to ensure that displacement concerns are taken into account in the deliberations and resolutions of the African Union and that African Governments ratify and transpose into national law the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention, December 2012). In practice, though, this liaison office has limited political capacity.

⁵⁷ See, for instance, James H. Williams, "On School Quality and Attainment", in UNHCR, Strategies for the improvement of schooling for displaced children, Chapter 2, Evaluation and Policy Analysis Unit, 2001.

⁵⁸ Interagency Network for Education in Emergencies, Working group on Minimum Standards for Education in Emergencies, <http://www.ineesite.org/standards/default.asp>, 2004. INEE's Working Group on Minimum Standards is made up of CARE Canada, CARE USA, Catholic Relief Services, Foundation for the Refugee Education Trust, the International Rescue Committee, Norwegian Church Aid, Norwegian Refugee Council and the Norway United Nations Association, Save the Children UK, Save the Children US, UNESCO, UNHCR, UNICEF and World Education/The Consortium.

education; downhill, there is the labour market and job prospects, that create an incentive – or a disincentive – for education” (NGO, Kenya).

Lack of data analysis and knowledge management of refugee education at the national and regional levels: On information sharing and data analysis, respondents had different opinions. While many interviewees complained about the lack of data and information at both national and regional levels, more in-depth discussions around this topic highlight the following: 1) lack of consolidated information procedures: given the different sources of information that UNHCR country offices, UN agencies donors, and implementing partners collect, most actors lack regular and synthetic databases; 2) data on refugee education are input-oriented and do not take more intangible and qualitative dimensions into account; 3) behind the few available figures, there is no real in-depth analysis that help understand the key issues of Somali education; 4) there is no longitudinal (over time) or comparative (test and control groups) analyses of refugee children and youth, which would help draw conclusions on the successes and failures of educational initiatives; 5) the existing monitoring procedures are not properly integrated in the strategic management of educational activities.

Synthetic tables *(indicative only)*

The below synthetic tables are only indicative and based on the review team’s own assessment of qualitative interviews and official figures extracted from a in-depth desk review of the existing literature. It should be noted that:

- The green colour (and its nuances) indicates that the considered dimension – for contextual, regulatory, material, socio-economic reasons – is relatively favourable to Somali refugees;
- The red colour (and its nuances) indicates that the considered dimension – for contextual, regulatory, material, socio-economic reasons – is relatively in disfavour of Somali refugees.

The end goal of these synthetic tables is not to name and shame any national education system, but rather to identify potential issues that could be discussed and addressed more efficiently at the regional scale, under the architecture of the GISR.

Table 20: Overview of the situation of Somali refugees in GISR countries (indicative)

Refugee situation	Protracted situation	Security and stability	Camps	Urban	Perception by host communities
Kenya					
Ethiopia					
Uganda					
Yemen					
Djibouti					

Table 21: Overview of actual rights and integration of Somali refugees in GISR countries (indicative)

Rights and integration	Right to Education	Right to Employment	Right to Protection	Socio-economic integration	Gender
Kenya					
Ethiopia					
Uganda					
Yemen					
Djibouti					

Table 22: Overview of quality educations key dimensions, for Somali refugees, in GISR countries (indicative)

Quality Education	Community participation	Access and learning environment	Pedagogy	Teachers	Education policy and coordination
Kenya					
Ethiopia					
Uganda					
Yemen					
Djibouti					

Table 23: Curricula for and enrolment of Somali refugees in GISR countries (indicative)

Curricula and enrolment	Curricula	Early	Primary	Secondary	Tertiary and TVET
Kenya					
Ethiopia					
Uganda					
Yemen					
Djibouti					

IV. Way forward and recommendations

“In East Africa, the issues we want to address are simple: do we want education to be an instrument of peace? Do we want to work on the root causes or do we want to keep putting band-aids on the consequences? Do we want to keep having strategies in insolation, at the national level, or do we want to connect with the country of origin? And last, what is the social and economic cost of not investing in education, of not investing in the only people who could legitimately rebuild Somalia?” (Donor, East Africa)

There has never been a more opportune time during the last twenty years than now to promote education for Somali refugee children and youth. The preliminary objective of a regional Somali education strategy is to promote a coherent, streamlined approach to education service delivery for Somali refugees across the region, including (but not limited to):

- Establishment of coordination and exchange mechanisms between Somali refugee education partners, in order to build on best practices and avoiding duplication of programming;
- Development of sustainable, relevant education options for Somali children and youth;
- Promotion of cross-border agreements and planning to facilitate eventual repatriation.

Within today’s strategic and operating window of opportunity, the organisations interviewed by the review team unanimously agree that there is a chance for the six Core States of GISR, as well as UNHCR, the United Nations Assistance Mission in Somalia (UNSOM), the African Union (AU), the Intergovernmental Authority on Development (IGAD), and the United Nations Economic Commission for Africa (UNECA), to improve long-term stability in East-Africa and strengthen the social and economic regional resilience of Somali refugees and returnees, through a coordinated regional strategy towards the education of Somali refugees.

In this regard, the below recommendations present a preliminary framework for the development of a future regional education strategy, with the objective of opening the debate between GISR members and their partners. These recommendations are based on four underlying assumptions:

- Protection and rights-based approach: with the view to making refugees less insecure, a regional education strategy would benefit from a rights-based approach aiming to enable all people to be active citizens, empowered to claim their rights.⁵⁹
- Shift from ‘minimum standards to essential needs’ as benchmarks for the GISR performance, to provide UNHCR with a dynamic tool⁶⁰ and consider refugees *“as agents who can do effective things – both individually and jointly.”*⁶¹
- Realistic understanding of durable solutions: for Somali refugees, interim inclusion in host communities and relevant social service systems is the most realistic medium-term solution, with return/repatriation as a longer-term objective; only small numbers are likely to benefit from resettlement.⁶²
- Return is only durable if the conditions for effective and secure integration are met: on the longer-run return to Somalia will only be sustainable if security and basic services – and especially education – can be guaranteed to the returning population.

⁵⁹ Harrell-Bond Barbara, ‘Are refugee camps good for children?’ in *New Issues in Refugee Research*, UNHCR Working Paper n°29, 2000.

⁶⁰ Durieux Jean-François, ‘A regime at a loss?’ in *Protracted Displacement*, Forced Migration Review, Issue 33, 2009.

⁶¹ Sen Amartya, Key Note Address on ‘Transition to Sustainability in the 21st Century’, Inter-Academy Panel for Sustainability and Freedom on International Issues, Tokyo, March 2000.

⁶² Loescher Gil and Milner James, *Protracted Refugee Situations: Domestic and International Security Implications*, Routledge, Adelphi Paper 375, 2013.

1. Reinforcing the GISR Core members' political commitment towards education: Confirmation by GISR Core members (States and UNHCR) of the rationale, objectives, and timeline of the Initiative, through an iterative annual process of official and public meetings. Education should be prioritized in the agenda, as a way to shift from protraction to a mutually benefiting socio-economic inclusion and build the resilience of Somali refugees and returnees.

- Aligning institutional arrangements with UNHCR's mandate for the provision of refugee education, as a basic right and as an enabling right for all refugee children;
- Harmonising policies related to migration, education and development under the GISR umbrella;
- Defining a regional territorial planning strategy with governmental and non-governmental implementing partners;
- Creating and operationalizing a regional fund to finance cross-border cooperation.

2. Unifying a rights-based approach at the regional level: refugee rights, education rights, and protection/child protection rights

- Attaching more weight to equity (women, urban refugees, vulnerable groups);
- Designing policies to target both refugees/returnees and IDPs/secondary displaced (in Somalia, Kenya, Yemen in particular).

3. Developing regional, holistic and long-term measures concerning children, students and young professionals (ECCD, religious education, primary, secondary, and higher education; TVET; ALP):

- Implementing regional 'Janus-curricula' that face both ways (Somali + host country);
- Using 'home country' language until literacy is attained, while adding a second language once children are literate in their own language;
- Agreeing on official validation and certification, inter-operability, and mutual recognition;
- Teaching critical and transposable skills and attitudes: life skills, peace education, civic education, health, nutrition, HIV/AIDS, human rights and environment;
- Identifying common regional Quality Education pillars (capacity of learners, supportive learning environments, appropriateness of content, effectiveness of learning processes, and the achievement of outcomes).

4. Showing evidence of commitment and accountability from UNHCR and other GISR members (duty-bearers):

- Emphasising accountability and transparency, defined as a '*commitment to deliver results for populations of concern within a framework of respect, transparency, agreed feasibility, trust, delegated authority, and available resources*';⁶³
- Setting up a cross-border knowledge-based management system for information sharing, education indicators, and migration/displacement dynamics;
- Providing concrete examples of coordinated regional approaches through pilot experiments at the national and regional levels.

⁶³ Volker Turk and Elisabeth Eyster, *Strengthening Accountability in UNHCR*, International Journal of Refugee Law, 22 (2), 2010.

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