



2nd MEETING OF IGAD MEMBER STATES EDUCATION EXPERTS TASKFORCE ON IMPLEMENTATION OF THE DJIBOUTI DECLARATION AND PLAN OF ACTION ON REFUGEE EDUCATION

Summary Report

17th – 18th 2018

ADDIS ABABA

FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA

With the Support of



TABLE OF CONTENTS

Acknowledgements	3
I. Introduction.....	4
Framework of the Deliberations	4
Context and Background	4
II. Objectives of the 2nd Taskforce Meeting	5
III. Recommendations of the 2nd Taskforce Meeting	6
IV. Proceedings of the 2nd Taskforce Meeting.....	8
Opening Session.....	8
Setting the Context for the 2nd Taskforce Meeting.....	10
Member State Presentations on the State of Refugee Education.....	13
Technical Presentations on the State of Refugee Education	15
Groupwork Discussions.....	21
V. Wrap Up Session & Closing	22

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This summary report contains the major deliberations and outcomes of the Second Meeting of the IGAD Education Experts Taskforce on the Implementation of the Djibouti Declaration and Plan of Action on Refugee Education held on the 17th – 18th of July 2018 at the Hilton Hotel in Addis Ababa, Federal Democratic Republic of Ethiopia.

The IGAD Secretariat wishes to express its gratitude to the Member States for sending their senior officers/directors from the line ministries in Charge of Education from all 7 IGAD Member States: Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda. IGAD also acknowledges the partner agencies and civil society organizations who constituted the joint delegation to this 2nd meeting of the taskforce for sending high level delegations. Their active participation was very vital for the success of the Meeting. Member State delegations were composed of two senior experts with expertise in educational standards, education in emergencies (special needs education) or qualification regimes. IGAD thanks all the participants for their inputs and contributions in the deliberations towards efforts to enhance the implementation of the objectives outlined in the Djibouti Declaration and plan of action.

IGAD recognizes the services of Mr. Phillip Gathungu, IGAD Rapporteur, who documented the deliberations and prepared this summary on deliberations under the guidance of Ms. Fathia A. Alwan, Director for Health & Social Development IGAD and Dr. Kebede Kassa Tsegaye, Senior Advisor on Social Development (Education). Besides, we gratefully acknowledge the invaluable contribution of the IGAD support team led by Mrs. Aicha Houssein Mohammed and Mrs. Saida Mohammed

The greatest appreciation goes to the Government of the Republic of Ethiopia for hosting this 2nd Meeting of the Taskforce and to the Government of the Federal Republic of Germany without whose financial support this process would not have been possible. Furthermore, IGAD wishes to extend its sincere appreciations to UNHCR and UNESCO who prepared and presented some of the most important working documents. In particular, we wish to express our appreciations to Mrs. Emily Lugano of UNHCR and Ms Saba Bokhari of UNESCO (both based in Nairobi) their leading roles in the preparation of these documents.

I. Introduction

Framework of the Deliberations

The contents of this report are a summary of the discussions held during the 2nd Meeting of the IGAD Taskforce on Implementation of the Djibouti Declaration and Plan of Action on Refugee Education convened by IGAD with the support of the Government of the Federal Republic of Germany on the 17th – 18th of July 2018 at the Hilton Hotel in Addis Ababa, Federal Democratic Republic of Ethiopia. The meeting was organized to discuss progresses made during the past six months and provide input on practical steps on the implementation of the Djibouti Declaration and its generic Plan of Action. In attendance were delegates from seven (7) IGAD Member States namely; Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda as well as key partners in this initiative. The delegations consisted of Senior Experts and Directors-in-Charge of Basic and Higher Education, Refugee Management Agencies; Partner Institutions notably the GIZ, EU, UNHCR, UNESCO, World Bank, and some members of the IPF (IGAD Partners Forum) as well as officials of the IGAD Secretariat; and the IGAD focal points in the Ministry of Foreign Affairs.

Context and Background

The Nairobi Special Summit of IGAD Heads of State and Government (in March 2017) on durable solutions for Somali refugees and reintegration of returnees in Somalia refocused the region on key issues that afflict refugees often caught up in protracted displacement situations. In the Nairobi Declaration, member states committed to *“Enhance with the support of the International Community, education, training and skills development for refugees to reduce their dependence on humanitarian assistance, and prepare them for gainful employment in host communities upon return.”* Subsequently, IGAD, in partnership with the Government of Djibouti, the EU, UNHCR and GIZ organized the 1st Thematic Meeting of the Nairobi Action Plan as part of the implementation of the commitment made at the Nairobi Summit following the adoption of the New York Declaration. This is what became known as the first ever IGAD Ministerial Conference on Refugee Education held on 12th -14th December 2017. The meeting was as result of an assessment of the situation of refugee education in all Member States. The Conference was organized under the patronage of H.E. President Ismail Omar Guelleh, President of the Republic of Djibouti.

The overarching theme of the Conference was ***“Regional Quality Education Standards and Inclusion into National Systems for Refugee Children in line with CRRF, SDG 4 and Agenda 2063 on Education”***. The Conference was attended by Ministers and Experts in Charge of Education from all 7 IGAD Member States as well as high level delegations from different partner agencies with education mandates and civil society organizations. The two major outcomes of the Djibouti Conference were the **Djibouti Declaration on Refugee Education in IGAD Member States** and the **Djibouti Plan of Action on Refugee Education**. The Implementation of these commitments is taking place at both regional and national levels at a very remarkable pace.

At regional level, the Djibouti Declaration as well as its Plan of Action has tasked IGAD to lead the implementation process with clear deliverables. Some of the key mandates bestowed upon IGAD included:

- i. Implement the accompanying Action Plan on education for refugees, returnees, and host communities in the IGAD region;
- ii. Establish an IGAD Regional Experts and Ministerial Committee [Taskforce] on Education to oversee the proper implementation of all the agreed standards, policy instruments and frameworks for education for all, including refugees, returnees and host communities;
- iii. Coordinate and guide the implementation, monitoring and follow-up of established minimum standards for education of refugees, returnees and host communities;

Accordingly, IGAD embarked on the popularization of the Declaration, development of implementation roadmaps (work streams) and establishing Technical Working Group of Core Partners in the different thematic areas of the Declaration and Plan of Action.

At national level, the Declaration committed Member States and Partners to address, both collectively and individually, five interrelated issues relevant to the education of refugees, returnees and host communities.

- i. Establishing regional education quality standards
- ii. Regional skills development for refugees
- iii. Inclusion of refugee education in national education systems
- iv. Accreditation and certification of education programs
- v. Financing and building partnership as well as integrating refugees into the national educational management information system for effective monitoring.

II. Objectives of the 2nd Taskforce Meeting

The principal objective of this 2nd Meeting of the taskforce was for IGAD Member States to deliberate on how the actual implementation of the priority areas as reflected in the Djibouti Declaration will be conducted at both regional and national levels. The intended outcomes of the meeting were a **joint operational plan/ roadmap for country-level implementation and a Plan of Action for the next three years**. The Meeting was to also deliberate on the state of TVET and Skills Development in the region. To this effect, a brief overview of the situation with draft outline of a work plan was developed in partnership with UNHCR which is evolving into a coherent strategy for the sector. The final strategy is expected to be presented to the Second Ministerial Conference scheduled for December 2018.

III. Recommendations of the 2nd Taskforce Meeting

A. ON INCLUSION OF REFUGEE EDUCATION INTO NATIONAL SYSTEMS

The two-day deliberations of the Second Meeting of IGAD Member States Experts Taskforce in charge of education generated the following key recommendations:

1. IGAD Member States are to **formulate and implement policies, regulations, procedures and legislation that facilitates the inclusion of refugees** into National Education Systems by 2020;
2. Planning processes in Education for Refugees to **be driven by the principle of equity and include adult, non-formal and special needs education** [also place greater emphasis on **higher education and education of the girl-child**];
3. Education for Refugees **to be conducted in the prevailing language of instruction of the host country**. However, special arrangements to accommodate refugee needs may be considered and implemented if appropriately facilitated;
4. IGAD Member States are to consider **developing a context-specific education system tailored to respond to the displacement situation of the refugees**. Asylum seekers whose prospects are for Long-Term settlement may be instructed in the local language considering they may even integrate into local communities and economies. Short term prospects may continue to be instructed in mother tongues of instruction, possibly through special arrangements which would then be supported by transition mechanisms
5. **Incorporate peace-building and conflict sensitivity in the national education curriculum** in order to respond to some of the root causes of forced displacement. This is in response to Article 2 of the Djibouti Declaration.

B. ON THE DRAFT QUALIFICATION FRAMEWORK

1. Regional Qualifications Framework to **emphasize on competency enhancement of teachers** - Not only for delivery of content but also to be responsive to the psychosocial needs of refugee children. This will address the **Quality of Teaching** as well as **Quality of Teachers**;
2. Regional Qualifications Framework to **include Quality Assurance Mechanisms & Measures**;
3. Regional Qualifications Framework to **initially pursue harmonization¹ of education qualifications** [through mutual recognition & equivalency] rather than standardization of education systems which is a protracted and expensive process
4. IGAD Member States shall;
 - i. Develop National Quality Standards where they do not exist;
 - ii. Review national quality standards – adopt national learning standards that are applicable to both refugee and host community schools;
 - iii. Adopt inclusive Education Management Information Systems (EMIS);
 - iv. Map regional skills demands and priorities - link Labour needs to TVET and Higher Education outputs;
5. IGAD to **assess the differences between National Qualification Frameworks** in Member States in order to support the development of NQF in South Sudan and Somalia as well as harmonize standards in the IGAD region;

¹ Alignment according to descriptors in order to reach an understanding of what competencies are gained at which age

6. **Encourage the ratification of the Addis Convention** on the Recognition of Studies, Certificates, Diplomas, Degrees and other Academic Qualifications in Higher Education in IGAD Member States (only Djibouti and Sudan have ratified so far);
7. **IGAD to adopt and support the implementation of AU-African Standards and Guidelines for Quality Assurance** as well as other continental frameworks;
8. **IGAD to harmonize the National Qualifications Framework by developing an umbrella Regional Qualifications Framework** for all levels of education. Emphasis is laid on the clarification that in this context, harmonization does not mean revising and reforming curricula. It means alignment according to descriptors in order to reach an understanding of what competencies are gained at which age
9. **IGAD to undertake a study to determine the terminology and types of existing certification, degrees and diplomas at all levels of education** in the IGAD region.
10. **IGAD to support development of standards on equivalency**

C. ON THE COSTING THE ACTION PLAN

1. **MS commit to accelerate inclusion of refugees in national education systems and improve budgeting processes.** However, IGAD Member States propose that the **costing for refugee education be catered for under international [CRRF] financing mechanisms.**
2. **MS to develop comprehensive multi-year costed plans** to guide resource mobilization for inclusion of refugees into national education systems - **A round of National Consultations and Subsequent Validation shall be undertaken;**
3. **MS to map existing education resources, programs and actors in order to identify funding gaps** that can be presented to the international community for funding consideration - This shall **include out-of-school and special needs populations**
4. **Resource mobilization will be a two-pronged undertaking** led both by IGAD and individual member states. Djibouti for instance, has already secured funding from the World Bank for refugee Education

D. ON THE INSTITUTIONAL ARRANGEMENTS OF THE DRAFT REGIONAL EDUCATION STRATEGY

1. Review membership of the **Technical Working Groups to represent existing government structures in the individual Member States;**
2. Technical Working Groups will be convened to accurately represent the ministries responsible for education and refugee management;
3. **Replicate regional steering committee** of Education, Higher Education, Commissions for refugee affairs **at national level for effective coordination** –Their role will be to also convene other relevant stakeholders;
4. Member States will **nominate a specialized national focal point** for education from ministries responsible for education policy
5. **Include Ministry of Foreign Affairs for its coordination role** as the overall IGAD focal point
6. **Include development [funding] partners** in the Technical Working Groups

IV. Proceedings of the 2nd Education Experts Taskforce



Meeting

Opening Session

WELCOME / OPENING REMARKS

Remarks on Behalf of the IGAD Secretary General: Fathia Alwan, Director, Health and Social Development

Remarks by UNESCO: Yumiko Yokezeki, Director UNESCO HCBA

Remarks by UNHCR: Annick-Laure Tchuendem, Policy Officer UNHCR, Geneva

Remarks by the Federal Democratic Republic of Ethiopia: H.E. Mr. Mohamed Ahmedin, State Minister of Education, Ministry of Education, Ethiopia

Moderator: Dr. Kebde Kassa Tesgaye, Senior Advisor, Social Development Division - IGAD Secretariat

The Director, Health and Social Development, Fathia Alwan, made the opening remarks on behalf of the IGAD Secretary General Amb. (Eng.) Mahboub Maalim. She said that the meeting came at an opportune time when Ethiopia and Eritrea were making remarkable progress in restoring normal relations after decades of conflict and tension. This marked a turning point for peace in the region and stability in the Horn of Africa as would go a long way in addressing conflict as a root cause of forced displacement and the refugee crisis that has afflicted the region.

She revisited the historic declaration arrived at in December 2017 during the Ministerial meeting on refugee education. She reminded the meeting that refugee education was one of the priorities identified by the Nairobi Summit on the Somali Situation held in March 2017. The Director reported on the activities conducted by IGAD towards implementation of the Djibouti declaration and the accompanying Plan of Action including an agreement to develop the workstreams for the immediate priority areas arrived at in March 2018; in May 2018 a consultative meeting with partners was held where IGAD partners pledged their support to the plan of action and identified areas of specialisation in which they would be interested in getting involved. UNHCR, EU, GIZ and UNESCO zeroed in on developing the specific implementation frameworks for selected priority areas. This 2nd meeting is expected to deliberate in these key priorities and consolidate the implementation plan for actions at the grassroots levels.

The Director of IICBA/UNESCO, Yumiko Yokozeki, in her remarks laid emphasis on the peace-building role that UNESCO plays through the education and socialisation of humanity away from the resolution of conflict through violence. She added that peace is constructed in the mind and it is an essential ingredient for sustainable development. As such, refugee education was vital to peacebuilding and development in the IGAD region. She cited the UNESCO report on education in the 21st century published in 1997² that identified 4 pillars of learning; Learning to KNOW, Learning to DO; Learning to BE and Learning to LIVE TOGETHER. She proposed that learning to live together was probably the most important element to promote. She outlined the role that UNESCO has been playing with partners in advancing refugee education for instance in partnership with IIEP in Ethiopia. She spoke of the initiatives IICBA (International Institute for Capacity Building in Africa) has played in teacher training for resilience development in the Horn of Africa region which they are extending to the Sahel region. The Director added that refugee and refugee children are not just numbers but real people with hopes and aspirations. She stated that education was the most important investment that we could make in helping them realize these aspirations.

The Policy Officer, UNHCR Geneva, Annick-Laure Tchuendem, made a brief statement appreciating the efforts by IGAD to follow up on commitments made by Member States on refugee education in the Djibouti Declaration and the Nairobi Summit. She thanked the Member States for their dedication in moving forward the implementation of the plan of action for refugee education and their contribution to the 2030 agenda to *leave no one behind*. She said that IGAD Member States had demonstrated leadership with the Djibouti Declaration and expressed confidence that it would serve as a model for other regions and inspire confidence among donor countries. The policy officer called for the tracking of inclusion of refugees in national education systems but acknowledged that education data collection was a protracted and complex affair. Nevertheless, UNHCR expressed interest in making a contributing to improving data collection as it was critical to national planning and progress monitoring for refugee children. She outlined the work that UNHCR was undertaking with other UN agencies such as UNICEF and UNESCO to create synergies in development-humanitarian financing to increase the effectiveness of all the resources dedicated to refugee response and entrench long-term sustainable solutions for education for

² UNESCO (1997) Learning; *The Treasure Within* available at <http://unesdoc.unesco.org/images/0010/001095/109590eo.pdf>

displaced populations in crisis context. She stated that education must be made an integral component of the Comprehensive Refugee Response Framework (CRRF) and a priority of the humanitarian-development partnership.

Setting the Context for the 2nd Taskforce Meeting



Dr. Kebede Tsegaye, Senior Advisor, Education, Science and Technology, IGAD Health and Social Development Division made a presentation summarising the elements of the Djibouti declaration and setting the context for the meeting. In his submissions, he outlined the 5 key priority areas of the Djibouti Declaration namely; (i) Regional Education Quality Standards, (ii) Regional Skills Development for Refugees (iii) Inclusion of Refugees Education in National Education Systems (iv) Accreditation and Certification of Education Programs and (v) Financing, Partnership and Monitoring. He also set out 12 of the most visible efforts made so far to implement the objectives of the declaration as summarized in the table below.

DJIBOUTI DECLARATION PRIORITY AREA	IMPLEMENTING ACTIONS
Domestication and Publicity	<ul style="list-style-type: none"> i. Editing and circulation of the Background Paper ii. Publication and dissemination of Information Brochure iii. Dissemination of information in different portals iv. Presentation of the Declaration in regional fora
Development of Implementation Plans	<ul style="list-style-type: none"> v. Elaboration of a detailed concept note on Work-Streams vi. Preparation of a costed-implementation Plan
Convening of Consultative Fora	<ul style="list-style-type: none"> vii. March 19th 2018, Nairobi, Kenya – Informal Consultative Meeting of IGAD and core partners viii. 16th – 17th May 2018, Addis Ababa – First IGAD

	<p>Consultative Meeting with Partners</p> <p>ix. 17th – 18th July 2018, Addis Ababa – Second Education Experts Meeting of Member States and Partners</p>
Resource Mobilization Efforts for regional and national level implementation	<p>x. IGAD is exploring different funding opportunities for regional and national level implementation</p> <p>xi. Partners are already offering financial and technical support;</p> <p>xii. Consultation with financial institutions</p>

The Senior Advisor concluded his presentation by outlining the steps to be taken on the way forward in implementing the declaration through six tactical approaches: (i) Consolidation of the Implementation Plan, (ii) Coordination and facilitation, (iii) Concerted efforts to mobilize resources (iv) Continued consultation with Member States and partners, (v) Comprehensive monitoring and evaluation and finally (vi) Coherent advocacy and awareness creation activities.

With the input of **Dr. Elduma Mohamed, Health Specialist, IGAD Secretariat**, a presentation on the Governance Structure of the IGAD [Refugee] Education Program that detailed the Terms of Reference for the Experts' Technical Working Group on Education and the Terms of Reference for Ministerial Committee in Charge of Education was made. In this session, the meeting was informed that IGAD had developed a comprehensive regional program on Education, Science, Technology and Innovation (ESTI). The intention of this program was to contribute to the global, regional and national education goals and complement and support the efforts of Member States in ensuring the quality, relevance, affordability, equity and accessibility of education for all. The specialist, informed the meeting that the Member States had allocated to IGAD six (6) clear functions in regional education programming;

- i. Coordination of the Member States to nominate membership to the Education Technical Working Group (ETWG)
- ii. Developing and the facilitation of adoption of guidelines on education quality and standards for all levels, including for refugees;
- iii. Appraising the status of integration of education for refugee and returnees into national education sector programs;
- iv. Developing and facilitating the adoption of an IGAD regional framework for establishing the equivalency of education qualifications;
- v. Resource mobilization and longer-term financing strategies
- vi. Developing and facilitating the adoption of a Monitoring and Evaluation Framework for the implementation of regional initiatives on education

The meeting was informed that these six functions would be delivered through two mechanisms namely; **A Technical forum (ETWG)** and **A Policy forum (Ministerial committee)** which would facilitate the sharing best practices as well as monitoring and evaluation on the implementation of agreed commitments.

The Education Technical Working Group (ETWG) would provide three core functions i.e.

- ✓ Provide ongoing technical support to the implementation of IGAD education program with a strong focus on national inclusion of refugee education in member states;
- ✓ Advise IGAD on regional policies, strategies and interventions in all levels of education and
- ✓ Facilitate exchange of best practices and lessons. In this regard, they will assist the regional level implementation of IGAD by:
 - Guiding the implementation of IGAD policies, strategies and initiatives on education
 - Serving as a bridge between regional and national level interventions related to education, science, technology and innovation;
 - Advising IGAD in its efforts to monitor the implementation progress and provide corrective measures, including SDG4
 - Providing technical support for integration of refugees and returnees in National Education Sector Plans
 - Setting the agenda and recommendations to discussed in the ministerial committee on Education, Science, Technology and Innovation (ESTI)

It was proposed that the membership of the IGAD Technical Working Group on Education will be composed of

- **Member States** specifically one representative each from the Ministries of; Higher Education, Education and National Refugee Commission or a similarly constituted body;
- **Relevant Partners**, the number of which would be determined on the bases of thematic issues or work streams and
- **IGAD Health and Social Development Division**. It was suggested that the TWG meets twice a year and its recommendations be presented to the Education Ministerial Committee.

On its part, the **Ministerial Committee** would meet once a year and lead in the;

- Consideration and endorsement the recommendations and actions of the ETWG
- Provision of political support and policy directives on matters related to education
- Allocation of adequate resources for the implementation of education programs at both regional and national levels;
- High-level advocacy for quality, equitable and inclusive education for all in the region; and
- Endorse frameworks for establishing the equivalency of education qualifications

Plenary on Context-Setting Presentations

During the plenary session on this presentation, the meeting sought clarification on the composition of the membership of committee and proposed a review to represent existing government structures. Member States suggested the following;

- i. **On Composition of the TWG:** The TWG should be convened to align with the ministries responsible for education and refugee management in each country. Furthermore, the inclusion of the Ministry of Foreign Affairs for its coordination role (focal point) was mooted as was the incorporation of development [funding] partners. A comprehensive partnership

framework establishing the modalities of interaction and facilitating coordination between funding agencies was proposed.

- ii. **On Coordination of the TWG functions.** Member States proposed that these structures be cascaded to the member states through establishment of national steering committees comprising of the Ministries of Education, Higher Education, Commissions for refugee affairs for effective coordination. Furthermore, these structures are to be incorporated into existing coordination mechanisms where their role would be to convene other relevant stakeholders. It was determined that at the global level, the endorsement of CRRF opened up new horizons in refugee response and the Nairobi declaration and accompanying plan of action represents a regional effort to implement the CRRF.
- iii. **On Funding Mechanisms.** It was concluded that resource mobilisation will be a two-pronged undertaking led both by IGAD and individual member states. Djibouti for instance, has already secured funding from the World Bank for refugee Education. It was suggested that Member States were to develop comprehensive multi-year costed plans to guide resource mobilisation and Map existing education resources, programs and actors in order to identify funding gaps that can be presented to the international community for consideration
- iv. **Special Considerations for the Federal Republic Somalia.** Addressing weak institutional capacity in Somalia should be considered as a priority meaning that Somali institutions are eligible for special consideration with regard to special interventions to strengthen their capability to deliver on their obligation to returnee education.

Member State Presentations on the State of Refugee Education

There followed **Brief Country Presentations** on the State of Refugee Education in each of the 7 Member States were presented at the meeting. The original presentations made by the individual member states are provided as an annexe to this report. The Member State presentations were subsequently followed by a plenary session in which these resulting discussions and clarifications were made.

1. **The Special Case of Djibouti.** In the plenary session that followed subsequently focussed on the **efforts of Djibouti (a francophone country) to provide education to its refugee population** who were primarily Somali-speaking and returning to an Anglophone country. Members sought to establish if Djibouti was proposing to run a parallel education system to what is already in place [national education system]. Would there be a separate curriculum, language of instruction and how will the refugees be able to make use of the education provided whilst still in Djibouti?
 - Djibouti responded that it recognised that refugee status was temporary and elected to educate refugees in preparation for their seamless reintegration to the education system of their countries upon return. In other words, it acknowledges the eventuality that refugees will return and reintegrate in their countries of origin
 - Djibouti further reported that it was introducing English as a taught language (and language of instruction for refugees) in the third grade of elementary school meaning that strategically, Djibouti was positioning itself to be compliant to regional educational standards when they are operationalised. The refugees themselves displayed a marked preference for instruction in English in preparation

- for their voluntary return and reintegration. Other IGAD Member States were encouraged to develop workarounds for language barriers in order to enhance access to universal education for both refugee and nationals
- It was further reported that Drop-Outs were a pervasive problem and not confined to refugee populations only attributable to a variety of cross-cutting factors that are being addressed at a national level. As a consequence, Djibouti reported that it had introduced a canteen system (school feeding program) as an incentive to student retention that was universal for both refugees and nationals
 - Djibouti affirmed that stands guided by not only the letter but also the spirit of the New York declaration. This is why Djibouti was not confining English as a language of learning (and instruction) only to refugee children but also extending the same privilege to Djiboutian children i.e. there will be no distinctions made between Djiboutian and refugee children.
 - Finally, the challenge of mutual recognition of certification and education qualifications is a matter that IGAD member states for instance Kenya and Djibouti are addressing bilaterally. Djibouti reported that it was also working towards having realizing greater universal recognition of its education qualifications in the region hence the preference for English as a language of instruction
2. A recommendation was made for the **Incorporation of peacebuilding and conflict management in education curriculum** for refugees in order to respond to some of the root causes of forced displacement. This is in response to article 2 of the Djibouti Declaration
 3. It was proposed that Member States to **consider a developing a context-specific education system tailored to respond to the displacement situation of the refugees.** In this system, asylum seekers whose prospects are for Long-Term settlement may be instructed in the local language considering they may even integrate into local communities and economies. Short-term asylum prospects may continue to be instructed in their native tongues of instruction possibly through special arrangements i.e. instructors and specialised access to learning facilities
 4. Somalia clarified that it provides education for asylum seekers and refugees from other countries (Yemeni & Ethiopian Oromos) through the National Education system which is primarily supported by development partners. These beneficiaries are able to access both public and private learning institutions (with the aid of subsidies). Somalia added that learning institutions in refugee hosting areas are facing many challenges for instance, UNHCR financial support to underwrite reintegration into education is limited to 9 months and cannot currently cater for a full cycle of education. This is a serious challenge for female-headed households where economic and livelihood opportunities are limited for women.
 5. Ethiopia in its submissions explained that the **schools supported by development partners, most of which are in refugee hosting areas and camps are facing a greater shortage of books compared to national schools.** The delegation added that UNHCR was working with the government to remedy this shortage through fundraising initiatives and advocacy for integration of refugee schools into the national education systems. Furthermore, there was a bottleneck in the reprinting of textbooks in the local language to the language of the refugees. Process is currently at the approval of content and Funding

Technical Presentations on the State of Refugee Education

UNHCR made a presentation on the findings of a mapping exercise on inclusion of Refugees in National Education Systems. The exercise focussed on six key themes namely; (i) The Legal and policy framework, (ii) Refugee access to certified public education, (iii) Enrolment data for refugee and host community children and youth, (iv) Funding mechanisms supporting education for both refugees and host community children and youth (v) Refugee data inclusion in the national EMIS and finally (vi) Teacher data.

1. With regard to the **legal and policy framework**, the study found that **Djibouti** has national policy on inclusion of refugees in the national education system is currently being drafted. It was reported that in December 2017, Djibouti passed legislation granting refugees access to the national education system; committed to translate the French Djibouti curriculum into English for Somali refugees in order to provide access to education accredited by the government of Djibouti. **Ethiopia** on the other hand does not have a specific policy on inclusion of refugees in its national education system but implements refugee education through a pledge made to the 2016 New York Declaration on Education. It was reported that Ethiopia is amending the Refugee Proclamation to reflect national and regional commitments. **Kenya** was in the process of strengthening policy and planning through the development of a new policy (currently in draft form) to guide the inclusion of refugee learners in the national education system. Additionally, the Ministry of Education was reported to be also working on the inclusion of refugee learners in the National Education Sector Strategic Plan (2018-22). The **Federal Government of Somalia** reported to have developed a transitional education strategy to take the education sector forward. It was reported that the regions of Somaliland and Puntland had also developed their own education sector strategic plans. **South Sudan** is guided by the National General Education Policy (2017-2027) which in Article 7.2 has a statement on the mainstream and include refugees in national education systems. On its part, **Sudan** has the Education Sector Strategic Plan (2018 – 2022) which includes refugee education. Finally, in **Uganda**, Refugees have long had the right to access the national education system and this has been strengthened by the ReHOPE and STA approaches and the 2006 refugee Act and Education Act of 2008.
2. Within the IGAD region, **refugee access to certified public schools varies from country to country**. In **Djibouti**, the Government has translated the French Djibouti curriculum into English for Somali refugees in order to provide access to accredited education. In **Ethiopia**, refugees access the national curriculum, examinations and certification. In addition to higher education through Government scholarships. **Kenya** allows refugees access the national curriculum, examinations and certification. In Kakuma camp for instance, the Government has registered refugee schools as public schools. **Somalia** refugees are mainly enrolled in public schools where possible. In the case of **South Sudan**, refugees not only access certified public education through the national curriculum, but also access capitation grants in some schools. **Sudan** on its part hosts a significant number of refugees in the urban areas who are enrolled in public schools accessing same education as citizens. In conclusion, **Uganda** facilitates refugee children to access education in Government schools at primary and secondary level under the same

- conditions as citizens. On this section of the report, UNHCR submitted that **refugee access to secondary and tertiary education is limited and is only accessible subject to availability of resources** and that this was an area that needed further focus.
3. On **Funding mechanisms supporting education** for both refugees and host communities, UNHCR stated that it was worth noting that long term funding partners already exist in IGAD Member States that can be coordinated to fund inclusion of refugees in national systems. A list was presented on some of the funding partners in the individual Member States but it was not exhaustive.
 4. On **Inclusion of Refugee data in the National Education Management Information Systems**, the finding was that IGAD Member States are at different levels in the inclusion of refugee data into the national EMIS. Ethiopia for instance had managed to integrate the refugee education data in the Education Statistics Annual Abstract beginning from 2016/17 academic year which marked a significant milestone towards inclusion. The other IGAD Member States were urged to consider implementing this step in the short term.
 5. With regard to **Teacher Data**, the review clearly established that the IGAD Member States have not taken over the recruitment and remuneration of teachers in refugee schools. This is a responsibility that primarily discharged by Partners implementing refugee education. UNHCR highlighted that teachers' terms of service as well as remuneration and supervision, were a key component of education and needed to be factored into the inclusion of refugees into national systems by Governments.

The presenter then outlined 4 Harmonized areas of focus and improvement for short-term action in IGAD Member State Countries:

1. **Establishment of a legal and policy framework** to guide and facilitate the inclusion of refugees and returnees into National Education Sector Plans by 2020 i.e. South Sudan example.
2. **Mapping exercise on refugee and host community data** (with disaggregation by gender) for students and teachers to inform planning and budgeting for both refugees and the host community.
3. **Mapping exercise in each IGAD Member State on education funding sources** for education across development and humanitarian partners and mechanisms
4. Initiate and carry out an **in-depth mapping exercise on inclusion of refugees into national education systems** for presentation at the Council of Education Ministers' meeting in December 2018.

The study also identified **7 key information gaps** relevant to the issue of refugee inclusion that needed to be addressed in the in-depth mapping and analysis exercise by December 2018:

1. Key achievements, innovations, successful local practices, opportunities and challenges for sustainable inclusion of refugees in national education systems.
2. Assess the current state of teaching quality in refugee contexts and suggest ways of enhancing provision of quality education,
3. Recommend mechanisms for addressing language barriers, school and psycho-emotional wellbeing of students, teachers and healthy school-host community interaction
4. Development in consultation with IGAD of a multi-year costed plan with budgetary requirements for national- and regional-level programs on inclusion;

5. Determine the existence of learning modules for both pre-service and in-service teachers
6. Develop draft Monitoring and Evaluation Tools to track progresses, challenges and opportunities to be utilized by IGAD, humanitarian and development partners.
7. Gauge the current feasibility of the 2018-2020 inclusion targets

In a separate presentation on **Post-Secondary and Vocational Education for Refugees specifically in Djibouti, Ethiopia and Kenya**, UNHCR found that there are progressive policies that support refugee access to tertiary and vocational education in the three countries. However, access and quality of post-secondary and vocational education was limited and uneven at both inter-country and intra-country (camp) level. In addition, Post-secondary and vocational programmes and opportunities may have expanded over recent years, but they still remained *ad hoc*. In particular, vocational training programmes remained largely designed and implemented by humanitarian organizations and funded by donor governments. This means that the interventions are often small in scale, embedded in short-term and non-holistic strategies and most importantly, not linked to labour market needs. As a result, they made the following 8 key recommendations;

1. Increase scholarship opportunities for refugees to access higher education
2. Increase Connected Learning opportunities for refugees and host communities
3. Expand intra and inter-regional cooperation and cross-border collaboration in higher education
4. Explore the existing progressive policies supporting higher education and vocational education in the three countries and support practical actions to provide tertiary and vocational education
5. Expand local universities in refugee hosting locations to benefit both refugees and host communities
6. Encourage and support provision of market-linked skills development opportunities in vocational education
7. Support out of Camp policy vs. employment opportunities for refugees in camp set-ups to enable refugees move freely to access employment and start-up businesses
8. Support linkage of vocational education to accredited government institutions for easy access to government curriculum, examination and certification and post-training support to vocational education trainees

Plenary on UNHCR Presentations

1. The Member States concurred that the issue of inclusion of refugees in national budgets was commendable however, they reported that they were already constrained resource-wise and proposed that the costing for refugee education be catered for under CRRF financing mechanisms. It was agreed that Mapping, profiling and targeting was essential to facilitating needs-driven resource mobilisation

Recommendation: The Member states conceded that the finalisation of education sector plans to include refugee children would provide a credible rationale for resource mobilisation

2. Member States sought to establish what financing modalities have been put in place for the CRRF that would facilitates them to access resources from one central basket. It was reported the principles of the CRRF are founded on joint responsibility. This recognises that hosting countries have made in-kind contributions.

Recommendation: The international community will be called upon to augment the support extended by host countries to refugees. An instrument to facilitate this is needed.

Recommendation: IGAD Member States and partners agreed to the development of a joint resource mobilisation strategy

Recommendation: Each Member State is to develop and complete national response plans which identify the funding gaps and provide a rationale for resource mobilisation

Recommendation: Put in place provisions for adult, non-formal and special needs education under the CRRF

3. It was reported that the mapping exercise did not reflect data on out-of-school populations for both refugees and host populations

Recommendation: Take these categories of would-be learners into consideration during future mapping exercises

4. There was an attempt to establish the degree of causality between initiatives by Member States to mainstream refugee education in to national systems and the Djibouti Declaration. It was concluded that the Djibouti declaration provided a structured framework for engagement on inclusion of refugee children and coalesced previous approaches to inclusion which were *ad hoc* and fragmented

UNESCO made a presentation on the Draft Regional Education Qualification Framework. In this comprehensive exposition, the presenter ran through the Pre-requisites for a Regional Qualification Frameworks (RQF) which included *inter alia*; Pre-existing agreements to put in place measures that foster cooperation in education & training within the IGAD countries, a common set of values & socio-economic vision for the region and to co-ordinate human resource development policies & programs, harmonize curricula, examination, certification and the accreditation of education & training institutions through joint action by relevant national bodies. The presentation then ventured into the purpose of a Regional Qualifications Framework which tend to vary depending on the contextual needs of the region in question but generally seek to do 5 things;

1. Support the mutual recognition of qualifications in the collaborating countries/region
2. Strengthen mutual trust & cooperation between all stakeholders
3. Standard setting tool: not 'enforceable' / will not replace national or sectoral frameworks
4. Support the harmonization of education qualifications
5. Improve the quality & credibility of qualifications within an identified region: harmonized graduate skills & competencies/ operate under common quality assurance & accreditation systems

The presenter summarized the status of Regional Education Qualification Frameworks around the world with special focus on the SADC RQF of June 2005 then drilled down into the purpose of National Qualification Frameworks which was submitted as;

- Catalysts for lifelong learning and promoting international and global communication and cooperation
- Facilitation of access & integration of learners to all levels of education
- Preparation of learners for a diversified labour force
- Enhancing/matching skills & labour market needs
- Social inclusion – improving the quality of life
- Facilitating and Maximizing potential & talent at all levels

Ethiopia, Kenya and Uganda were identified as the IGAD Member States that were currently pursuing a National Qualification Framework. A differentiation between NQFs and RQFs was provided a summary table of which is contained here below.

Guiding Principles	National Qualifications Framework level	Regional Qualifications Framework level
Main function:	To act as a benchmark for the level of learning recognized in the national qualifications system, and possibly an indication of volume and type of learning	To act as a translation device to enable comparisons of levels of qualifications and therefore qualifications across member countries
Developed by:	National governments, national agencies, regional and bodies, and education and training bodies	Member countries acting jointly
Sensitive to:	Local, regional and national priorities (e.g. levels of literacy, Labour market needs)	Collective priorities across member countries (e.g. enabling mobility of learners and workers across borders)
Currency/value depends on:	Factors within national context	The level of trust between member countries
Quality is guaranteed by:	The practices of national bodies and learning institutions	The common application of the referencing criteria and guidelines as well as the robustness and transparency of the national referencing process and national quality assurance systems
Levels are defined by reference to:	National benchmarks which may be embedded in different specific learning contexts, e.g. school education, work or higher education	General progression in learning across all contexts that is applicable to all countries

This was followed by a snapshot of the International Standard Classification of Education (ISCED 2011) described as two cumulative things; One, **A Framework** to facilitate comparisons of education statistics across countries and overtime in a given country. And Two; **A Methodology** for translating national educational programs and related qualifications into an international comparable set of categories. It was explained that ISCED classifies education programs by their content using two main cross-classification variables: levels of education and fields of education.

Levels of education are an ordered set grouping education programs in relation to gradations of learning experiences, as well as the knowledge, skills and competencies which each program is designed to impart. The ISCED level reflects the degree of complexity and specialization of the content of an education program, from foundational to complex. ISCED stratifies the advancement of education into 5 progressive levels but with another 4 sub-levels when it comes to tertiary education which constitute levels 5 to 8.

- Early childhood education (ISCED level 0)
- 1. Primary education (ISCED level 1)
- 2. Lower secondary education (ISCED level 2)
- 3. Upper secondary education (ISCED level 3)
- 4. Post-secondary non-tertiary education (ISCED level 4)
- 5. Tertiary education (ISCED levels 5 to 8)
 - 5.1 Short cycle tertiary (= < 2 years)- ISCED 5
 - 5.2 Bachelor or equivalent –ISCED 6

5.3 Master or equivalent- ISCED 7

5.4 Doctoral or equivalent- ISCED 8

There followed a mapping of the education systems of the individual IGAD Member States onto the ISCED framework accompanied by observations that summarised the alignments and deviations. The presentation concluded with a look at the UNESCO 2014 Addis Convention for Higher Education as a legal instrument for Africa on the Recognition of Degrees & Qualifications in Higher Education. The presenter outlined the advantages accruing for IGAD Member States ratifying the Addis Convention especially the opportunity to facilitate access and international student mobility on the African continent, enhancing equity, relevance and quality of higher education including for refugees and displaced persons.

Plenary on UNESCO Presentations

1. IGAD Member States reported that they are at different levels of progress with regard to national qualification frameworks for education. The sought to establish how they would be supported to (a) develop national qualification frameworks (b) standardise national qualification frameworks

Response: Member States should move towards regional integration with regard to education standards so as to leverage competitive advantages and efficiently direct resources towards more pressing needs

2. Member States made enquiries on the best approach to harmonising education standards given that they subscribed to different education systems and are bound by different REC commitments

Response: Consider approaching this problem using AU agenda 2063 as a guiding framework to harmonise education standards across RECS. The standards are not necessarily mutually exclusive but mutually reinforcing. The standardisation of years of instruction is secondary to the standardisation of content delivered. There is greater commonality in the subjects and only small differences in the timelines of delivery

3. The challenge of measuring inclusion was raised. Of interest was what are the factors/criteria that are to be admitted/excluded in determining the degree of inclusion? After lengthy discussions, the following three conclusions were admitted.
 - i. Measuring access to education and especially the quantification of measures to encourage the enrolment and retention of refugee children
 - ii. Resource mobilisation go beyond the financial considerations and account for technical aspects of education as well as identification of other ancillary factors that drive [appetite] access and inclusion to education
 - iii. Inclusion measures should be balanced and all encompassing 'inclusive inclusion' which does not have negative side-effects. E.g. Djibouti has included refugee children in the national education system but has also made special provisions to make education not just available, but also accessible by allowing instruction to be conducted in a language that the children can understand
4. There was agreement that harmonisation of education standards will facilitate cross-border cooperation among MS and facilitate refugees to access educational opportunities
5. It was reported that Djibouti was one of the first countries to ratify the UNESCO 2014 Addis Convention for Higher Education even before it was ratified by Mauritius. The other IGAD Member States were encouraged to follow suit.

6. Member States cautioned on the need for realistic expectation-setting when it comes to harmonisation of curricula – Cosmetic changes vs. Comprehensive reform. The latter is a long term and expensive undertaking. For instance, it requires re-training of teachers and re-printing of text-books. Member states requested for funding for Harmonisation of education from the World Bank and other development partners

Recommendation: IGAD Member States should go about curriculum development and harmonisation in a manner that gives due consideration to the educational and social/economic objectives of the Member States as expressed in their National Development Frameworks and Plans

7. A final enquiry was made on the plans for driving an inclusive education policy that includes Eritrea.

Response: Recent development showed that the prognoses for the readmission of Eritrea to IGAD and indeed the international community are good. An ordinary council and heads of state meeting was said to be on the cards where it is anticipated that Eritrea will formally submit its application for readmission to the IGAD community.

Groupwork Discussions



On the second day of the meeting, participants had a group break-out session (in 4 groups) to deliberate on the next steps with regard to the implementation of the Djibouti Declaration on Refugee Education. Each of the groups tackled a specialised thematic area that addressed the most pressing needs for IGAD to effectively move towards the realization of the objectives of the declaration and deliver on the commitments of the Member States. **Group 1** focussed on the inclusion of Refugee Education into National Education Systems: Practice, challenges and the way forward. **Group 2** specialised on the consideration and enrichment of the Draft Qualification Framework. **Group 3:** was dedicated to consideration and adoption of the Costed-Operational Plan (Roadmap) whilst **Group 4:** confined itself to a discussion on the Draft Outline of the IGAD Regional Education Strategy. The findings and submissions of the different groups were consolidated into the recommendations of the 2nd Meeting of the IGAD Taskforce on Implementation of the Djibouti Declaration and Plan of Action on Refugee Education. These recommendations were subjected to a validation session in plenary and are subsequently reflected in section III of this report.

V. Wrap Up Session & Closing

In the closing session, **Dr. Benjamin Gabriel Apai, Director General of Higher Education, Ministry of Higher Education, Science and Technology, Republic of South Sudan**, thanked the participants on behalf of the IGAD Member States for their invaluable contributions particularly for their attendance at what was very short notice. **Fathia Alwan, Director, Health and Social Development**, made brief remarks on behalf of the IGAD Secretariat where she thanked the Member States and Partners for their efforts to ensure that refugees in the region enjoyed equitable access to knowledge and education for their own social and economic development as well as that of the region at large.



SECOND MEETING OF IGAD MEMBER STATES EDUCATION EXPERTS TASK FORCE ON THE IMPLEMENTATION OF THE DJIBOUTI DECLARATION AND PLAN OF ACTION ON REFUGEE EDUCATION

17-18 July 2018, Addis Ababa, Ethiopia at Hilton Hotel

DRAFT PROGRAM OF WORK

Time	Activities/Events	Presenter/Moderator
Day One: July 17, 2018		
08:00-08:30	Arrival and Registration	IGAD Secretariat
08:30-09:00	Welcoming and Opening Remarks: <ul style="list-style-type: none"> IGAD (Fathia Alwan, Ag. Director, Health and Social Development) Ethiopian Federal Ministry of Education 	IGAD Chair (Ethiopia)
09:00-09:10	Self-introduction of participants and adoption of the Program	IGAD Chair
09:10-09:30	Overview of the Djibouti Declaration and Plan of Action	Dr. Kebede (IGAD), Dr. Elduma (IGAD)
09:30-10:00	Brief Report of Activities Undertaken by IGAD and Core Partners since the Adoption of the Djibouti Declaration	Dr. Kebede (IGAD)/
10:00-10:40	Presentation and Consideration of the Governance Structure of IGAD [Refugee] Education Program <ul style="list-style-type: none"> ToR for Experts' Technical Working Group On Education Terms Of Reference ToR for Ministerial Committee in Charge of Education 	Dr. Kebede (IGAD)/ Dr. Elduma (IGAD)
10:40-11:00	Discussion	IGAD Chair
11:00-11:30	Coffee/Tea Break	
	Brief Country Presentations on the State of refugee Education in Member States (10 minutes each)	Co- Chairs: <ul style="list-style-type: none"> Somalia Djibouti
11:30-11:40	1. Djibouti	
11:40-11:50	2. Ethiopia	
11:50-12:00	3. Kenya	
12:00-12:10	4. Somalia	
12:10-12:20	5. South Sudan	
12:20-12:30	6. Sudan and	
12:30-12:40	7. Uganda	
12:40-13:00	Discussion	IGAD Chair
13:00-14:00	Lunch Break	IGAD Secretariat
14:00-14:30	Presentation of the Report of Mapping on Inclusion of Refugees into National Systems by IGAD/UNHCR	Co-chairs: <ul style="list-style-type: none"> Sudan
14:30-15:00	Presentation of the draft Profile of the TVET and Skills development needs and the draft Outline of the Strategy to respond to these	

	needs IGAD and UNHCR	- Uganda
15:00-15:30	Presentation of the Draft Regional Education Qualification Framework by IGAD/UNESCO	
15:30-16:00	Presentation of the Concept Note for the IGAD Regional Education and Innovation Strategy by IGAD	
16:00-16:20	Discussion	IGAD Chair
16:20-16:30	Coffee/Tea Break	
16:30-17:30	Group 1: Inclusion of Refugee Education into National Education Systems: Practice, challenges and the way forward Group 2: Consideration and enrichment of the Draft Qualification Framework	Each Group Selects - Moderator - Rapporteur
17:30-18:20	Plenary Discussion	IGAD Chair
End of Day I		
Day Two, July 18, 2018		
08:30-08:40	Arrival and Registration	IGAD Secretariat
08:40-09:00	Recap of Day I	IGAD Rapporteur General (Kenya)
09:00-10:30	Group 1: Consideration and adoption of the Costed-Operational Plan (Roadmap) Group 2: Discussion on the Draft Outline of the IGAD Regional Education Strategy	Each Group Selects - Moderator - Rapporteur
10:30-11:00	Plenary Discussion	IGAD Chair
11:00-11:30	Coffee/Tea Break	
11:30-12:00	Presentation of Group Work Results	Group Rapporteurs
12:00-12:30	Consideration and adoption of the Draft Operational Plan (Roadmap), July 2018-December 2019	IGAD/All
12:30-13:00	Discussion	IGAD Chair
13:00-14:00	Lunch Break	
14:00-14:30	Consideration and Adoption of Key Recommendations	IGAD Rapporteur General (Kenya)
14:30-15:00	Closing Session	
	- Date and Venue of the next Ministerial Meeting - Vote of Thanks - Closing Remarks	All Member States South Sudan IGAD

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