

# Historical mapping of education provision for refugees

A cross-cutting and comparative analysis of three country contexts



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## Acknowledgements

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*The views expressed in this report do not necessarily reflect the views of UNHCR or GPE Secretariat. They are the result of independent research.*

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<sup>1</sup> [www.jigsawconsult.com](http://www.jigsawconsult.com)

<sup>2</sup> [www.refugeesupportnetwork.org](http://www.refugeesupportnetwork.org)

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## Acronyms and abbreviations

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3RP	Regional Refugee and Resilience Program
CRRF	Comprehensive Refugee Response Framework
DRC	Democratic Republic of the Congo
DRR	Disaster Risk Reduction
ECW	Education Cannot Wait
EiE	Education in Emergencies
ELCG	Education Local Consultative Group
EMIS	education management information system
ESA	education sector analysis
ESP	education sector plan
GCR	Global Compact on Refugees
GPE	Global Partnership for Education
INGO	international non-governmental organization
INEE	Inter-agency Network for Education in Emergencies
ISCG	Inter Sector Coordination Group
LCFA	Learning Competency Framework and Approach
LEG	local education group
LFIP	Law on Foreigners and International Protection
MoDMR	Ministry of Disaster Management and Relief
MoE	Ministry of education
MoPME	Ministry of Primary and Mass Education
NGO	non-governmental organisation
REPI	Refugee Education Policy Index
RQ	research question
SABER	System Assessment for Better Education Results
SEND	Special Educational Needs or Disabilities
SDG	Sustainable Development Goal
TEC	Temporary Education Centre
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
YOBIS	Foreign Student Information Processing System

## Executive summary

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This report presents the research findings from a cross-cutting comparative analysis of three historical mapping studies. These studies explore the provision of education to refugees, from the outset of three different major influxes of school-aged refugee children and youth: into Bangladesh, Rwanda, and Turkey. This research seeks to contribute to a greater understanding of the potential points of convergence between governments and their humanitarian and development education partners, in order to more effectively address the educational needs of displaced populations and the communities that host them. The research objectives were:

- To document which factors in the early stages of a refugee response seem to determine whether refugees are integrated into national education systems as opposed to being educated in separate systems.
- To identify factors for further study that could shed light on essential program and policy actions that lead to greater effectiveness and sustainability of refugee education responses from the emergency stage forward.

### *Methodology*

This study employed a mixed-methods approach, consisting of three main components: (i) a comprehensive review of background documentation; (ii) key informant interviews; and (iii) a critical review of a GPE coding exercise that attempted to capture refugee inclusion in GPE partner-country education sector plans. The methodology is experimental in both its design and its application. There are significant knowledge gaps among education sector partners regarding the most appropriate way to capture lessons learned from country-specific responses to the inclusion of refugees in national education systems. This study provides an opportunity to reflect upon and improve the way in which learning is captured and shared in such contexts. Annexed to the study is an outline of a replicable methodological framework that includes lessons from this study that can be used to improve the methodology for future similar research.

### *Defining Inclusion*

Throughout the study it became apparent that there is a lack of clarity among the stakeholders interviewed regarding both how inclusion is defined, and the way in which it should be operationalized in any given context. A number of respondents suggested that the concept of inclusion is best thought of as a continuum, moving from a minimal approach (allowing certain elements of curriculum-sharing, or co-location of learning), to a more holistic approach (wherein the educational opportunities offered to a refugee child are fully aligned with those offered to host-country children). Challenges associated with documenting and defining inclusion are also evident at the policy level, with refugees infrequently represented in the education planning documents of GPE country partners.

## **Summary findings**

### *Prior to the influx*

Among the three cases examined for this study, inclusion appears to be best enabled prior to an influx when:

- Countries have a **well-functioning national education system**, which invariably links to how much the host country's government has invested in education in general. In other words, significant financial investment in the education system overall enables inclusion.
- Governments have a **national policy on the inclusion of refugees in the education system**. In all three of the countries studied, the need for refugees to be represented in

national sector plans was reflected and was seen as critical for the inclusion of refugees in national systems.

- Governments have a refugee-hosting model that **emphasizes refugees as self-reliant** members of society, and which has been shaped by the country's national **vision for economic growth**.
- Governments have at their disposal **evidence** of the provision of education for refugees through parallel institutions, as well as successful cases of provision through national institutions.
- Humanitarian and development partners leverage long-term and **established relationships with government** counterparts, and have **strong working relationships** and **shared goals** among themselves, including clear divisions of labor, and responsibilities aligned with the shared goals.
- A **history of the recognition of refugee status** in the country also positively influences inclusion.

#### *At the outset of the response*

Among the three cases examined, inclusion appears to be best enabled at the outset of a response when:

- Governments recognize the **potential for improvements for the host communities**. Partners can support this by clearly **demonstrating the financial benefits** of the inclusion of refugees in national education systems through showing that there is an opportunity to channel funds to underresourced host communities at the same time. In other words, inclusion is enabled when the humanitarian response is used as a way to strengthen the education system **for everyone**. This should include partners sufficiently focusing on host community students in emergency assessments.
- Governments develop an **early preparedness model** and approach to refugee education at the beginning of a response, if not before, in partnership with humanitarian and development partners.
- Governments **build in inclusion** from the outset of the response, even if a separate system is selected, including encouraging refugees to acquire the **host country language**. Partners can support these efforts by **linking education programming for refugees to development initiatives** from the outset of a response. Recognizing the likely protracted nature of the crisis enables funds to contribute to critical areas such as infrastructure.
- Governments offer **refugee status**, and include refugees in the response approach, including **consulting refugee communities** during emergency-stage planning, and providing accessible information regarding the advantages of inclusion. The literature suggests that refugees can be reluctant for their children to study a host-country curriculum because this may represent to them a prolonged displacement that they have not yet imagined.
- Governments are empowered to **own the response** regarding the inclusion of refugees, rather than the agency that is leading it. Inclusion is further enabled when planning and budgeting for humanitarian and development partners are **in sync with national and district planning** priorities. Nonetheless, a **diversity of funding** from different agencies can enable key gaps in the response to be addressed.
- Governments **defer to ministries of education** for guidance on decisions related to the planning and delivery of education for refugees, as opposed to having educational services



placed under a refugee or emergency response ministry. Research across all three of these countries found that when ministries of education are not involved, support is more dependent on short-term strategies, and humanitarian funding is not reported against sector plans and policies.

- There is a **coordinating body to draw on technical expertise** where needed, which includes representatives from the government as well as the humanitarian and development community. This can promote learning from previous or other current experiences globally. Partners can enable inclusion when they plan longer-term for the **skill sets that are needed to support the government**, including ensuring that there are no technical gaps within agencies with regard to education specialists.
- Partners **find advocacy allies**, including by conducting partnership mapping to identify who can influence change; providing local staff with a platform to engage in the advocacy strategy; and calling on international delegates, where possible. **Points of agreement** between actors should be focused on and emphasized; this may help to break through other barriers by creating momentum in one element of inclusion.

#### *During the response*

Among the three cases examined, inclusion appears to be best enabled during a response when:

- Governments **spend time at the local level** in the early stages of the response to build the basis of coexistence and **immediately address rising tensions** within the host community. This involves addressing perceptions that funding is being moved away from host communities and reallocated to refugees, for example. Partners can also enable inclusion by **conducting joint visits** to refugee communities with ministry representatives, allowing for a common understanding of the context, and **leveraging local staff** members' knowledge and networks.
- Partners **translate advocacy strategies into action**, have a **cross-agency strategy** for the response, and recognize their role in opening up opportunities to use the humanitarian response as a means by which to strengthen the system overall. Inclusion is positively influenced when partners do not face significant capacity constraints and high staff turnover, and when there is sufficient funding to appropriately equip the operationalization of the response.
- Governments **integrate student data in one overarching education management information system (EMIS)**. The integration of refugee students within the national EMIS, assessments, and education sector plans (ESPs) all help to increase government accountability and responsibility for refugee education, and can result in more effective and efficient coordination between partners. Additionally, inclusion is positively influenced when governments critically assess the sustainability and relevance of the approach at the beginning of the response as well as throughout the response, to see if the approach needs to be refined or adapted.
- Governments design effective **professional development and support for teachers** *before* they teach classes in which refugee students participate; and when governments ensure that refugee **teachers are appropriately remunerated and accredited**. Partners can support inclusion when humanitarian financing provides rapid and targeted resources so that host-country governments will have the time needed to adjust budgets in recognition of increased financial requirements, such as incorporating the salaries of refugee teachers into national education budgets.

# 1. Introduction

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## a. Overview

This report presents the research findings from a cross-cutting comparative analysis of three historical mapping studies. These studies explore the provision of education for refugees<sup>3</sup> from the outset of three major influxes of school-aged refugee children and youth: in Bangladesh, Rwanda, and Turkey.

## b. Research objectives

This research seeks to contribute to a greater understanding of the potential points of convergence between governments and the humanitarian and development education sectors, in order to more effectively address the educational needs of displaced populations and the communities that host them. It does this by collating the analysis and cross-cutting learning from three country-specific studies, each of which had the following key objectives:

1. To document which factors in the early stages of a refugee response seem to determine whether refugees are integrated into national education systems as opposed to being served through separate systems.
2. To identify factors for further study that could shed light on essential program and policy actions that lead to greater effectiveness and sustainability of refugee education responses from the emergency stage forward.

## c. Structure of the report

The report begins with an overview of the background context for the study (Chapter 2) and a summary of the methodology (Chapter 3). It then presents a review of the ways in which inclusion has been and continues to be defined in the three country contexts as well as in the sector more broadly (Chapter 4). This is followed by a brief overview of the key policy, partnership, and financing milestones for each of the three countries, as well as relevant contextual insights regarding their approaches to refugee education and their national systems of education (Chapter 5). This leads into the cross-cutting comparative analysis in Chapter 6, which is presented within the three core research areas of the study: (i) government policy and leadership; (ii) the contribution and engagement of partners; and (iii) humanitarian and development financing. These sections draw on the findings from each of the three case histories. The report closes with recommendations for the sector (Chapter 7) and areas for further research (Chapter 8). A series of annexes are included at the end of the report, to provide additional background information and recommendations for future research.

The reader will gain the maximum benefit from this report by first reading at least one of the related country-specific reports, in order to appreciate the contexts that have contributed to the formation of the cross-cutting analysis.

# 2. Background

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The Global Partnership for Education (GPE) works with 76 developing countries to ensure that every child receives a quality basic education, while prioritizing the poorest, the most vulnerable, and those living in fragile and conflict-affected countries. GPE mobilizes financing for education and supports developing countries in building effective education systems

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<sup>3</sup> The word "refugee" is used in this report to refer to individuals who are forcibly displaced from their country of origin, regardless of their legal status within the host country. This allows us to conduct a cross-cutting analysis and discussion of findings across the three different country responses.

founded on evidence-based planning and policies. GPE is a global fund, and a partnership whose members include developing country governments; more than 20 donor nations; multilateral humanitarian and development agencies; and organizations from the private sector, philanthropy, civil society and the teaching profession.

There is increasing recognition that the international community needs to more effectively and strategically support governments in addressing the issue of education for displaced populations. However, the tendency toward the protracted displacement of conflict-affected populations has only recently begun to influence country-level national education planning, implementation, and review processes.

Education 2030 and a number of other international instruments assert that refugees have the right to equitable access to the full cycle of certified education. The evidence shows that separate education programs for refugees cannot provide this. Separate education programs are not harmonized across partners or regions; are not supervised or certified by national authorities; and they justify long-term segregation from post-primary education and the opportunities for self-actualization and reliance that higher levels of education make possible. These problems often also exist for the children and youth in the communities that host refugees, and whose educational and learning needs have often been made visible to the international community because of an influx of refugees.

The Programme of Action for the Global Compact on Refugees has set an ambitious goal: that governments should be positioned to include refugee children and youth in national education systems within three months of displacement. The 2030 Agenda has additionally stressed the importance of the provision of quality education that takes place in safe environments. Despite these and many other global policies, standards, and initiatives that specifically address the need for the equitable provision of certified quality education for refugee populations and the communities that host them, the responses by individual countries and districts for these populations are still enormously varied in approach, content, speed of response speed, coherence with national planning, and national and international standards and policies supported by the international community.

## 3. Methodology

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### a. Overview

Each of the case histories followed the same methodological approach in order to facilitate comparative analysis; however, the structure of the findings are tailored to each country context. The methodology offers three main components: (i) a comprehensive review of background documentation; (ii) key informant interviews; and (iii) a critical review of a GPE coding exercise that attempted to capture refugee inclusion in GPE partner-country education sector plans. Templates and analysis frameworks were developed based on the primary and secondary research questions, as discussed in Section 3.2.

It should be noted that the methodology is experimental in both its design and its application. There are significant knowledge gaps across the sector regarding the most appropriate way to capture lessons learned from country-specific responses to the inclusion of refugees in national education systems. The intention is that the practical working out of the methodology provides an opportunity to reflect on and improve the way in which learning is captured and shared in such contexts. This has resulted in a set of observations focused on the way in which the methodology could be refined for future studies of a similar nature, which are presented in both Chapter 8 and Annex F.

The mixed-methods approach provides a robust framework for assessing the validity of all the data, and what is presented through the analysis and recommendations is based on this approach. However, it is important to note that the findings should not be viewed as definitive.

They are based on a qualitative assessment of data rigor, reliability and frequency of occurrence, with value judgments made by the research team throughout, regarding the appropriate sources to prioritize. Each context under exploration is highly complex and contested, with multiple conflicting perspectives and emphases. A lack of certainty regarding causality is therefore inevitable, and should be acknowledged throughout.

## b. Study research questions

Figure 3.1 outlines the three priority research areas and their associated primary research questions (RQs), which informed the shape and scope of the study. The full set of primary and secondary RQs are included in Annex B.

**Figure 3.1 Primary research questions for the study**



## c. Review of background documentation

A review of the literature was conducted for each of the study countries, to explore background documents supplied by the GPE Secretariat, the United Nations High Commissioner for Refugees (UNHCR) and interviewees. These documents were supplemented by an additional review of potentially applicable documents for each context that were sourced through an online search, which was structured using relevant keywords.

## d. Key informant interviews

Interviews were conducted with key individuals in each of the three countries. (See Annex C for an anonymized list of interviewees). The GPE Secretariat and UNHCR were consulted to ensure that the appropriate individuals in each location (both those currently in-country, and those who were previously in-country and have now moved elsewhere) were identified and invited to be interviewed. The Jigsaw team added further contacts to the list of interviewees, both from preexisting networks, and also through "snowballing," that is, asking the current interviewees who else they would recommend that the research team should speak with.

The interviewees were prioritized according to their level of relevant knowledge on the RQs. This means that some interviews were more in-depth than others. For some interviewees it was possible to determine this in advance; for others it became apparent during the early stages of the interview. As a result, a semi-structured, flexible approach was adopted, and this is recommended for future similar case histories. Because these individuals had significant expertise to share, the interviews lasted for approximately 60 minutes, so that the relevant issues could be explored in sufficient detail.

The interviews were designed to identify the critical incidents that took place in each country from the beginning of the recent influxes of school-aged children. Each respondent was asked to reflect on a timeline of the critical or the most significant incidents and milestones that took place, to provide a structured picture of both the successes and setbacks in decision and policy-making, and the factors behind the decisions made. The use of this technique encouraged respondents to tell a structured story that identified causal factors and ultimately addressed the research questions effectively.

#### e. Review of the GPE coding exercise

GPE has conducted a coding exercise on the inclusion of refugees in education sector plans (ESPs). A thorough review of this coding exercise was conducted as a foundational aspect of the study in order to understand the state and extent of inclusion, including and beyond the three study countries. This involved four key steps: (i) conducting an additional document review; (ii) critically reviewing the GPE analysis; (iii) situating Bangladesh, Rwanda and Turkey within this analysis; and (iv) discussing the findings with key experts in order to establish meaningful questions for further analysis. A brief summary of the key findings of this review is presented in Chapter 4, and a more detailed review is available in Annex D.

#### f. Study parameters and constraints

Three countries were selected for the study because they provide an opportunity to analyse various ways in which education for refugees is approached. It is not possible to generalize the findings from these three countries, since the variables in each refugee-hosting country present significant differences. As such, the aim for the comparison and cross-cutting analysis between countries is to understand how the outcomes arose within specific country contexts, and to provide transferable<sup>4</sup> recommendations and areas of reflection for the sector more widely. This analysis offers key enablers for the inclusion of refugees in national systems of education prior to a crisis, at the outset of a crisis and during a crisis across all three countries that were studied. These areas should be accompanied by careful consideration of context when applying or transferring the learning to other host countries.

The study faced a range of methodological and logistical limitations and challenges. This is to be expected when engaging in an exploratory methodological approach in a frontier-research context. Indeed, central to the objective of the research is learning about the process as well as providing the product. This is in order to make a contribution to the wider sector-level understanding of what kind of research methodologies are best suited for such a task. The constraints encountered are presented at the end of the report, in the recommendations section. In addition, an extended replicable methodology is included in Annex F, which provides further details regarding the limitations and implications for future similar studies.

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<sup>4</sup> For additional information regarding the methodology and transferability of learning versus generalizability, see Johnson and Onwuegbuzie (2004) and Morgan (2007), included in the list of references.

## 4. Defining inclusion

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The term “inclusion” in the context of refugee children and education describes the participation of refugee children in mainstream national education systems in host country contexts. It differs from the term “inclusive,” which has historically described education systems, approaches and programs that are explicitly accessible to children with special educational needs or disabilities (SEND). It also differs from “inclusive” as it has been increasingly used to refer to an approach that seeks to ensure the access, participation and learning of all children, for example in the language of Sustainable Development Goal (SDG) 4,<sup>5</sup> (UNESCO 1994) and Banham and Papakosta (2018). Exploring how inclusive a system is for a particular disadvantaged group would include addressing issues like discrimination, stigma and the language of instruction. While this paper does touch upon these issues (in particular, upon language and curriculum), it is not part of the definition of refugee inclusion used for this study. The study’s use of the term inclusion is also distinct from “integration.” The term “integration” in refugee contexts has political dimensions; therefore, UNHCR deliberately uses “inclusion” in reference to access to the national system in order to differentiate between access to services during displacement and issues related to immigration and naturalization.

Throughout the study it became apparent that there is a lack of clarity among stakeholders (that is, those who were interviewed) regarding both the definition of inclusion and the way in which it should be operationalized in any given context. Indeed, the term was informally defined in a variety of ways by respondents as well as in the documentation reviewed. In the absence of a unilaterally accepted and detailed definition of the term, organizations, governments and individuals use and understand the term differently. Usage is shaped by personal convictions, contextual policies and practices and particular agency-wide *de facto* understandings and ethos.

A number of respondents suggested that the concept of inclusion is best thought of as a continuum, moving from a minimum approach (allowing certain elements of curriculum-sharing or the co-location of learning) to a more holistic approach (wherein the educational opportunities offered to a refugee child are fully aligned with those offered to host-country children). In Bangladesh, for example, refugees do not currently attend the same schools as nationals. However, a number of interviewees held the view that inclusion in this context could nonetheless be pursued through the government extending the national curriculum to refugee children, supporting teacher training in refugee schools and taking responsibility for accreditation and certification. By contrast, in Rwanda the consensus from interviewees was that inclusion means that all refugee children have been integrated into the national education system, have equal access to learning in the same schools as nationals, study the same curriculum together, participate in the same extracurricular activities and meet the same standards for certification and accreditation. In Turkey, the definition of inclusion has evolved over time as policy has changed. As the country moved from a separate system to a system where refugee children participate in mainstream education alongside Turkish nationals, the criteria for inclusion were described similarly to the way they are in Rwanda. These include access to public schools and curriculum that is recognized in the host country, offering a clear pathway for progress and the recognition of previous educational achievements and certification.

Challenges associated with documenting and defining inclusion are also evident at the policy level. As part of the present study, Jigsaw Consult critically reviewed the findings of a coding exercise conducted by GPE on the inclusion of refugees in ESPs. The team then used a similar methodology to review education documents from Bangladesh, Rwanda and Turkey. This exercise found that refugees are not extensively discussed in the education documents of GPE country partners. Only half of the 20 countries examined have education sector analyses

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<sup>5</sup> SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

(ESAs) or ESPs that mention refugees. Out of those ten countries, six refer to refugees in the context of “barriers, needs or challenges,” or planned activities, and four of the countries mention refugees without substantial elaboration. None of the countries mention a budget specifically for refugee education. Bangladesh, Rwanda and Turkey, however, all discuss refugees in other education documents. Bangladesh has a specific plan for refugees and host communities in Cox’s Bazar, which is outlined in its 2018 Leaving No-One Behind funding proposal for GPE. Rwanda discusses the inclusion of refugees in education in its 2017 ESA, although does not include any reference to refugees, education in emergencies or displaced persons in its 2017 ESP. Turkey also explicitly discusses inclusion of refugees in its 2015-2019 Strategic Plan.

In each country there are specific contextual reasons for the inclusion or exclusion of refugees from education policy and plans. Zeus and Czaika (2018) explain that policy differences can be explained by either normative or interest-based factors, in conjunction with capacity and contextual-based factors. The normative interest is the appetite for fulfilling the obligation to protect refugees. Interest-based factors can be economic or sociopolitical. That is, many countries will approach refugees and refugee education from a developmental perspective rather than a humanitarian one if there are seen to be economic benefits to inclusion, or a security risk from exclusion and the use of a separate system with a home-country curriculum. Countries with low capacity overall are less likely to include refugees in national education systems regardless of other motivations for inclusion. This coding exercise is reported on in full in Annex D.

## 5. Country contexts

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Bangladesh, Rwanda and Turkey offer significantly different country contexts, approaches to refugee education and lessons learned for the wider sector. A summary of the background context for each country is presented below. While similarities in the successes and challenges emerged from the analysis, each individual country case history should be consulted for a more contextualized review of the response.

### a. Bangladesh

Bangladesh has been hosting Rohingya refugees since the 1970s, and the Kutupalong refugee camp in the district of Cox's Bazar remains the world's largest refugee camp. There is a complex history between the Rohingya population and the Government of Bangladesh. Prior to the August 2017 influx of Rohingya refugees into Bangladesh, there were approximately 33,000 registered refugees in the Kutupalong and Nayapara registered refugee camps, who were recognized by the government as legal refugees. There were also more than 55,000 undocumented Rohingya refugees "residing in makeshift settlements and an estimated 300,000-500,000 unregistered refugees scattered around the country" (Summative GPE country program evaluation 2020, 6). Rohingya people with refugee status who remained in Bangladesh after arriving in the 1990s were offered a non-formal<sup>6</sup> Bangla version of the national school curriculum up to class 8 in the refugee camps.

In late August 2017, an estimated 745,000 Rohingya refugees arrived in Bangladesh following unrest in Myanmar. The government offered them Forcibly Displaced Myanmar Nationals status instead of refugee status, and they were permitted to receive informal<sup>7</sup> education with no instruction in Bangla. There is a lack of clarity regarding the reason behind the difference in policy between the pre and post-2017 Rohingya arrivals. The dominant perspective is that the introduction of 700,000 refugees in 2017, in combination with the 300,000 Rohingya refugees already in-country, was an overwhelming situation for the government, which desired repatriation of the refugees as the logical outcome of any of their dedicated activities. In addition, education is a sector that is particularly vulnerable to politicization and issues around national security because of its inextricable link to citizenship and identity. Because of this, the factors that led to policy decisions regarding education were influenced by the broader political discourse at the time.

National education is highly centralized in Bangladesh, and is governed by two ministries in Dhaka: the Ministry of Education (MoE) and the Ministry of Primary and Mass Education (MoPME). These ministries did not lead the emergency phase planning regarding education for Rohingya refugees. It was instead led by the Ministry of Disaster Management and Relief (MoDMR) under its responsibility for the coordination of the emergency response. The coordination structure that developed in the months after the 2017 influx culminated in an Inter Sector Coordination Group (ISCG) comprised of UN agencies and nongovernmental organizations (NGOs), as well as ad hoc participation from Bangladeshi government departments. Bangladesh also has an Education Local Consultative Group (ELCG) to cover all levels of formal and non-formal education. Engagement between the government and humanitarian and development partners happened at different times within the response, with varying levels of input. The consensus among respondents was the desire for more effective cross-agency collaboration in order to improve collaboration and engagement with humanitarian and development partners.

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<sup>6</sup> *Non-formal education* is defined as education that is an institutionalized and intentional addition, alternative and/or a complement to formal education. It can be distinguished from *informal* learning opportunities which are less organized and structured than non-formal education and may be provided as a temporary and ad-hoc response without any integration into the wider education system (see UIS, 2011).

<sup>7</sup> See footnote 6.

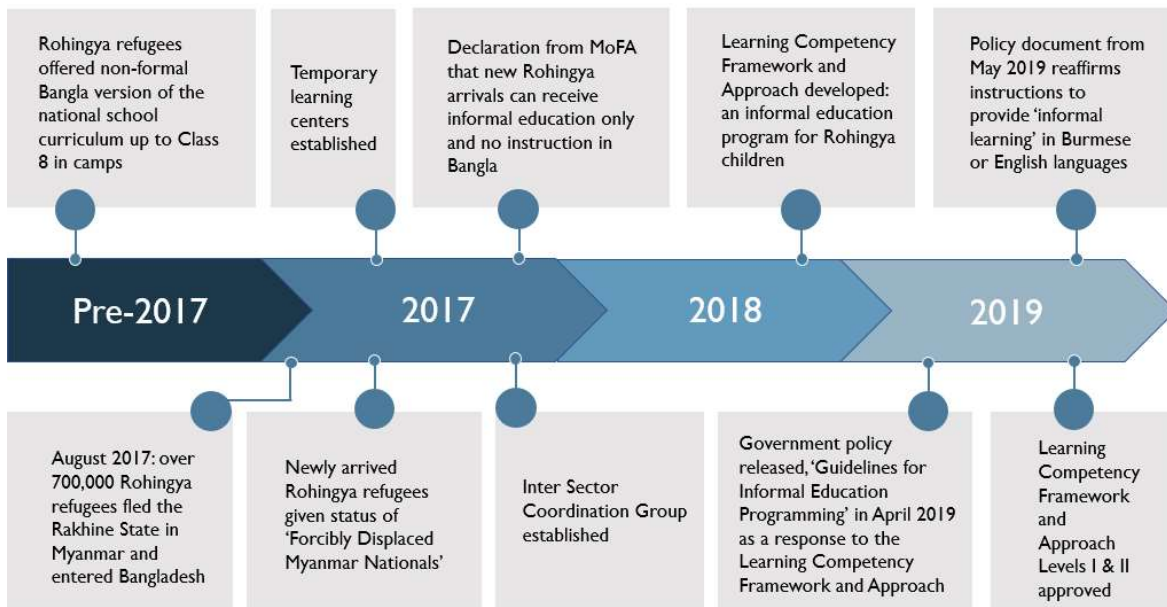


In early 2018, an informal learning program called the Learning Competency Framework and Approach (LCFA) was developed for Rohingya children. This was rolled out in January 2019; however, the government had only endorsed Levels I and II at the time of data collection. One factor that may have enabled this educational offering was the alignment of the approach with the goals and objectives of the government, since mobile learning centers could be moved upon repatriation. The country-wide national ESP that is currently under development, supported by UNESCO through a GPE grant, offers an opportunity for further development of and government responsibility for refugee education in Bangladesh.

An analysis of the financial data reflects the importance of foreign assistance in responding to crises, and the need for the international community to take more responsibility for financing refugee education as well as making a long-term commitment that includes the needs of the host population. This could act as a key trigger in order for other coordinating mechanisms to work more effectively and efficiently. There is also a notable challenge in presenting a clear distinction between humanitarian and development financing and portfolios, both within the context of the Rohingya crisis and in crisis responses more generally.

Figure 5.1 presents a visual overview of the key policy, partnership and financing milestones regarding the provision of education for refugees in Bangladesh from 2017 to 2019.

**Figure 5. 1 Timeline of Key Milestones in Bangladesh**



## b. Rwanda

Rwanda has a long history of hosting refugees, predominantly from the Democratic Republic of Congo (DRC) and Burundi. The influx of Congolese refugees who were fleeing hostilities in the eastern DRC during 2012 and 2013, and the associated opening of the Kigeme camp, is the focal point for the case history on Rwanda. Prior to the influx in 2012, the inclusion of refugees in national education institutions was already happening in some areas of the country. This had not been formalized in policy, however, nor was it systematized; but there were no leadership or policy barriers to implementing the approach. The Government of Rwanda and its associated ministries agreed to provide education for refugees through national institutions at the outset of the Kigeme response.

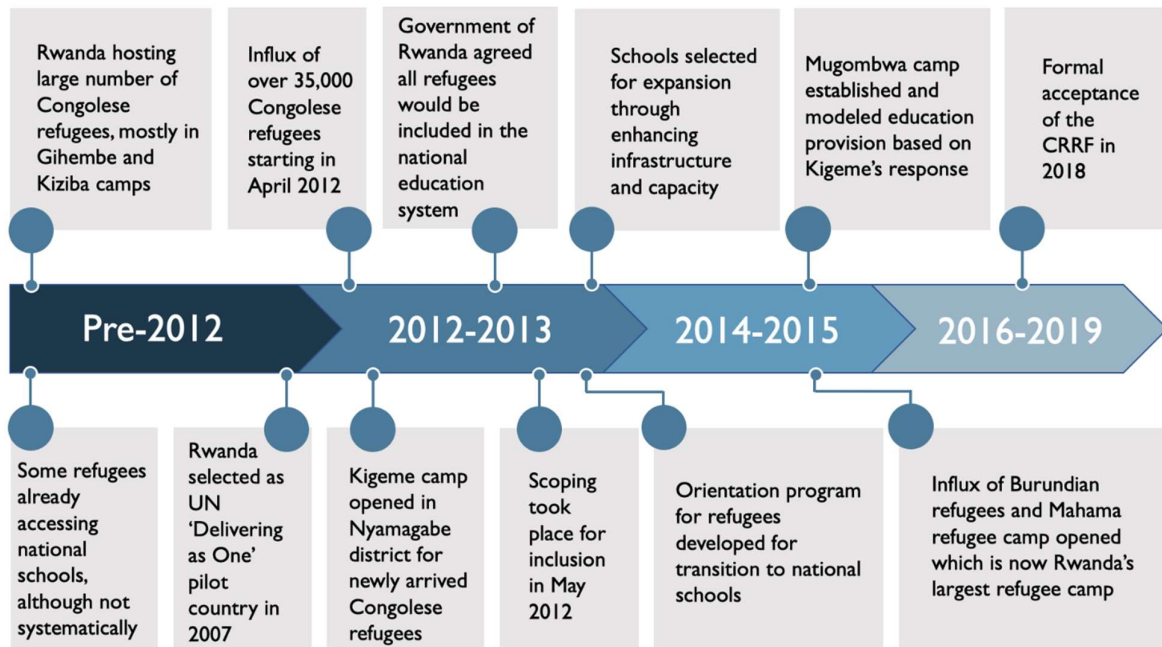
The Rwandan Ministry of Education was significantly involved in the emergency-phase planning of the Kigeme response, where sector development specialists led the process of including refugees in the national system. Success was seen in the use of a whole-government approach in which the Ministry of Emergency Management engaged with key ministries to ensure that planning and budgeting were in sync with national and district priorities. Giving this space to the Ministry of Education and other sectors to engage resulted in an effective avenue with which to embed the inclusion approach further in government planning policy. Government engagement with humanitarian and development partners was also considered successful, particularly regarding the government's openness to engagement, and interest in building a dialogue with partners; the high level of support from district government authorities to humanitarian and development partners in the implementation of the approach; having a strong coordination mechanism; and having strong connections between UNHCR and the United Nations Children's Fund (UNICEF) and various government bodies. Challenges included creating a shared vision of inclusion, and the need for more joint advocacy for the inclusion and representation of refugees in policy.

Education partners were from both humanitarian and development organizations, and the links between partners supported an approach of inclusion for refugee education. Notably, there was a strong working relationship between UNICEF and UNHCR due to a clear division of labor and responsibilities, and being a UN "Delivering as One" pilot country. Humanitarian and development actors coordinated and collaborated well during the emergency phase, with both providing technical education support where needed, and conducting joint assessments. Despite humanitarian partner action contributing to systems strengthening, however, there were also challenges for multi-year planning because of short-term humanitarian contracts, and the need for better documentation of decision making. In addition, respondents noted the need for more joint advocacy during the development of the education sector plan.

Humanitarian funding supported refugee inclusion through financing for infrastructure, and for enhancing the capacity of host communities. This represents a use of humanitarian resources for long-term solutions and systems strengthening. The financing was taken over by the Government of Rwanda once refugees were enrolled in the school, though camp-based refugees continue to be highly dependent on humanitarian funding.

Figure 5.2 presents a visual overview of the key policy, partnership and financing milestones regarding educational provision for refugees in Rwanda from 2012 to 2019.

**Figure 5. 2 Timeline of Key Milestones in Rwanda**



### c. Turkey

Turkey is home to the world's largest refugee population, with approximately 3.6 million Syrian refugees as well as 400,000 refugees and asylum seekers of other nationalities currently residing in the country. Turkey experienced a large-scale influx of Syrian refugees following the outbreak of civil war in Syria in 2011. At the beginning of 2012, there were 9,500 Syrian refugees registered in Turkey but by September 2014 the number of registered Syrian refugees had risen to over one million. This rapid influx continued until early 2018, when the number of registered Syrian refugees in Turkey surpassed 3.5 million (UNHCR 2020).

Prior to the 2011 crisis, school-aged refugees could access the national education system without charge by registering with their asylum-seeker identity number. In the early years of the response (2011-2014) however, this was not possible for Syrian refugees, who had no recognized legal status in Turkey, and did not have the same identification numbers as other foreigners. Although Turkey is a party to the 1951 Refugee Convention and the 1967 Protocol, its scope is limited, and applies only to European asylum seekers. As a result, Syrians and other non-European refugees are not considered to be "Convention refugees" under Turkish law (Zeldin 2016). However, in April 2014 Turkey's first-ever domestic asylum law, the Law on Foreigners and International Protection (LFIP), entered into force. LFIP established a dedicated legal framework for asylum, and affirmed Turkey's obligations toward all persons in need of international protection, irrespective of their country of origin (AIDA 2019). This was followed by a Temporary Protection Regulation specifically for Syrian refugees, which entered into force six months later, in October 2014.

Turkey offers a unique example of the transition from the provision of education for refugees through separate institutions to provision through national institutions. From 2011 to 2013, a largely emergency education response was provided to refugees by the humanitarian community, followed by humanitarian-supported provision of education through separate institutions from 2013 to 2016, but with more regulation introduced by the Ministry of National Education for Temporary Education Centers (TECs). This phase served as a transition to a more integrated approach. From 2016 to the time of data collection (2019), the government

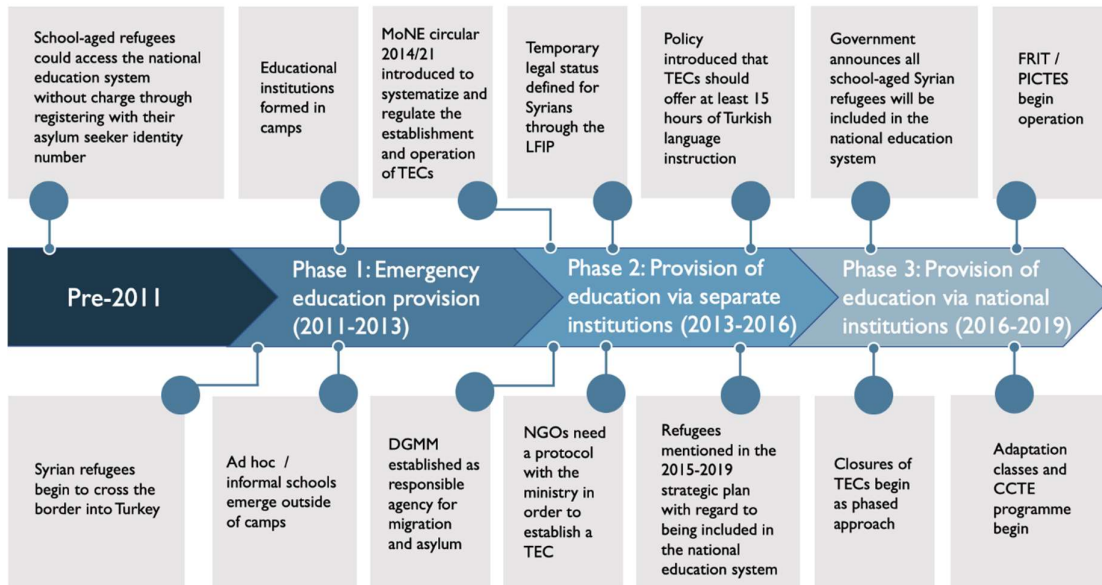
has aimed to fully include all school-aged Syrians in the Turkish formal education system.

The provision of educational services for refugees in Turkish public schools and TECs is the result of a partnership between the Turkish Ministry of National Education, UNICEF, UNHCR and other donors. While there were tensions between the Government of Turkey and NGOs because of the narrowing operational space for NGOs during the second phase of the response, the relationship between the government and international multilateral agencies and other donors was considered successful overall. Humanitarian and development partners engaged and collaborated throughout the response, with humanitarian partners contributing to education sector-planning goals and development partners contributing to the emergency coordination mechanism.

Turkey offers a complicated context regarding financing, with funding flows that were not straightforward. In addition to significant resources provided by the Government of Turkey, financing for education programs was provided by a wide range of donors. The European Union (EU) is presented as a noteworthy case study in providing a hybrid financing mechanism between humanitarian and development financing, as the funding responded to the initial emergency and then transitioned into medium and long-term support, in consideration of the protracted nature of the crisis. From as early as 2014, the EU began using development instruments and repositioned these to support national institutions both directly and through UN organizations. The introduction of the Facility for Refugees in Turkey is considered a particularly significant financing milestone because it shows responsibility-sharing and solidarity, and its timing coincides with a wider recognition of the protracted situation of Syrian refugees, as well as a move toward the provision of education through national institutions.

Figure 5.3 presents a visual overview of the key policy, partnership and financing milestones regarding educational provision for refugees in Turkey from 2011 to 2019. The milestones are presented in the three broad phases of the response.

**Figure 5. 3 Timeline of Key Milestones in Turkey**



*Note. MoNE: Ministry of National Education; LFIP: Law on Foreigners and International Protection; TEC: Temporary Education Center; FRIT: Facility for Refugees in Turkey; PICTES: Promoting Integration of Syrian Children into Turkish Education System; DGMM: Directorate General of Migration Management; CCTE: Conditional Cash Transfer Education.*

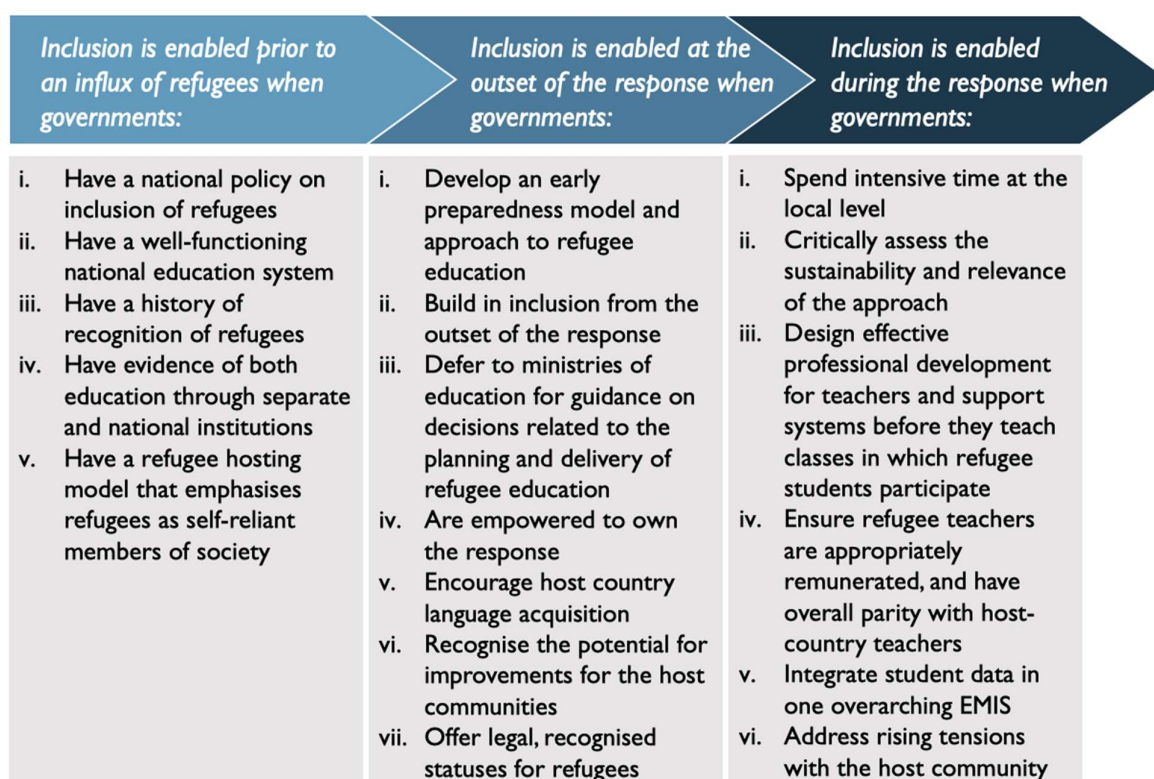
## 6. Cross-cutting and comparative analysis

This section presents the cross-cutting comparative analysis conducted across the three country contexts. The findings from background documents and interviews were analyzed and coded according to the study's research questions, and they key findings regarding the enabling factors for the inclusion of refugees in the mainstream education of host countries were elicited. This is presented within the three main research areas of the study: government policy and leadership; contribution and engagement of partners; and humanitarian and development financing. The timeline of a response is used as a framework for discussion; it includes considerations for government, humanitarian and development actors, and donors prior to an influx, at the outset of a response and during a response. Where possible, examples from the three country contexts are provided to illustrate enablers.

### a. Research area one: government policy and leadership

The first core research focus of the study is government policy and leadership, and how associated factors may inform whether or not school-aged refugees are included in the national education system of the host country. The data from this study presents a number of key enabling factors that may be linked with this. Enablers are summarized in Figure 6.1, and expanded upon below.

**Figure 6. 1 Summary of government policy and leadership enablers**



#### Prior to the influx

For the three cases examined, future inclusion of refugees appears to be best enabled prior to an influx when governments:

(i) ***Have a national policy on the inclusion of refugees.*** In Rwanda, for example, the 2017 ESA discusses the inclusion of refugees in education, although it does not include any reference to refugees, education in emergencies or displaced persons in its 2018/2019 to

2023/2024 ESPs. This can partly be explained by countries in general often considering refugee issues as part of a humanitarian response rather than development planning. Rwanda shows that policy can be a subset of practice, leading to the provision of education for refugees before it is reflected in policies like the ESP. Nevertheless, the need for the representation of refugees in national sector plans was reflected by respondents in all three country contexts as being critical for the inclusion of refugees in national systems.

(ii) ***Have a well-functioning national education system, which invariably links to how much the host country's government has invested in education in general.*** As described in the financing section, Rwanda has placed a significant investment in its education system, shaping the refugee hosting model on the national vision of economic growth.

(iii) ***Have a history of recognizing refugees.*** In Turkey, a municipality in Istanbul established a unique public/NGO partnership that collaborated with a range of local NGOs, and developed programming to work with the refugees in their communities rather than signposting for services. Activities included protection, employment, education, Turkish language courses and the establishment of a refugee council to start a dialogue. The defining factor for the decision to establish such an organization was considered, in part, to be the history of Istanbul and the cultural understanding of the challenges refugees were facing: "People here know what it means to be foreign and know the meaning of migration" (Respondent C, Turkey).

(iv) ***Have evidence of education for refugees both through separate and national institutions to call upon.*** In Rwanda it was considered that after the government was able to see evidence of effective implementation of refugees into the national education system, there was a larger commitment by leadership toward this approach. Respondents noted the importance of assessing the effectiveness and efficiency of various responses appropriately, in consideration of the complexity and the multiple potential areas of impact, such as how an inclusion approach may impact the protection and recovery of refugees, as well as security issues.

(v) ***Have a refugee-hosting model that emphasizes refugees as self-reliant members of society.*** Rwanda provides an example of a well-articulated refugee-hosting model that emphasizes refugees as self-reliant members of Rwandan society who are contributing to the economic development of their host districts. This is aligned with an inclusion approach, and is based on the efficiency of the response. Because of this level of buy-in and alignment with national priorities, Rwanda saw a quick turnaround from the decision to include refugees in national education institutions to the operationalization of the decision. In addition, there was a strong level of coordination between government ministries in order to ensure that planning and budgeting were in sync with national and district priorities, and a high level of support from district government authorities for humanitarian and development partners in the implementation of the approach.

### At the outset of the response

Among the three cases examined, inclusion appears to be best enabled at the outset of a response when governments:

(i) ***Develop an early preparedness model and approach to refugee education at the beginning of a response, if not before, in partnership with other stakeholders.*** In the first phase of a response there should be policy-level conversations about the likelihood of the long-term stay of refugees that incorporates the available data about the longitudinal nature of global resettlement trends, and how to adequately support refugees in accessing their right to education, as well as the implications for host communities. This was particularly emphasized by respondents from Bangladesh and Turkey, who noted that despite the available data regarding the likelihood of protracted crises, the refugee responses began with an assumption of immediate repatriation of the refugees. This triggered emergency responses for education provision, and hindered the incorporation of refugees into national education

planning.

(ii) **Build in inclusion from the outset of the response, even if a separate system is selected.** The consensus from respondents in all three cases, with particular emphasis in the cases of Bangladesh and Turkey, was that the provision of education for refugees should be designed in such a way that they could be eventually included in the national system, even if there is no intention to do so immediately. This could significantly reduce the length of time needed to transition to an integrated approach; reduce the associated costs;; and greatly improve the likelihood of a transition happening. For Turkey, respondents noted that this may have promoted Turkish language acquisition from earlier on, which may also have enhanced enrollment numbers. Respondents also noted that it would have been useful to have conversations regarding language learning and accelerated learning from the beginning of the response so that a streamlined continuum of educational opportunities could be offered to refugees.

(iii) **Defer to ministries of education for guidance on decisions related to the planning and delivery of refugee education programs, as opposed to having educational services placed under a response ministry.** In Rwanda, for example, respondents noted the success of the whole-government approach, in which the Ministry of Emergency Management engaged with key ministries to ensure that planning and budgeting were in sync with national and district priorities. In the Ministry of Education, for example, sector development specialists led the process of including refugee children and youth (UNHCR Workshop Report 2019). Respondents reflected that giving this space to the Ministry of Education and other sectors to engage resulted in an effective avenue with which to further embed the inclusion approach in government planning policy. Research across all three country contexts found that when ministries of education are not involved, support is more dependent on short-term strategies, and humanitarian funding is not reported against the ESP. This also means that refugee education programming may therefore not align with ESP priorities. This results in limitations on issues of sustainability and system strengthening.

(iv) **Are empowered to own the response through working in partnership with humanitarian and development actors.** There should be an emphasis on the government, rather than an agency, as the lead in the response regarding refugee inclusion. Government leadership and ownership of the response to refugees was seen as a strength in all three countries, with respondents reflecting that governments are increasingly and more widely at the center of crisis responses.

(v) **Encourage host country language acquisition for refugees.** This was an issue raised by respondents in all three country contexts, and is an interesting area in need of further research. Host-country language acquisition mirrored the inclusion of refugees in each country. In Rwanda, an orientation program involving language courses already in use by the government was funded by UNHCR and UNICEF at the outset of the response, to help students transfer into an anglophone system. While schools were undergoing construction, refugees were sent to these language programs, which several respondents argued prepared them for successful inclusion in the national system. In Turkey, the response began with no provision of Turkish language skills for Syrian refugees, then transitioned into offering Turkish language classes through TECs. Later, a more structured and substantial series of classes for Turkish language proficiency was offered, in recognition of the fact that the lack of these skills can be a major barrier to school enrollment and completion, as well as access to the labor market. In Bangladesh, informal learning activities are offered in the English and Myanmar languages but not in Bangla: the government reaffirmed this decision in May 2019, and noted its expectation that repatriation of refugees to Myanmar will take place in the next two years (Human Rights Watch 2019).

(vi) **Recognize the potential for improvements for the host communities.** This was mostly cited by respondents in Rwanda, which had data exploring the efficiency of the separate provision of education for refugees versus provision through national institutions.

There is a clear and well-documented need to address systemic issues that existed before the crisis, which includes consideration of the needs of both refugee and host-community students in order to maximize the potential of interventions.

(vii) **Offer refugee status.** Each country offers a different experience, which (similar to language) mirrors the response to and inclusion of refugees in national education systems. In Rwanda, the Congolese refugees were recognized as legal refugees from the outset of the response. In Turkey, prior to the 2011 crisis, school-aged refugees could access the national education system without charge by registering with their asylum-seeker identity number. In the initial years of the response (2011-2014), however, this was not possible for Syrian refugees, who had no recognized legal status in Turkey, and did not have the same identification numbers as other foreigners, which prevented them from registering in national schools. This changed with the introduction of the Law on Foreigners and International Protection (LFIP), which established a legal framework for asylum, and broadly defined the educational rights of Syrian refugees. In Bangladesh, Rohingya refugees who arrived during the August 2017 influx were given a status of Forcibly Displaced Myanmar Nationals instead of refugee status.

(viii) **Include refugees in the response approach.** This should happen at the outset of the response as well as during the response. Refugee communities should be consulted during emergency stage planning, and accessible information regarding the advantages of inclusion should be mobilized within refugee communities. The literature suggests that refugee communities are sometimes reluctant for their children to study a host-country curriculum because this may signal a prolonged displacement, or may seem to “weaken ties to their native countries, cultures, religions and identities” (UNHCR 2016a). The limitations of not doing this were particularly cited by respondents in Bangladesh and Turkey. Respondents from Turkey noted that the initial educational institutions established in refugee camps were unpopular with the community, and led to the establishment of numerous informal schools as an organic response. This created constraints later on for government regulation of these institutions. Respondents in Bangladesh noted the critical need for the inclusion of refugee voices in the development of refugee educational activities and curricula, particularly if significant resources are going into the development of a specific curriculum or informal learning framework.

### During the response

Among the three cases examined, inclusion appears to be best enabled during a response when governments:

(i) **Spend intensive time at the local level both in the early stages of the response and throughout.** This was a good practice followed in all three country cases, in order to “*build the basis of coexistence, addressing the needs of refugee students*” (Respondent B, Rwanda).

(ii) **Critically assess the sustainability and relevance of the approach at the beginning, as well as throughout the response.** Respondents from all three country cases cited this as important, but not necessarily something that the responses within the countries had done with success. This will need comprehensive and reliable data, and an appropriate methodology for systematically collecting and analyzing it. In Rwanda, for example, respondents noted the need for further refugee and host-community learner data at a specific enough level that it can be determined whether the approach to inclusion needs to be refined or adapted.

(iii) **Design effective professional development and modules for pre and in-service teachers and support systems before they teach classes in which refugee students are participating.** Respondents from all three countries discussed this as an integral element, with particular successes seen in Rwanda and Turkey. This training should include managing large multiethnic classrooms, and teaching the host community language as a



second language.

(iv) **Ensure that refugee teachers are appropriately remunerated and have overall parity with host-country teachers.** Deciding the best way to achieve this requires a context-specific approach that takes into consideration the other humanitarian and financial benefits that refugee teachers are receiving that are not paid to host-country teachers (for example, housing and food subsidies). Furthermore, qualified refugee teachers who do not possess certifications and identification required by the host government should be accredited. In Rwanda, refugee teachers with minimal qualifications were accredited, and those with insufficient qualifications were provided with opportunities to access training so they could obtain a national qualification (Respondent E, Rwanda).

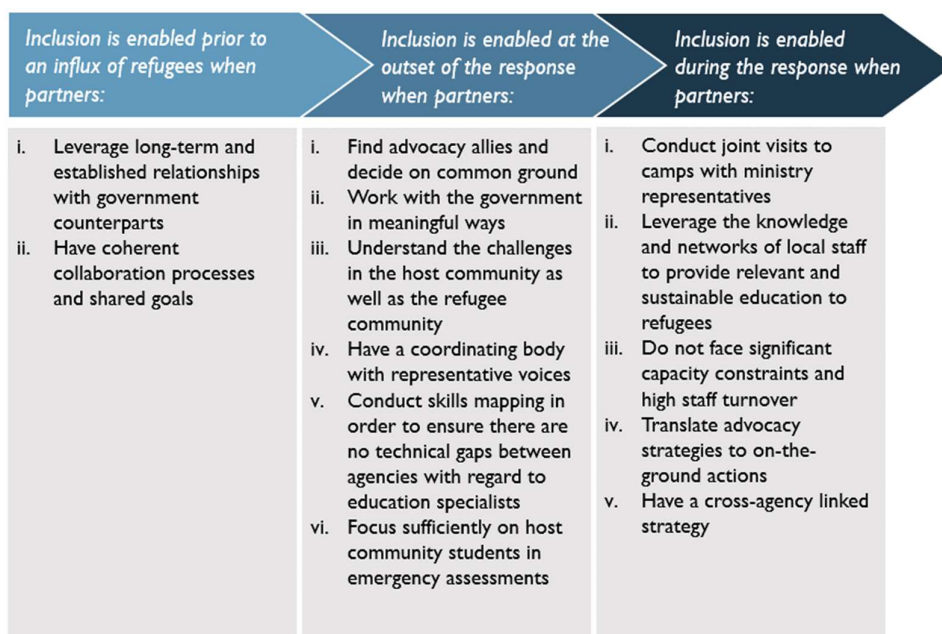
(v) **Integrate student data into one overarching EMIS.** The integration of refugee students within the national EMIS, assessments and ESPs helps to increase government accountability and responsibility for refugee education, and can result in more effective and efficient coordination between partners. Student data, data collection, and associated refugee protection issues was discussed in all three country cases. Turkey provides a helpful example of the benefits of system integration, with the development of the Foreign Student Information Processing System, better known as YOBIS.

(vi) **Address rising tensions with the host community immediately.** This involves, for example, addressing concerns that funding is being moved away from host communities and reallocated to refugees. This was particularly cited by respondents in Bangladesh and Turkey, who noted the need for this to be improved during responses through the collection of host community data during emergency assessments (as described in paragraph (v) above).

## b. Research area two: contribution and engagement of partners

The second core research focus of the study is the contribution and engagement of humanitarian and development partners. This section presents some of the potential factors regarding partnership engagement that may enable the inclusion of refugees in national systems of education. A variety of actions and measures undertaken by humanitarian and development actors appear to have enabled the inclusion of refugees in the national educational systems of the host countries, as summarized in Figure 6.3. These factors are expanded upon in this section.

**Figure 6. 2 Summary of partnership enablers**



### Prior to the influx

Among the three cases examined, future inclusion appears to be best enabled prior to an influx of refugees when partners:

(i) **Leverage long-term and established relationships with government counterparts in order to build on preestablished processes and dialogue.** This can be seen in Bangladesh, for example. UNICEF is a long-term strategic partner and was already present and working with Rohingya children prior to the 2017 influx. Save the Children and UNHCR were also present prior to 2017, and had dedicated budgets and significant direct support to education. The associated risk that must be mitigated for, however, is that partners who have established relationships with the government and separate development programs may not wish to risk their activities through engagement in advocacy. Transparency is therefore critical regarding agency agendas in order for effective engagement and collaboration to take place, particularly from organizations that are leading on key decisions about refugee education.

(ii) **Have coherent collaboration processes and shared goals.** In Rwanda for example, respondents reflected that UNICEF and UNHCR had a strong working relationship. This was considered to be in part a result of having a clear division of labor and responsibilities, as well as being a UN "Delivering as One" pilot country prior to the 2012 influx. Respondents felt that this model strengthened the response by creating synergies between agencies and presenting opportunities for an early-stage humanitarian-development nexus approach.

### At the outset of the response

Among the three cases examined, inclusion appears to be best enabled at the outset of a response when partners:

(i) **Find advocacy allies and decide on common ground.** This was particularly emphasized by respondents from Turkey and Bangladesh who thought this could have been improved in the initial stages of the responses. Respondents recommended that this should involve conducting partnership mapping to identify who can influence change; providing local staff with a platform to engage in the advocacy strategy; and where it is possible, calling on international delegates as advocacy allies. Furthermore, advocacy campaigns and activities

should be contextualized, with careful attention paid to language, and they should be grounded in a historical study of the host country's refugee education policy and perceptions. In Bangladesh, respondents additionally noted that points of agreement between actors should be focused on and emphasized. For example, since agreement could not be reached regarding the language of instruction or curriculum, emphasis was instead placed on access to quality education for all. Focusing on even a single point of agreement may help break through other barriers by creating momentum in one element of inclusion.

(ii) ***Work with the government in meaningful ways in regard to refugee-related areas, and have a working understanding of government priorities and sensitivities.***

For partners with preestablished relationships, this may involve scaling communication and collaboration processes for working within emergencies, building on established decision-making frameworks and networks of relationships and influence. Respondents from Bangladesh in particular reflected that without a direct relationship to the line ministry, an agency may be ill-positioned to exercise influence during the initial stages of the influx.

(iii) ***Understand the challenges in the host community as well as the refugee community so that the humanitarian response can help strengthen the education system for everyone.***

This should include carefully reviewing the needs of the government, in order to advocate for inclusion in ways that are aligned with government priorities, and can be presented as an opportunity to improve the host country system through incoming finances, and help with cultural challenges that are common to both systems. This was articulated by respondents in all three country contexts as a critical factor, but was particularly successful in Rwanda, where refugee inclusion was conceptualized and operationalized as a way of contributing to strengthening of the system.

(iv) ***Have a coordinating body that includes representatives from the government, and the humanitarian and development communities in order to draw on technical expertise where needed.***

This should also ensure participation from the international community so that learning from previous or other current experiences can be shared globally. Existing good practices cited by respondents include the use of education clusters and local education groups (LEGs),<sup>8</sup> as such groups can be effective in advocating for the inclusion of refugee students in meaningful ways that also benefit host communities. Respondents noted that it is also helpful for these groups to have access to real-time refugee data in order for international development partners who have made commitments through the Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR) to support governments hosting refugees in order to amplify their financial support for education.

(v) ***Conduct skills-mapping exercises in order to ensure that there are no technical gaps between agencies with regard to education specialists.***

Respondents from all of the country contexts noted the need to do more long-term planning for the skill sets that are needed to support the government, and to liaise with other partners to ensure that the approach is sustainable, and that short-term and long-term needs are planned in parallel. Having short-term contracts for staff with specialized knowledge was noted as a challenge in all three country contexts.

(vi) ***Focus sufficiently on host community students in emergency assessments.***

This was noted by respondents in all three country contexts as well, and potential room for improvement was noted in each country. Data on host community students is valuable for humanitarian actors as a way to bolster the humanitarian-development nexus and work toward a systems-strengthening approach. Respondent C (Bangladesh) also noted that this data can identify how some activities could be disruptive to the host community, in order to make appropriate adaptations efficiently. Several respondents felt that not focusing

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<sup>8</sup> Local education groups are forums, led by government, for dialog between government and its partners about national education sector planning.

sufficiently on host community students during emergency assessment is a missed opportunity, and is arguably the result of an emergency-focused mindset in which refugees are reflexively segregated. A consequence of this missed opportunity may feed into potential polarization and tension between the host community and the refugee population, as has been seen in both Bangladesh and Turkey.

### During the response

Among the three cases examined, inclusion appears to be best enabled during a response when partners:

(i) **Conduct joint visits to refugee communities with ministry representatives.** Joint visits of UN agency staff and ministry members to Cox’s Bazar, Bangladesh were positively reflected on as a way to ensure that all parties were seeing one another’s perspectives and therefore were able to engage in critical and meaningful dialogue, with a common understanding of the context.

(ii) **Leverage the knowledge and networks of local staff to provide relevant and sustainable education to refugees.** There was a consensus from respondents, particularly from Bangladesh, that the default currently is that decisions are made and key conversations are led by international staff. National staff should be provided with a platform to engage in strategy and empowered to advocate and champion for inclusion.

(iii) Do not face **significant capacity constraints and high staff turnover.** Respondents noted that capacity constraints and high staff turnover result in sustainability challenges as well as poor documentation overall to capture decision-making processes and outcomes: *“I think so much time was placed in responding to the crisis on the ground... we should have leveraged people’s time in a way that we could actually run an effective advocacy strategy.”* (Respondent D, Bangladesh).

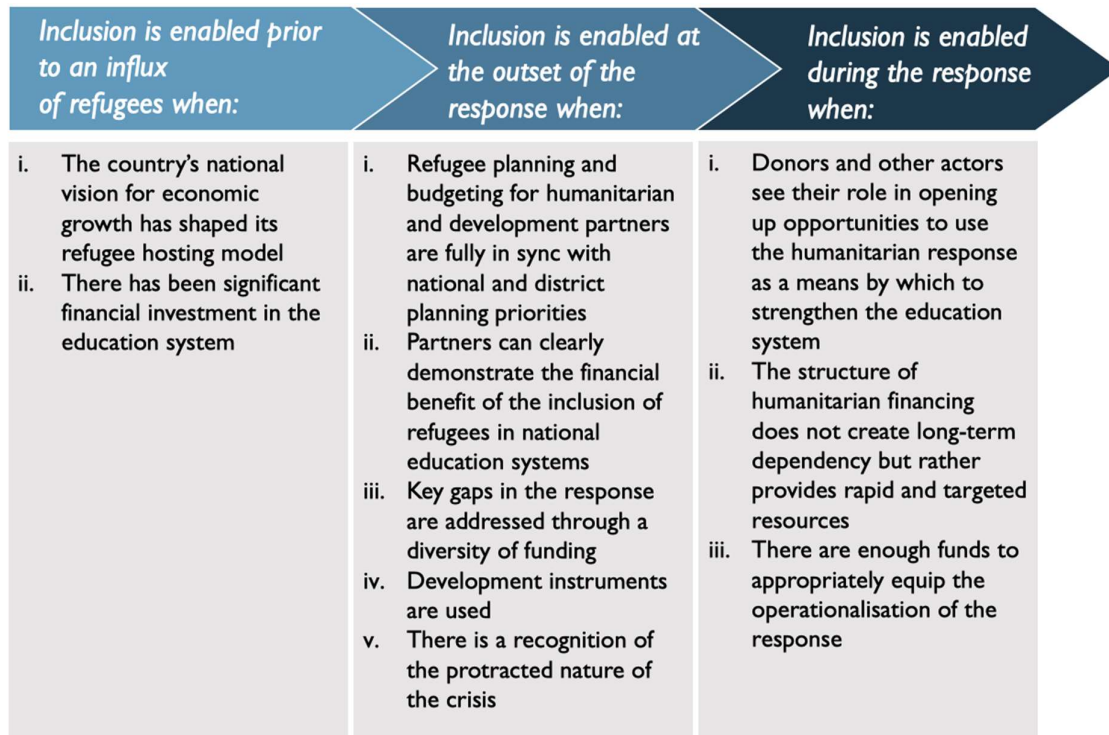
(iv) **Translate advocacy strategies into on-the-ground actions.** Respondents from Bangladesh and Turkey posited that at times the inclusion agenda, while understood and agreed upon by development partners, did not translate on the ground because of the political nature of the response, and fear regarding development projects underway in the host country.

(v) **Have a cross-agency linked strategy.** Successes were seen in Rwanda and Turkey, with the UN “Delivering as One” model in Rwanda (as noted above), and in Turkey with the Regional Refugee and Resilience Program (3RP) processes, which helped develop a common vision for the response, and meant that financing could contribute to common outputs.

## c. Research area three: humanitarian and development financing

The third and final research area focuses on the relationship between humanitarian and development financing, and refugee inclusion in mainstream education. There is a significant overlap in content between financing, and the two research areas presented in the sections above. Much of this has been captured in the above synthesis; however, in this section other financing considerations are discussed in more detail regarding the enabling factors that appear to affect the inclusion of refugees in mainstream education. Figure 6.3 presents a summary of these factors, which are discussed in more detail below.

**Figure 6. 3 Summary of Financing Enablers**



Prior to the influx

In the three countries examined, inclusion appears to be best enabled prior to an influx when:

(i) **The country's national vision for economic growth has shaped its refugee hosting model.** This was particularly the case in Rwanda, which aims to be a knowledge-based, service-oriented, middle-income economy by 2035 (Bilgili *et al.* 2019).

(ii) **There has been a significant financial investment in the education system.** Public expenditure almost doubled in Rwanda between 1980 and 2013, and the Ministry of Education (2015) notes that investments in education included teacher capacity and recruitment, school infrastructure, and teaching and learning materials (Bilgili *et al.* 2019).

At the outset of the response

Among the three cases examined, inclusion appears to be best enabled at the outset of a response when:

(i) **Refugee planning and budgeting for humanitarian and development partners are fully in sync with national and district planning priorities.** Emergency budgets should consider longer-term, broader conversations around inclusion approaches for refugee education. There should also be adequate opportunity provided for ministries of education and other relevant parties to give substantive input throughout. This was articulated by respondents in all three country contexts as a critical factor for enabling inclusion at the outset of a response.

(ii) **Partners can clearly demonstrate the financial benefit of the inclusion of refugees in national education systems as an opportunity to channel funds to under-resourced host-community education programs** (as well as evidence of where this may not be the case), improve infrastructure and maintenance, and build national capacity. This should also be accompanied by data on the cost to national systems of *not* providing education

to refugees (health care, crime, competition for low-wage, informal jobs, etc.). This was articulated by respondents in all three case histories, who all noted the need for further rigorous research to improve the evidence base. As stated above, Rwanda offers a case in which after the government was able to see evidence of effective implementation, there was a larger commitment by leadership toward the approach.

(iii) **Key gaps in the response are addressed through a diversity of funding.** There is limited diversity in funding when it goes through just one agency, whether that is a humanitarian or a development agency; this was argued to be an inhibiting factor for inclusion. Respondents in Bangladesh felt that when this happened, it limited the diversity that was needed to address key gaps in the response, such as advocating for inclusion, offering post-secondary education for refugees and aligning curriculum with either the Bangladesh or Myanmar national systems.

(iv) **Development instruments are used.** Respondents in all three country contexts described the need to link education programming for refugees to development initiatives from the outset of a response. This is most relevant for Rwanda, which used humanitarian and development resources to scope schools for expansion, enhancing their infrastructure and capacity. In addition, in Turkey from as early as 2014, the EU began using development instruments, and repositioned these to support national institutions both directly and through UN organizations.

(v) **There is recognition of the protracted nature of the crisis in order to justify funds for areas such as transportation and infrastructure.** This was seen in Rwanda and Turkey, where funds were used for strengthening systems. The use of development funds for refugee education in Bangladesh, however, was seen as sensitive, since it suggests permanency.

### During the response

Among the three cases examined, inclusion appears to be best enabled during a response when:

(i) **Donors (including UN agencies, international non-governmental organization (INGOs) and other partners) recognize their role in opening up opportunities to use the humanitarian response as a means for strengthening the education system.** This can be seen in Bangladesh, with development funding playing a significant role in increasing the prioritization of refugee education (for example, GPE funds that were rechannelled into the Rohingya refugee crisis). Respondents from all three country contexts emphasized the need for the international community to take more responsibility for financing refugee education, and for making long-term commitments that include the needs of the host population.

(ii) **The structure of humanitarian financing does not create long-term dependency, but rather provides rapid and targeted resources so that host-country governments have the time they need to adjust budgets in recognition of increased financial requirements.** One example of this is the way in which humanitarian financing in Rwanda provided time for the government to incorporate the salaries of refugee teachers into their new national education budgets.

(iii) **There are enough funds to appropriately equip the operationalization of the response.** In Rwanda, for example, in addition to the national investment in education, the country has received significant levels of aid. This high level of overall financial investment in the response was considered by respondents as an integral factor in supporting the inclusion of refugees in the national education system. Financial data from Bangladesh reflects the importance of foreign assistance in responding to crises, with response plans receiving less than 40 percent of the amount requested.

## 7. Recommendations for the sector

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The background documentation and insights shared by interviewees highlight multiple lessons learned as well as what might be adopted as good practice by stakeholders working within the wider sector of refugee education. This section presents 12 strategic considerations for further inquiry in support of effective future planning. It is framed within the three main research areas of the study.

Recommendations for governments regarding government policy and leadership

**1A: Government ministries, in partnership with other stakeholders, should develop an early preparedness model and approach to refugee education at the beginning of a response, if not before.** In the first phase of a response there should be policy-level conversations about the likelihood of the long-term stay of the refugees, and how to adequately support them in accessing their right to education, as well as the implications for host communities. If a separate system with a modified curriculum is selected, a risk analysis should be conducted and shared among agencies. If an integrated system is planned, dialogue and decisions regarding key issues should happen early in the response in order to enable a clearer continuum of educational opportunities. In Turkey, for example, issues such as language learning and accelerated learning could have been discussed at an earlier stage. These conversations and the humanitarian response more generally should include the Ministry of Education throughout the process, rather than decisions about education for refugees being delegated to a separate disaster management and/or refugee response ministry.

**1B: Pre and in-service teaching modules that address issues in crisis-affected learning situations should be available for teachers *before* they teach classes in which refugee students participate.** This training should include managing large multiethnic classrooms, and teaching the host-community language as a second language. Opportunities should also be sought for refugee teachers, and competitive incentives and remuneration should be provided.

**1C: Refugee student data should be integrated in one overarching national EMIS.** For example, the SABER-EMIS,<sup>9</sup> which registers the majority of individual student and school data, including grades, courses, extracurricular activities, demographic and family data, central exams, health status, special conditions and so on, was established in Turkey in 2008. This is useful for assessing achievements, gaps and areas of focus for educational programming. Such data on active students, but also large-scale robust data on out-of-school students, including qualitative data on their reasons for being out of school, is valuable to share with agencies in order to ground their educational interventions and objectives in reliable data, and to incorporate into educational planning. Careful considerations need to be made regarding data protection, and the collection of personal data from refugees.

**1D: The details of decisions, and decision-making processes, should be documented as much as possible to help improve future practices.** The sector should consider ways to improve how decisions are tracked in real-time, so that lessons for improving future practice on “decision-making in crisis” can be learned. It is likely that digital technologies will play a role in improving this.

**1E: Comprehensive, transparent, and inclusive planning should take place across humanitarian and development agencies, as well as within the government** to develop strong and inclusive national sector plans and to avoid responding to crises in an ad hoc manner. This should include budgeting for all levels, including school maintenance,

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<sup>9</sup> System Assessment for Better Education Results - Education Management Information System.

disaster risk reduction (DRR), teacher training, and working with multi-age and multiethnic classrooms. Refugee issues should be recognized in national ESPs.

Recommendations for partners regarding their contribution and engagement

**2A: Education program activities operationalized by agencies or the government should include early childhood education, post-primary and tertiary education, and education provision for out-of-school children and other marginalized populations.**

Humanitarian and development partners as well as governments should continue to examine Turkey as an example of how to provide the policy framework for a massive displacement crisis. This may include specific considerations regarding how provision for out-of-school children, early childhood education and tertiary education will be strengthened for refugee communities and vulnerable host communities, as well as whether and how to continue to support refugees for repatriation.

**2B: Effective coordination and information-sharing mechanisms among stakeholders should be prioritized.**

It is important that the coordination mechanism manages any arising tensions early, and knows how to present, frame and localize these interactions. In addition, streamlined pathways of communication, collaboration and decision making should be developed within agencies that have separate sections for education in emergencies and education for development. If possible, they should be merged during a refugee response in order to facilitate integrated decision making.

**2C: Humanitarian actors should advocate with the government and the development sector to ensure that government representatives such as district authorities receive adequate support.**

This includes support that does not only address short-term needs, but ensures that they are capturing what government stakeholders believe they will need in the longer term as well. The inverse is also relevant and important for sustainability; the government and the development sector should support humanitarian actors to respond in ways that address development priorities.

Recommendations regarding humanitarian and development financing

**3A: New types of aid should be developed between humanitarian and development funding.**

International donors should consider further development of a transitional aid modality between humanitarian and development funding for education, building on the GPE-accelerated funding and Education Cannot Wait (ECW) multiyear window, in order to better align overall financial mechanisms that can facilitate the effective inclusion of refugees.

**3B: Where possible, multiyear funding should be provided to programs (for example, Education in Emergencies project funding should cover a minimum of 24 months).**

In order to plan and measure the impact of sustainable education provision multiyear funding is preferable to shorter-term funding. It was noted that the challenges associated with receiving short-term contracts and financing resulted in poor project sustainability and an inability to track outcomes and impact.

**3C: Host communities should be included in needs assessments**

so that their needs can be appropriately represented in donor proposals and in short and long-term planning. The inclusion of refugees in mainstream education should be facilitated in such a way that governments with under-resourced education systems can receive increased resources and capacity. The inclusion of refugees should be clearly identified as an opportunity to improve the host-country education system, and presented as a contextualized package for governments showing the costs of inclusion versus those of separate systems of education.

**3D: Donors should recognize their role in advocating for the use of a humanitarian response as a way to strengthen the national education system.**

There is a crucial role for donors such as GPE to play regarding quality assurance and advocacy in order to reinforce the messages for sector analysis and plan development with host governments. Bangladesh offers such an example.



## 8. Areas for further study

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This study has been experimental by design, and the findings have presented a range of topics that warrant further exploration. A summary of these is presented below in seven thematic areas:

**Thematic area 1: Identity and language.** Further consideration is needed regarding issues of identity and language, and how these impact the provision of education within refugee responses. Consideration needs to be made regarding good practices for the introduction of the host-community language of instruction, as well as whether and how best to offer opportunities for learning and maintaining the language of the country of origin, particularly in protracted situations.

**Thematic area 2: Bridging programs.** There is a need for research into how best to design bridging programs, which should be explicitly designed to manage the process of transitioning from a temporary and separate system to mainstream education. For example, intensive language learning should be a key element of bridging programs where there is not a common language.

**Thematic area 3: The role of the individual.** An important area of further research that this study was not able to adequately explore is the extent to which the individual person, organization, school or municipality can influence policies and change social perceptions. This could be done by using spotlights and case studies. Interviewees in Turkey, for example, cited a few key individuals in various regions of the country whose work they felt had a significant impact.

**Thematic area 4: Legislation.** Further research should explore the extent to which programs have either responded to legislation, or if legislation was built around programs in response to promised funding. More clarity is also needed regarding what proportion of funding responses support refugee inclusion specifically. In Turkey, for example, it could be useful to investigate the proportion of the 700 million euros given to international organizations and NGOs that was specifically used for inclusion-related projects.

**Thematic area 5: Low-income contexts.** There is some indication that lowest-income host countries are less likely to include refugees in their national education systems when compared to host countries with relatively higher incomes. However, there have also been examples of ESPs being developed in some very low-income contexts. There is therefore a need for further work to understand the specific factors that are likely to encourage or prevent the inclusion of refugees in national systems in lowest-income countries, and the implications of this.

**Thematic area 6: Incorporating other country case histories.** The case histories that inform this analysis are from only three countries. While they were selected in an attempt to be broadly representative, it is clearly not possible to generalize the findings to all other contexts. It would therefore be beneficial to repeat the methodology in at least two more countries, in order to increase the overall robustness of the findings.

**Thematic area 7: Sharing the methodology.** The experimental methodology employed for these three case histories has been sufficiently innovative that it may warrant publication in an academic journal so that it can be accessed more widely and further developed by others working in the sector (see Annex F for more details).

## Annexes

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### Annex A: References

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## Annex B: Study research questions

<b>Research area 1: Government policy and leadership</b>	
<b>Primary research questions</b>	<p><b>RQ1a:</b> How have different governments addressed the issue of whether and how to include refugees in national education systems?</p> <p><b>RQ1b:</b> What can be said about how these approaches have affected the sustainability and relevance of the education offered to refugees?</p>
<b>Secondary research questions</b>	<ul style="list-style-type: none"> <li>• What was the national policy on inclusion of refugees prior to the crisis?</li> <li>• To what degree did ministries involved in the national education sector planning lead emergency-phase planning? If they did not lead it, to what degree were they involved?</li> <li>• Was there any shift in government policy toward educational assistance for refugees and their access to the national education system during the course of the crisis? If so, what factors triggered such change? Did any particular factors incentivize/disincentivize such a change?</li> <li>• What can be said about how these approaches have affected the sustainability and relevance of the education offered to refugees?</li> </ul>
<b>Research area 2: Contribution and engagement of partners</b>	
<b>Primary research questions</b>	<p><b>RQ2a:</b> How was the response influenced by governments' engagement with humanitarian and development partners?</p> <p><b>RQ2b:</b> How did this engagement support or hamper an integrated, longer-term approach for refugee education?</p>
<b>Secondary research questions</b>	<ul style="list-style-type: none"> <li>• To what extent are education partners split along the lines of development and humanitarian response, and how do these links (or lack thereof) support or hamper an integrated, longer-term approach for refugee education?</li> <li>• What can be said about actions and measures undertaken by development actors during the emergency phase in these three cases that have supported or hampered the transition of refugees to national systems?</li> <li>• How did development partners (including an education sector planning body) engage with humanitarian education actors during the crisis? Did development actors take part in/contribute to: (i) an emergency coordination mechanism established for the crisis; (ii) emergency assessments; (iii) developing the education chapter of the emergency and/or refugee response plan?</li> <li>• What can be said about actions and measures undertaken by humanitarian actors during the emergency phase in the three cases that have supported or hampered the transition of refugees to national systems?</li> <li>• Did emergency assessments collect equivalent information for host-community students?</li> <li>• Did emergency response plans fund government or partner</li> </ul>

	<ul style="list-style-type: none"> <li>action, or both?</li> <li>To what degree did humanitarian partner action contribute to education sector planning goals as articulated in ESPs or equivalent?</li> </ul>
<b>Research area 3: Humanitarian and development financing</b>	
<b>Primary research question</b>	<b>RQ3:</b> How was the refugee education response affected by humanitarian and development financing?
<b>Secondary research questions</b>	<ul style="list-style-type: none"> <li>What proportion of the joint humanitarian funding response contributed to programs that supported refugee inclusion, either through direct support to public systems or learning support that led to inclusion (for example, national accelerated education programs)?</li> <li>Is it possible to accurately estimate the international financial contribution to education for refugees? <ul style="list-style-type: none"> <li>In Rwanda, for responses since the Kigeme response</li> <li>In Turkey, prior to and following the decision to include Syrian learners in the national system</li> <li>In Bangladesh, since 2017</li> </ul> </li> <li>What impediments, if any, exist to gathering accurate estimations of international humanitarian and development financial contributions to education for refugees in each context?</li> <li>What data is needed to determine whether integrated programs for refugees are more efficient than parallel responses?</li> </ul>

## Annex C: List of interviewees

<b>Bangladesh</b>	<ul style="list-style-type: none"><li>• 10 interviews with staff of UN agencies</li><li>• 3 interviews with staff of INGOs</li><li>• 1 interview with government</li></ul>
<b>Rwanda</b>	<ul style="list-style-type: none"><li>• 6 interviews with staff of UN agencies</li><li>• 1 interview with government</li></ul>
<b>Turkey</b>	<ul style="list-style-type: none"><li>• 6 interviews with staff of UN agencies</li><li>• 2 interviews with government</li><li>• 1 interview with staff of INGOs</li></ul>

## Annex D: Coding exercise: an analysis of education sector plans

GPE recently conducted a coding exercise of education sector plans (ESPs) and education sector analyses (ESAs) for 20 of its country partners to assess whether refugees are discussed in the documents, and whether reference is made to the form of education and the assigned budget.<sup>10</sup> As part of the present study, Jigsaw Consult critically reviewed the findings; added further questions to engage with and additional areas to explore related to these findings; and applied a similar methodology to education documents from Bangladesh, Rwanda and Turkey.

### Summary of the findings

Refugees are not extensively discussed in the education documents of GPE country partners. According to the GPE coding exercise, 10 of the 20 countries include refugees in their ESPs or ESAs.<sup>11</sup> Six of the ten countries refer to “barriers, needs or challenges,” or planned activities for refugees. Four of the countries mention refugees without substantial elaboration. Therefore, it can be said that just over a quarter of the countries included in the review discuss refugees in their ESPs or ESAs. Less than a quarter of the countries make reference to the type of education refugees receive (four countries in total), and none of the countries explicitly mention a budget specifically for refugee education.

Jigsaw’s review of the coding exercise searched documents of four countries with the keyword used by GPE, ‘refug\*’.<sup>12</sup> The review found that the coding exercise captured explicit references to refugees in the cases of Ethiopia, Pakistan and Somalia (Puntland) but some references in Kenya were not captured in the exercise. In the Kenyan ESP, refugees are mentioned as a challenge to the education system, but they are also mentioned in reference to the importance of peace education for community cohesion, and the potential contribution of marginalized groups to national development.<sup>13</sup>

The review applied additional search terms to the documents. The terms used were: migra\*, asylum, alien, emergenc\*, displac\*, conflict, crisis, illegal, and undocumented. The documents were also searched for reference by nationality of refugee populations.<sup>14</sup> The expanded search yielded many results, with many relating to the keyword ‘emergenc\*’. The keywords ‘migra\*’ and ‘displac\*’ in the plans usually referred to internal migration (rural-urban) or internal displacement. Searching by nationality did not yield many results. There was evidence that the implicit assumption that refugees would be covered by Education in Emergencies (EiE), which many ESPs specifically discuss. The reviewed documents show that Ethiopia has contextualized the INEE Minimum Standards for Education in Emergencies; Kenya has an Emergency Education Fund (worth 24m Ksh in 2010-11); and Somalia (Puntland) has EiE funding through the Common Humanitarian Fund.<sup>15</sup> The coding exercise could be expanded to include the search terms listed above, especially with relation to education in emergencies. However, overall the search captured the key information within its parameters.

The expanded search was replicated with documents from the case study countries of Bangladesh, Rwanda and Turkey. All of the countries refer to refugees in their education

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<sup>10</sup> Bangladesh, Rwanda and Turkey are not included in the GPE coding exercise. Bangladesh and Rwanda are country partners of the GPE, and Turkey is not a partner. Document used: GPE “Analysis of Refugees in Developing Country Partner’s ESAs/ESPs.” October 2019, with ESAs and ESPs from a range of years (i.e. 2008 onwards).

<sup>11</sup> GPE “Analysis of Refugees in Developing Country Partner’s ESAs/ESPs.” October 2019.

<sup>12</sup> The four countries included were: Ethiopia, Kenya, Pakistan (Balochistan) and Somalia (Puntland). No French language documents were included.

<sup>13</sup> On page 105 of the ESP, in the discussion of the current status of community mobilization and empowerment.

<sup>14</sup> These search terms were taken from: B. Zeus and M. Czaika “Refugee Education Between Humanitarian and Development Assistance: A Configurational Comparative Analysis Across Low and Middle-Income Host Countries.” DPhil, University of Oxford, 2018.

<sup>15</sup> In the Ethiopian ESP the “minimum standards” are discussed on page 28. In the Kenyan ESP the EiE funding is mentioned on page 62. In the Somalia (Puntland) ESP the humanitarian fund is referred to on page 91.

plans, though not necessarily in their ESPs. Bangladesh has a specific plan for refugees (and host communities) in Cox's Bazar that is outlined in its 2018 "Leaving No-One Behind" funding proposal for GPE.<sup>16</sup> Rwanda's 2017 ESP does not include any reference to refugees, education in emergencies or displaced persons. However, the 2017 ESA discusses refugees and education in emergencies, and partnership with UNHCR. It specifically refers to the integration of refugees in local schools. Turkey's Strategic Plan 2015-2019 also specifically refers to integration of refugees in education.

This can partly be explained by countries' consideration of refugee issues as part of a humanitarian response rather than development planning. Zeus and Czaika created a "Refugee Education Policy Index" (REPI) to quantify on a -1 to +4 scale the level of inclusion of refugees in policy documents (from "exclusion" to "high inclusion"). Using this index, Bangladesh and Turkey both score 0.86, and Rwanda scores 0.88. This means that refugees are not explicitly excluded but that the countries are still operating from a humanitarian perspective rather than from a development approach. There were no countries included in the study that scored at the top end of the index; Uganda scored the highest of all of the countries, with 2.42.

In each country there are specific contextual reasons for the inclusion or exclusion of refugees from education policy and plans. Zeus and Czaika (2018) explain that policy differences can be explained by normative or interest-based factors, in conjunction with capacity and contextual-based factors. The normative interest is the appetite for fulfilling international obligations related to the protection of refugees. Interest-based factors can be economic or sociopolitical. That is, many countries will approach refugees and refugee education from a developmental approach rather than a humanitarian one if economic benefits of inclusion, or a security risk from exclusion and the use of a separate system (with a curriculum from the country of origin) are seen. Countries with low capacity overall appear less likely to include refugees in their national education systems regardless of motivations for inclusion.

It should be noted that refugee education can be implemented without being reflected at the policy level. Policy can be a subset of practice, leading to the provision of education for refugees before it is reflected in policy. In other instances, inclusion of all populations is a given and does not require explicit reference in policy, for example in Armenia. Conversely, inclusion of refugees in education plans does not necessarily indicate a substantive commitment; but it can be used to attract donor funding.

### Coding exercise: recommendations

In summary, many countries with refugee populations do not explicitly include them in their education sector analyses and plans. In some cases, refugee education has its own policy and plan, is included in a broader policy relating to education in emergencies, or is simply omitted from sector plans. Bangladesh, Rwanda and Turkey all discuss refugee education in a planning document. Each country has a particular combination of factors which leads to inclusion or exclusion of refugees in their education plans, and in many contexts an overarching explanation is that refugee education is still regarded as a humanitarian concern rather than a developmental one that warrants inclusion in long-term development plans.

The findings of the coding exercise have resulted in the following recommendations for GPE:

- Expand the coding exercise to include additional search terms, especially 'emergenc\*' in order to generate results for education in emergencies.
- Explore which countries have contextualized the INEE minimum standards for education in emergencies, and how refugees are included.
- Further consider *how* refugees are discussed in ESPs. Building on the "neutral" category used by the coding exercise, assess whether refugees are portrayed as

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<sup>16</sup> Accessible here:

[https://www.globalpartnership.org/sites/default/files/20180813\\_gpe\\_proposal\\_rohingya\\_final.pdf](https://www.globalpartnership.org/sites/default/files/20180813_gpe_proposal_rohingya_final.pdf)



having agency or as being victims. Zeus and Czaia emphasize that refugees are often portrayed as victims, which precludes them from consideration as socioeconomic actors for whom education is important.

- Explore the impact of peace education in curricula, and possible correlation with the inclusion of refugees in education plans, and its potential impact on successful inclusion of refugees in national education systems.
- Assess which countries have a separate policy for refugees.
- Include analyses and plans which are not in English or French.

## Annex E: Case history template

### **[Country]: A case history of education provision for refugees from [year] to [year]**

**Contents:** Include a Table of Contents to navigate the reader.

**Acronyms and abbreviations:** Where relevant, include a list of country-specific acronyms and abbreviations.

**Important definitions:** Where relevant, include a glossary of important country-specific definitions, or if minimal, ensure that footnotes are included throughout.

**Executive summary:** Insert a brief (1-2 page) executive summary that reviews the research questions against the key findings and historical milestones.

- 1. Introduction:** The introduction should be brief (approximately 1-1.5 pages) and present the following information:
  - 1.1. Objectives of the case history:** Insert the study objectives: for example, to document which factors in the early stages of a refugee response seem to determine whether refugees are included in national education systems as opposed to separate systems; and to identify factors for further study that could shed light on essential program and policy actions that lead to greater effectiveness and sustainability of refugee education responses from the emergency stage forward.
  - 1.2. Methodology:** Insert an overview of the methodology. See Annex F for an extended, replicable methodology for conducting similar case histories.
  - 1.3. Structure and parameters of the case history:** Insert an overview of the structure of the document, including any user guidance where needed, as well as relevant parameters of the case history to manage the reader's expectations.
- 2. Background context**
  - 2.1. Refugees in [Country]:** Insert an overview of the historical response to refugees in the country. Include numbers of refugees and the country's financial, social and other support to refugees to situate the study.
  - 2.2. [Country]'s National Education System:** Insert a brief description of the national education system of the country of study, including how it is governed and (de)centralized.
  - 2.3. Defining educational inclusion for refugees in [Country]:** If possible, include a brief synopsis of the definition of inclusion for the country based on the findings from the analysis.
- 3. Summary of key milestones:** Insert a narrative summary of the key milestones, and a table or other graphic that offers a visual overview of key decisions relating to the research focus.
- 4. Government policy and leadership**
  - 4.1. Government policy of refugee education prior to the crisis:** Include a

background summary of the national policy environment prior to the influx of refugees, including analysis of how this may have impacted the sustainability and relevance of education provision for refugee students.

**4.2. Government ministries involved in the response:** Include an overview of the structure of the leadership of government ministries, and include whether the Ministry of Education is involved in leading the refugee response.

**4.3. Shifts in policy on refugee education between [year] to [year]:** Include an overview and analysis of any shifts that took place in the policy of the country.

## **5. Contribution and engagement of partners**

**5.1. Education partners involved in the response:** Insert an overview of the partners who were engaged during the response, and their roles and areas of responsibility.

**5.2. Government engagement with humanitarian and development partners:** Insert an overview of how the government engaged with partners; you can include two subsections if appropriate: "factors that facilitated engagement" and "challenges for engagement."

**5.3. Collaboration and coordination between humanitarian and development partners:** Insert an overview of how humanitarian and development partners worked together; you can include two subsections if appropriate: "enabling factors for strengthening the humanitarian-development nexus" and "inhibiting factors for strengthening the humanitarian-development nexus."

**5.4. Emergency and follow-up assessments:** Insert considerations regarding host-community students within humanitarian assessments and activities.

## **6. Humanitarian and development financing**

**6.1. Financial contributions to education for refugees:** Insert a summary of financial contributions to the education response, with a focus on international financial contributions.

**6.2. Humanitarian and development funding response and the effects on the education for refugees:** Insert an overview of the humanitarian and development financing and how it was rolled out, as well as an analysis of how the financing has affected refugee education.

**6.3. Efficiency of education provision through national institutions versus provision through separate institutions:** Insert an analysis of evidence from the country regarding the efficiency of education provision through national vs. separate institutions, as well as an exploration of factors needed for further study to add to this evidence base.

## **7. Conclusions and areas of key learning**

**7.1. Conclusions:** Insert concluding remarks framed within the two aims of the research: (i) a review of the factors in the early stages of the response which seemed to determine whether refugees are included in the national education

system, as opposed to being in separate systems. (ii) present factors for further study that emerged from the analysis that could shed light on essential program and policy actions that lead to greater effectiveness and sustainability of refugee education responses from the emergency stage forward.

**7.2. Areas of key learning:** This section should present the lessons learned from the country context regarding the key successes and challenges in the provision of education for refugees.

**Annexes:** Include relevant annexes. For example: a list of background documentation, a list of further resources, a list of interviewees (it is recommended to keep this anonymous (6 interviewees from UN agencies, etc.)), and the study's research questions.

## Annex F: Replicable methodological framework for future case histories

### Overview

This annex provides an outline for a replicable methodological framework and approach for future case histories. The framework draws heavily on the methodology used for the three case histories that were conducted, and includes lessons learned regarding successes, challenges and areas of opportunity to improve the methodology for future similar research.

Successes, challenges and areas for improvement regarding the data sources for this study are discussed. This includes a review of background documentation and the conducting of key informant interviews. The annex closes with additional considerations for future case histories.

### Review of background documentation

A comprehensive document review of the country context should be conducted at the outset of the study in order to inform the data collection approach and templates. Key details and lessons learned should be organized according to the research questions. The data from the documents should be used as a foundation for the interviews, to ensure that the questions asked are grounded in the specific context of each country. Following the initial online search, structured according to appropriate keywords for the context, further documentation should be sourced through requests to interviewees. This may include unpublished reports, policy and procedure documents, meeting minutes, data sets, program evaluations and newspaper reports. If respondents refer to specific documents during the interview, the interviewer should flag the documents as a source. This will help align the document content with the perspectives of respondents.

### Key informant interviews

#### *Selection of key informants and scheduling of interviews*

Interviews should be conducted with key individuals who were involved in the country's response during the timeline being explored. For this study, the Jigsaw team worked with GPE and UNHCR to ensure that appropriate individuals were selected in each location (both those in-country and those who were previously in-country and have now moved). This process also captured priority interviews, of individuals who acted as gatekeepers, and who have specific expertise. A small number of these particularly strategic individuals were identified, and where possible they were prioritized within the interview schedule.

#### *Interview structure*

The interview template was developed using the primary and secondary research questions as a framework. The interview for this study was comprised of six main sections:

1. Introduction, context, and consent
2. Government policy and leadership
3. Contribution and engagement of partners
4. Humanitarian and development financing
5. Timeline and summary
6. Closing questions and thanks

Each interview should be planned for approximately 60 minutes and should follow a semi-structured approach, allowing the interview to focus on the specific areas of the interviewee's experience and expertise. Not all questions will be appropriate for all interviewees. The interviewees will inevitably have a diversity of relevant subject knowledge on the issues. This means that some interviews will be more in-depth than others. For some

interviewees this will be possible to determine in advance, and for others it will become apparent during the introduction to the interview.

For this study, there were two main types of interviews; the first was with government representatives, and the second was with UN agency staff and other international or local partners. The same interview template was used for all interviews, and was adjusted according to the group and the country. A summary of the questions was developed to send to all interviewees who requested them in advance of the interview.

During the interviews, responses should be documented through detailed notes in a standardized format. Interviews should be conducted through the channel most appropriate and most suitable to the needs of the interviewees. The interview team may need to be flexible in order to adjust to the availability of interviewees, and should agree on a cut-off date by when all interviews must be completed.

#### *Distinctive elements of the interview approach*

There are two distinctive elements regarding the way in which interviews should be used within the study. The first relates to the need for interviewees to map critical incidents (key events and decisions) onto a timeline; the second relates to the way in which each interview should actively build upon the previous ones.

The interviews take place in contexts where many key decisions will not have been documented in a written form. To facilitate structured reflection, each interviewee should be asked to construct a timeline of the most significant milestones in order to provide a structured picture of the successes and setbacks in decision and policy-making, and the factors behind the decisions made. The use of the timeline building technique encourages interviewees to think back in a structured way that enables them to give an accurate account that can identify causal factors and ultimately address the research questions.

In a conventional normal suite of interviews, emphasis is placed on consistency of approach between all interviews. However, in this instance, the interviews should be used differently, with each one actively building on the previous ones, corroborating accounts, filling in emerging information gaps, and developing an increasingly robust picture of the evidence. This is because the methodology is inherently investigative, and is operating in a context of high uncertainty. It is recognized that some interviewees will have different perspectives on key decision points within the timeline. Where this is the case it should be noted, and efforts should be made to conduct further interviews to build a reliable overall picture until the point of thematic saturation is reached (that is, the same issues are being cited repeatedly, and little new information is emerging). Within the finalized associated case histories, it should be noted what elements within the timeline are unanimously agreed upon, and which are subject to multiple interpretations.

#### *Sensitivities and confidentiality*

The interview questions should be asked in a manner that is appropriate for protecting sensitive environments. Certain questions will not be appropriate for all interviewees, and discretion should be used when this is the case. All citations in the reports should be anonymous, and the full process must be explained to all interviewees before the interview starts. However, it should also be emphasized that while no names will be included in the report, the small number of stakeholders with the expertise to contribute to a study of this nature means that it may be possible for some readers to identify the source of a specific contribution. This will depend on the country context.

All interviewees should be able to see the case history to which they have contributed before it is published.

## Implications for further research

### *Defining inclusion*

One of the complexities of the methodology, and the study as a whole, is in the detail of the definition of what constitutes inclusion, or levels of inclusion, into national education systems within each of the three country contexts. The terms may not be used consistently across or even within countries, and there are no agreed or fully standardized definitions, although the broad categories are relatively clear regarding inclusion in national data sets, inclusion in planning and access to schools.

There would be significant value for the sector in agreeing on and adopting a consistent and coherent approach to measuring inclusion. While this large task is beyond the scope of this study, it has been possible to gain some initial insights into parts of it. Within each interview the interviewee was asked to describe their understanding of what is meant by inclusion, and a summary was included within each case history. This has helped to further ground the findings in the context.

### *Limitations*

The challenges and study limitations encountered are detailed in the table below and intended for further reflection. The intention is that this will provide a contribution in helping the sector to move gradually towards an agreed-upon approach for conducting reliable and efficient historical mapping studies of this nature.

**Annex F Table 1**

<b>Limitation</b>	<b>What happened</b> (i.e. the nature of the methodological constraint that was encountered during the study)	<b>What can be learned</b> (i.e. the potential opportunity for learning within the sector regarding how to undertake a study of this nature)
<b>Defining inclusion and integration</b>	The definitions for “inclusion” and “integration” were not necessarily clear or consistent across contexts, and were not fully defined within the background documents and spreadsheets.	In any future study there is likely to be similar contestation or ambiguity regarding the appropriate definition of terms. It is therefore advisable that future studies develop and make use of a list of working definitions that all stakeholders can read, and make clear whether they are aligned with them, or whether they have a different definition.
<b>Locating appropriate interviewees</b>	As is inevitable within the context of a humanitarian response, multiple individuals held the same position at different times within the period of time covered by the historical mapping exercise.	Research teams in future studies should aim to include all individuals that held a particular role (such as cluster coordinator), in order to avoid having gaps in the timeline. It is understood that this is not always possible due to the difficulty in locating respondents.
<b>Memory and recall</b>	It was difficult for interview participants to remember and	Efforts were taken to mitigate this by allowing plenty of time for

	<p>recall events that happened several years ago with accuracy. Across the interviews there were inconsistencies and knowledge gaps, creating concerns about the reliability of data. It is also possible that respondents were influenced by a social desirability bias. Linked to this, it was difficult to locate relevant documents from the start of the response because of the amount of time that had passed.</p>	<p>conversation to develop, employing a semi-structured approach to the questions, and the use of a timeline to help structure participants' recollection of key events. In future studies it is advisable to adopt a similar approach, but to begin the process of capturing key stakeholder recollections as soon as possible after the initial onset of the crisis. In some cases it may be appropriate to do this through an annual exercise, in order to record the significant points in a cumulative manner.</p> <p>This study was desk-based; it may be beneficial for data collection to also happen in person where possible.</p>
<p><b>Uneven levels of data regarding each research question</b></p>	<p>Within the interviews it was not possible to engage in all of the research questions with the same level of detail and nuance. This is because most interviewees had high levels of knowledge about certain research questions, and low levels of knowledge about others. It was hoped that the knowledge bases of interviewees would be varied enough that all of the research questions could be addressed; but the reality is that most of the interviewees clustered around specific points. As a result, there is significant data on research questions regarding policy, less on partnerships, and even less on financing.</p>	<p>It is worth considering whether the type of data required for research questions regarding humanitarian and development financing could feasibly be gained through the interview-based approach that was used for this study. A comprehensive analytical framework (with, for example, detailed research questions regarding financing), and a limited amount of time to speak with key informants may lead to associations and links made when they are not necessarily strong. Another way to mitigate this is to use a two-stage interview process, with an exploratory first stage to refine the analytical framework.</p>
<p><b>Uneven representation of key informants</b></p>	<p>There was an uneven distribution of key informants depending on the strength and depth of sector networks in the country, and availability of informants. This had an effect on the level of cross-cutting analysis that was conducted; it also resulted in some case histories being more detailed than others.</p>	<p>For future studies, it is strongly recommended that multiple additional voices are included in the research. This should include more public education and government ministry officials at the national and district levels, representatives of national NGOs, and if possible, refugees, teachers, and parents/caregivers, in order to understand the impact of policy decisions on communities.</p>