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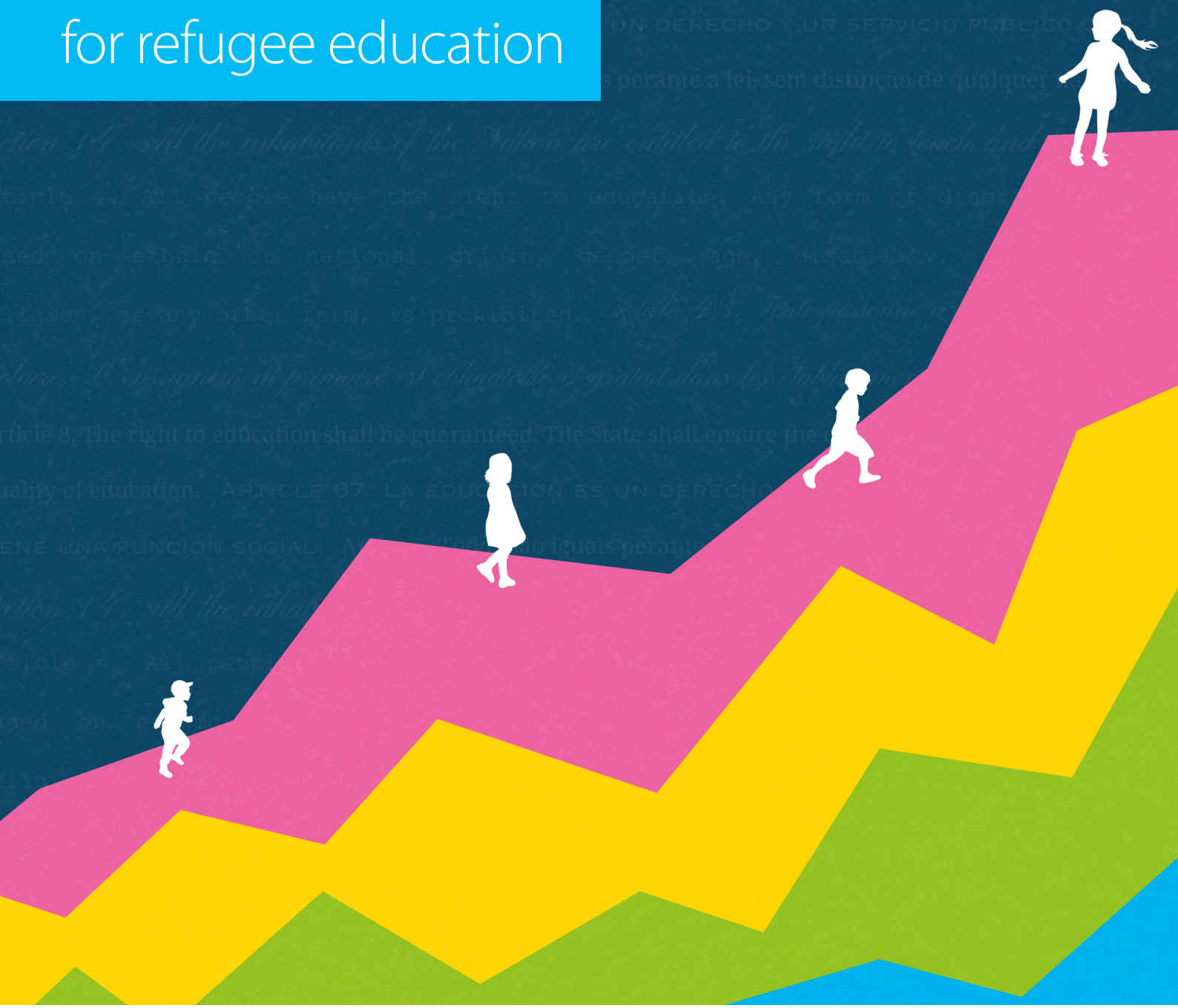
Paving pathways for inclusion

Towards evidence-based policy-making for refugee education



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SHORT SUMMARY

Refugee education requires evidence-based policy-making

Around the world, refugee children and youth face uncertainty about their futures. In light of this, inclusion in national education systems offers a solution for governments to guarantee equitable access to education, build social cohesion, and equip refugees with the tools to rebuild their lives. However, refugees are not consistently included and accounted for in policy-making and data collection efforts, impacting the extent to which they can access education services that prepare them for the future.

This report explores the intrinsic relationship between policy and data along pathways for refugee inclusion, considering how and why inclusion has occurred in specific contexts. Key insights are based on a review of policies in top refugee-hosting countries as well as case studies on the process of inclusion in seven countries. Effective inclusion requires a strong policy-data nexus, hinging on the existence of comprehensive policies and data collection efforts across key dimensions of documentation, education, and local integration.

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countries reviewed guarantee refugees the right to education – but many fall short of ensuring their full inclusion.

The report aims to serve as a reference on evidence-based policy-making for refugee education and inform efforts towards achieving equitable access to safe, quality education for all, in line with the 2030 Agenda and the commitment to leave no one behind.

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"Since wars begin in the minds of men and women it is in the minds of men and women that the defences of peace must be constructed"

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UNHCR
The UN Refugee Agency

Paving pathways for inclusion

Towards evidence-based policy-making for refugee education

Foreword

The 21st century has witnessed vast movements of people across borders prompted by conflict, persecution, environmental challenges, and the pursuit of a better life. Within this tapestry of human migration lies the story of refugees – individuals who, against their wishes, are forced to leave their homes and seek safety and a chance at a new beginning. For refugees, education is not just a right but a beacon of hope and the key to rebuilding their lives amidst uncertainty.

Today, over 108 million people are displaced worldwide, with approximately 40% being children and youth. With the average displacement time now exceeding a decade, many of these young learners lose access to quality education – a vital lifeline during times of crisis. As many refugee learners undertake the majority of their schooling in host countries, integrating them into national education systems is vital to safeguard their fundamental right to education.

Effective inclusion of refugee learners in education systems requires a strong policy-data nexus, with comprehensive policies shaped and measured by reliable and timely data at all stages from arrival in a host country through to local integration. However, many refugee learners are often overlooked in data collection efforts, limiting the extent to which they can be accounted for and supported in their educational journeys. Significant data gaps hinder our ability to plan effectively, track progress, and ensure that refugee learners are not left behind.

To address these challenges, this report, produced in collaboration with UNHCR, examines the intersection of policy and data in refugee education to illuminate pathways for inclusion. It is based on a comprehensive review of policies across the top 35 low- and middle-income refugee-hosting countries, along with case studies from Chad, Colombia, Ecuador, Jordan, Pakistan, Peru, and Uganda. These analyses provide valuable insights on country trajectories towards refugee inclusion and highlight promising practices for strengthening the policy-data nexus within diverse contexts.

In the face of an unprecedented global refugee crisis, education provides hope, stability, security, and a roadmap to the future for millions of displaced children and youth. There is a need for immediate and concerted action to bridge the educational divide for these vulnerable learners. Governments, international organizations, non-profits, educators, and community leaders must come together to craft and implement evidence-based policies that ensure equitable and comprehensive access to quality education for all.

This report will serve as a foundational reference and inform efforts towards achieving quality, equitable and lifelong learning for refugee learners in alignment with the 2030 Agenda commitments and the pledge to leave no one behind. Together, let us pave pathways for inclusion that lead to brighter futures for all.

Stefania Giannini
UNESCO Assistant Director-General for Education

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The report is informed by qualitative case study research led by Amina Khan, who was responsible for developing the research protocol and questions for field work. Country background papers were authored by Lucile Crumpton (Uganda), Amina Khan (Chad, Jordan, and Pakistan) and Jessica Lobos (Colombia, Ecuador, and Peru). Lily Calaycay, Anne-Lise Dewulf, Marcela Ortiz Guerrero, Venkatraman Subramaniyam, Natalie Wuertz, and Xueyi Zhou supported desk and field research for the case studies. We express our gratitude to colleagues from UNESCO field offices for facilitating the case study research and providing comments on the background papers, and to key informants for their engagement and participation in interviews.

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Executive summary

In 2022, 40% of the 34.6 million refugees globally were children (UNHCR, 2023e). On average, refugees are displaced for over 10 years (DeVictor, 2019), with many children and youth spending their entire childhood in a host country. Inclusion in national education systems has been recognized as the most effective way for host countries to provide equitable access to safe, quality education for refugees, in line with the 2030 Agenda for Sustainable Development (UNHCR, 2019a). Beyond ensuring the right to education, inclusion in national systems – as opposed to parallel systems – provides an opportunity for host governments to promote social cohesion and equip refugees with the tools needed to rebuild their lives (UNESCO et al., 2015). Given the protracted and often cyclical nature of displacement and conflict, planning for long-term solutions from the onset of crisis, including by granting refugees access to national systems and a pathway to socio-economic integration, enables host governments and refugees alike to better navigate the uncertainty of refugees' futures.

Refugee inclusion hinges on the existence of comprehensive laws and policies across several areas, which shape how refugees obtain recognition and documentation; access safe, quality education; navigate transitions; and certify their learning. Beyond education, domestic laws shape the extent to which refugees can access long-term solutions and contribute to the countries that host them. Along these policy pathways, data play a critical role in helping governments formulate and implement effective policies. Evidence-based policy-making requires data across a range of areas, from the location and profiles of refugees; to access to safe and quality education, including enrolment, performance, retention, well-being, and learning; to long-term outcomes, including labour market participation and socio-economic integration. However, the inclusion of refugees in national data systems is limited, in part due to a lack of adequate questions to identify refugees within datasets (UIS, 2021; UNESCO, 2023c). The collection of more timely and reliable data across a range of areas can help policy-makers formulate evidence-based policies that respond to their needs.

This report aims to contribute to an emerging landscape on refugee inclusion in national education systems by exploring the relationship between policy and data within a broader narrative of inclusion, from arrival in the host country to the achievement of durable solutions. The target audience includes government officials and humanitarian and development partners working on refugee education policy and data. Key insights have been gained through a review of policies in 35 low- and middle-income host countries, as well as case studies on the process of inclusion in seven countries (Chad, Colombia, Ecuador, Jordan, Pakistan, Peru, and Uganda). The work highlights examples of inclusion in both policy and data in order to begin to explore the policy-data nexus – understood as the linkages between policy-making processes and the collection, analysis, and utilization of data – and to capture evidence on best practices in the development of evidence-based policies for refugee inclusion.

On the basis of these findings, key recommendations to policy-makers include developing policies guided by medium- to long-term perspectives from the onset of crisis; fostering sustained political support for refugees to allow for the adoption of inclusive policies; and aligning normative frameworks with data collection efforts to monitor implementation and assess impact. Key recommendations to partners and donors include providing predictable and sustained support to host governments to enable long-term planning and ensuring interventions reach host communities; supporting capacity-building efforts to improve data collection and management capabilities; and strengthening coordination efforts to mobilize resources and make meaningful progress towards the achievement of SDG 4.

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Acronyms

CADE	Convention Against Discrimination in Education
CRC	Convention on the Rights of the Child
CRRF	Comprehensive Refugee Response Framework
DNP	National Planning Department of Colombia (*Departamento Nacional de Planeación*)
ECCE	Early childhood care and education
ECW	Education Cannot Wait
EdTech	Education technology
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ENPOVE	Survey Directed to the Venezuelan Population Residing in Peru (*Encuesta Dirigida a la Población Venezolana que Reside en el País*)
ESWG	Education Sector Working Group
ESP	Education Sector Plan
ETPV	Temporary Statute of Protection for Venezuelan Migrants in Colombia (*Estatuto Temporal de Protección para Migrantes Venezolanos*)
FCDO	Foreign, Commonwealth & Development Office
FDP	Forcibly displaced persons
GADRRRES	Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector
GCM	Global Compact for Safe, Orderly and Regular Migration
GCPEA	Global Coalition to Protect Education from Attack
GCR	Global Compact on Refugees
GDP	Gross domestic product
GIFMM	Interagency Group for Mixed Migration Flows (Grupo Interagencial sobre Flujos Migratorios Mixtos)
GIZ	German Agency for International Cooperation
GPE	Global Partnership for Education
ICESCR	International Convention on Economic, Social and Cultural Rights
ICFES	Colombian Institute for the Evaluation of Education (*Instituto Colombiano para la Evaluación de la Educación*)
IDMC	Internal Displacement Monitoring Centre
IDP	Internally displaced person
IIEP–UNESCO	UNESCO International Institute for Educational Planning
ILO	International Labour Organization
INEE	Inter-Agency Network for Education in Emergencies
INEI	National Institute of Statistics and Information of Peru (*Instituto Nacional de Estadística e Informática*)
IOM	International Organization for Migration
LAC	Latin America and the Caribbean
LMIC	Low- and middle-income countries
MEN	Ministry of National Education of Colombia
MENPC	Ministry of National Education and Civic Promotion of Chad
MINEDU	Ministry of Education of Peru

MINEDUC	Ministry of Education of Ecuador
MoE	Ministry of Education
NDMA	National Disaster Management Authority of Pakistan
OAU	Organisation of African Unity
OECD	Organisation for Economic Co-operation and Development
ONM	National Observatory of Migration (Observatorio Nacional de Migracion)
OOSC	Out-of-school children
PISA	Programme for International Student Assessment
PoR	Proof of Registration
ProGres	Profile Global Registration System
R4V	Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela
REMIS	Refugee Education Management Information System
RSD	Refugee status determination
SDG	Sustainable Development Goal
Senescyt	Secretary for Higher Education, Science, Technology, and Innovation of Ecuador (*Secretaría de Educación Superior, Ciencia, Tecnología e Innovación*)
SIAGIE	Support Information System for the Management of the Educational Institution (*Sistema de Información de Apoyo a la Gestión de la Institución Educativa*)
SIGE	Education Management Information System (*Système d'Information de gestion de l'éducation*)
TES	Transforming Education Summit
TPSA	Temporary protection or stay arrangement
TVET	Technical and vocational education and training
UDHR	Universal Declaration of Human Rights
UIS	UNESCO Institute for Statistics
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO–UNEVOC	UNESCO International Centre for Technical and Vocational Education and Training
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
USAID	United States Agency for International Development

Key terms

Asylum-seeker	'A general term for any person who is seeking international protection. In some countries, it is used as a legal term referring to a person who has applied for refugee status or a complementary international protection status and has not yet received a final decision on their claim. It can also refer to a person who has not yet submitted an application but may intend to do so or may be in need of international protection.' *Source:* UNHCR, n.d.c.
Education Management Information System (EMIS)	'A system for the collection, integration, processing, maintenance and dissemination of data and information to support decision-making, policy-analysis and formulation, planning, monitoring and management at all levels of an education system. It is a system of people, technology, models, methods, processes, procedures, rules and regulations that function together to provide education leaders, decision-makers and managers at all levels with a comprehensive, integrated set of relevant, reliable, unambiguous and timely data and information to support them in completion of their responsibilities.' *Source:* Cassidy, 2006.
Education sector plan	'An Education Sector Plan (ESP) is by nature a national policy instrument, elaborated under the responsibility of government, which provides a long-term vision for the education system in the country, and outlines a coherent set of practicable strategies to reach its objectives and overcome difficulties. It is based on a sound analysis of the current situation and of the causes of successes achieved and difficulties encountered. It should include implementation and monitoring and evaluation (M&E) frameworks.' *Source:* IIEP–UNESCO and GPE, 2015.
Forced displacement	'The movement of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence (whether within their own country or across an international border), in particular as a result of, or in order to avoid the effects of, armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters.' *Source:* UNHCR, n.d.c.
National education system	'An education system comprises everything that goes into educating state-school students at the state, district, or community levels. The education system generally refers to public and private schooling from early years through to secondary school programmes. Schools or regional school districts are typically the smallest recognized form of an education system and states are the largest.' *Source:* INEE, n.d.
Refugee	The 1951 Convention and the 1967 Protocol define a refugee as someone 'who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country.' Regional definitions in Latin America and Africa also extend refugee status to those fleeing generalized violence, foreign aggression and occupation, internal conflicts, massive human rights violations, and events or circumstances seriously disturbing public order. Variations in national procedures for refugee status determination mean that in many countries of asylum, individuals are unable to gain formal recognition as a refugee according to the definitions above. For the purposes of this paper, refugees may be defined as all those who fit the definitions above, regardless of legal recognition as such. *Source:* UNHCR, n.d.c.
Temporary protection or stay arrangements (TPSAs)	'An arrangement developed by States to offer protection of a temporary nature to those fleeing humanitarian crises, without undergoing prior individual refugee status determination procedures, and where their protection needs are anticipated to be of short duration. TPSAs are complementary to the international refugee protection regime, being used at times to fill gaps in that regime as well as in national response systems and capacity, especially in States not party to the 1951 Refugee Convention.' *Source:* UNHCR, n.d.c.

Introduction and context

Inclusion of refugees in national education systems

Across the world, children and youth[1] are disproportionately impacted by forced displacement. In 2022, 14.1 million of the 34.6 million refugees worldwide were children (UNHCR, 2023e). For an estimated 385,000 children born into refugee settings each year, displacement is the only reality they know (ibid.). With displacement lasting over 10 years on average (DeVictor, 2019),[2] many young refugees spend their entire childhood in a host country. Given this reality, there is an urgent need to ensure equitable access to safe, quality education that prepares refugees for the future – whether that future lies in their host country, their country of origin, or a third country. While humanitarian interventions are critical to meet the immediate educational needs of refugees, by adopting a long-term perspective from the onset of crisis, governments and partners can enable refugees to achieve local integration for the duration of displacement and pave the way towards durable solutions.

In recent years, inclusion in national education systems has been recognized as the most sustainable solution for refugee education. Since the end of World War II, UNHCR has implemented three distinct approaches, shaped by changing geographical and political patterns of displacement. This has entailed a shift from community provision during the first phase (1945–1985); to parallel systems operated by UNHCR and partners in the second phase (1985–2011); to inclusion in national systems, from 2011 to the present (Dryden-Peterson, 2016). While the first two phases were predicated on an assumption of repatriation as the ideal solution, the third and current phase recognizes that, given the protracted nature of displacement, inclusion in national education systems is the most effective way for children and host governments to navigate the 'unknowability' of refugee futures (Dryden-Peterson, 2017).

Since 2012, this approach has been anchored in UNHCR's global strategies for refugee education. It was first endorsed in UNHCR's Education Strategy 2012–2016, which urged governments to include refugees in existing systems where possible and outlined actions to improve access, safety, and quality of refugee education (UNHCR, 2012). In 2019, the Refugee Education 2030 strategy reaffirmed this approach, guided by the principle that '(i)nclusion in equitable quality education in national systems contributes to resilience, prepares children and youth for participation in cohesive societies and is the best policy option for refugees' (UNHCR, 2019a). It was further reflected in UNHCR's Global Framework for Refugee Education, a product of the Global Refugee Forum (UNHCR, 2019b). The inclusion of refugees in national systems is in line with international legal frameworks that enshrine the right to education for all,[3] as well as universally endorsed global frameworks such as the 2030 Agenda for Sustainable Development (see Box 1). By outlining a shared vision for refugee inclusion, these global frameworks play a role in shaping national policy-making processes, fostering international cooperation, and advancing monitoring efforts to improve access to equitable, quality, and safe education for refugees.

By empowering refugees to participate fully in society, inclusion yields economic benefits for refugees and host governments alike. Where migration is motivated by factors driving forced displacement and where the skills of most refugees do not match labour market demands, governments can offer sustainable solutions through policies that promote local integration – including internal mobility, the right to work, and inclusion in national systems (World Bank, 2023). Given that three-quarters of the world's refugees are hosted by low- and middle-income countries (LMICs), the implementation of inclusive policies relies on effective cost management and adequate levels of financing, which may be achieved through responsibility-sharing across countries (ibid.). Nonetheless, economic activity generated by refugees' contributions can counterbalance initial investments and promote economic development. Recent research in Latin America suggests that by integrating Venezuelan refugees and migrants, host countries could enjoy GDP growth of 4.5 percentage points by 2030 (Arena et al., 2022). By designing and implementing inclusive policies, governments can promote durable solutions for refugees while also supporting national development goals.

1. The United Nations (UN) defines 'children' as all persons up to the age of 18 (UN General Assembly, 1989), and 'youth' as all persons between the ages of 15 and 24 years, although definitions vary by country (UNESCO–UNEVOC, n.d.).
2. While the mean duration stood at 10.3 years in 2018, the median duration was 5 years, with over half of refugees displaced for 5 years or less. Among situations lasting over 5 years, the average duration of forced displacement situations is estimated at 17 years. Protracted displacement from Afghanistan has a significant impact on the mean duration, with close to 2 million Afghans displaced between 35–40 years (DeVictor, 2019).
3. The right to education for all – including refugees – is enshrined in the Universal Declaration of Human Rights (UDHR), and binding instruments such as the Convention on the Rights of the Child (CRC), the Convention Against Discrimination in Education (CADE), and the International Convention on Economic, Social and Cultural Rights (ICESCR). See Appendix I Table 1 for ratifications of these instruments by host countries.

Box 1. Global frameworks for refugee inclusion in national education systems

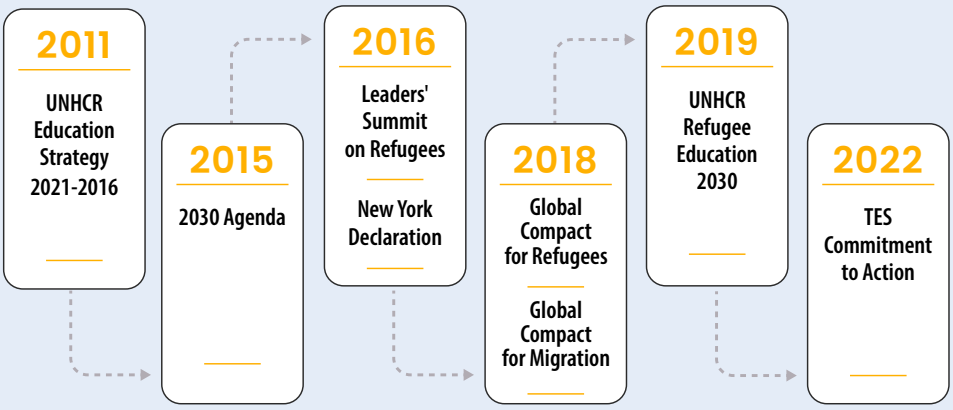
Over the past decade, a shifting narrative towards inclusion has been reflected in commitments made by governments and partners at multilateral forums, in line with UNHCR global strategies. Guided by an underlying principle of responsibility-sharing, host countries and the international community have pledged to take concrete steps to include refugees in national services, including national education systems. These commitments reflect those made in 2015 in the **2030 Agenda for Sustainable Development**, including SDG 4, in which countries pledged to make education systems more inclusive and to ensure equal access for vulnerable groups (UN General Assembly, 2015).

In 2016, the **New York Declaration for Refugees and Migrants** outlined a commitment by States and the international community to ensure access to quality primary and secondary education for refugees within a few months of arrival (UN General Assembly, 2016). At the **Leaders' Summit on Refugees** in the same year, 47 states committed to make policy or legal changes to enhance access to education, employment, and social services for refugees (UN, 2016). The operationalization of these pledges has contributed to increased primary enrolment rates in several countries, notably in sub-Saharan African countries such as Ethiopia, Chad, and Kenya, and in countries hosting Syrian refugees, including Egypt, Iraq, Jordan, Lebanon, and Türkiye (UNHCR, 2018).

In 2018, the **Global Compact for Refugees** (GCR) highlighted the need to make education systems more inclusive and to improve access and quality of education for refugees (UNHCR, n.d.a), while the **Global Compact for Safe, Orderly and Regular Migration** (GCM) reiterated this commitment for all migrant children and youth (IOM, n.d.). In 2019, the Global Refugee Forum provided a platform for governments and partners to make concrete pledges and contributions towards the commitments outlined in the GCR. The Compact also called on States to include refugees in national data and statistical systems to facilitate monitoring efforts. A 2021 indicator report noted that while some countries, including Türkiye and Chad, have made tangible progress in expanding access to primary education, gaps remain, particularly in ensuring equal access for girls and in guaranteeing access to secondary education (UNHCR, 2021d). In December 2023, the second Global Refugee Forum will provide an opportunity to take stock of progress made thus far and to build on commitments made in 2019 through new pledges and contributions (UNHCR, 2023a).

In line with these commitments, at the UN Transforming Education Summit (TES) in 2022, a **Commitment to Action on Education in Crisis Situations** was launched, signaling a commitment by Member States and partners to improve access to education and learning outcomes for crisis-affected children and youth, including refugees (UN, 2023).

Global frameworks for refugee inclusion in national education systems



While non-binding in nature, these frameworks provide a shared set of goals and targets for refugee education. Other global frameworks, including the Safe Schools Declaration (2015) and the Comprehensive School Safety Framework, also play a key role in shaping the policy dialogue by outlining commitments to ensure safe learning conditions for all children (GCPEA, 2015; GADRRRES, 2022).

Policy-data nexus for refugee education

The inclusion of refugees in national education systems hinges on the existence of comprehensive policies across a range of areas. This includes policies granting refugees the right to enrol in all levels of education, to learn in a safe environment, to benefit from quality learning conditions, to transition between levels, and to validate their studies. Across these aspects, data and evidence play a crucial role in enabling governments to effectively respond to the needs of refugee learners. By leveraging statistics to generate evidence, policy-makers can formulate targeted policies, monitor implementation, and allocate resources where they are most needed. A key aspect for inclusion is therefore the availability of data to inform evidence-based policy-making and foster more effective outcomes for refugees.

Recent work by UNESCO (2023c) shows that significant gains could be achieved by including refugees in existing data collection exercises and incorporating questions that allow for their identification – for example, by asking questions about nationality or protection status. Furthermore, the report's findings highlight the need to make data, metadata, and questionnaires publicly available to ensure accessibility and make use of their full potential. Nonetheless, disaggregation and dissemination of data should be accompanied by an assessment of potential risks to ensure the protection of refugees, particularly where their safety or security may be threatened by their identification – for example, where legal frameworks do not offer adequate protection to refugees. Beyond ensuring risk mitigation and ethical data collection and storage, measures should be taken to ensure that personal data are only accessed by authorized users, and that data are anonymized and aggregated when shared with other audiences (e.g. with high-level officials) (UIS and UNHCR, 2021).

Bearing these protection risks in mind, through the collection and use of timely and reliable data on refugee education, policy-makers and other stakeholders can gain valuable insight to inform evidence-based policy-making processes. Beyond education, inclusion in national statistics can ensure that refugees are considered and accounted for in national development planning (Beltramo et al., 2023). A strong policy-data nexus, accompanied by reliable and up-to-date data that accurately reflect the realities and needs of refugee populations, is crucial for national policy-makers to meet the holistic needs of refugee learners and to empower them to achieve socio-economic integration in the long-term.

Existing work on inclusion in policy and data

In recent years, several initiatives have explored the inclusion of forcibly displaced populations (FDPs) in national education systems and policies. In 2018, a background report to the Global Education Monitoring (GEM) Report considered inclusion in 14 countries, noting aspects of both structural inclusion (access to institutions and services) and relational inclusion (the development of identities and connectedness) (Dryden-Peterson, 2018). Recent research in high-income contexts includes a mapping of policies and practices for refugee education in OECD countries (Cerna, 2019). A 2022 report maps regulatory frameworks for inclusion in 48 low- and middle-income countries, finding a wide variation in legal access to education across regions (Dupuy et al., 2022). In 2022, case studies by the World Bank reviewed evidence on the inclusion of FDPs in national education systems and assessed the cost-effectiveness of interventions (Burde et al., 2023). In Latin America and the Caribbean (LAC), several publications have assessed educational responses to Venezuelan displacement in host countries (UNESCO/OREALC, 2020; ibid, 2022; Summers et al., 2022). Recent work by ODI and UNICEF Innocenti proposes a framework across several key dimensions for the inclusion of refugee learners in national education systems, drawing on literature and several case studies (Marcus et al., forthcoming).

From the perspective of data inclusion, the UNESCO Institute for Statistics (UIS) and UNHCR (2021) reviewed data sources in 13 refugee-hosting countries and found that key challenges include insufficient identification of refugees in existing data sources, low integration into national statistical frameworks, and limited data on variables beyond access. Case studies on strengthening education data systems in crisis settings considered challenges in ensuring the availability and quality of data to inform education responses in six countries (UNESCO, 2021b). In 2022, a report by the Internal Displacement Monitoring Centre (IDMC) mapped the education data landscape for internally displaced populations in 13 countries (IDMC, 2022). Forthcoming case studies by UNHCR and Cambridge Education map existing evidence on refugee learning outcomes and challenges related

to inclusion in education data systems (UNHCR et al., 2022c). Produced in conjunction with the present report, UNESCO (2023c) presents quantitative findings from a review of data sources in the top 35 refugee-hosting countries, revealing that the inclusion of refugees in education data systems remains low. Moreover, the review finds that data on access are more common than on safety or quality, and that the diversity of refugee identification questions creates challenges in distinguishing refugees within datasets. Insights on data availability from this work are highlighted in the sections that follow.

This report aims to contribute to this emerging landscape by situating the educational inclusion of refugees within a broader framework for inclusion, from the moment of arrival through long-term solutions. Moreover, it explores how normative frameworks can facilitate inclusion in education beyond merely ensuring access to schools, including policy measures to guarantee safety, access to quality learning, and the ability to progress throughout education and receive certification for the completion of studies. Across these areas, it will consider how the inclusion of refugees in data systems can help policy-makers anchor decision-making processes in evidence to ensure more effective responses.

Overview and methodology

This report seeks to present an overview of pathways to inclusion for refugee education through a comprehensive review of policies in the top 35 low and middle-income refugee-hosting countries,[4] complemented by insights from case studies on the enabling and constraining factors for policy and data inclusion, with key recommendations to governments and international partners to take forward. The review process included identifying relevant refugee and migration legislation, education sector planning documents, national constitutions, nationality laws, and other relevant documents. Key variables were identified on non-discrimination and inclusion, including aspects of gender, disability, and language inclusion; recognition and documentation procedures; the right to education; learning, safety, transitions, and certification; the right to work, freedom of movement, and access to long-term residence; and relevant monitoring frameworks. Appendix I contains an overview of the ratification of global frameworks and national normative frameworks in the 35 countries.

Case studies in seven countries provided insight into the trajectories along which inclusion in policy and data systems has occurred, informing key findings on enabling and constraining factors for inclusion. The countries selected – Chad, Colombia, Ecuador, Jordan, Pakistan, Peru, and Uganda – were chosen from among the 35 countries in the broader review. Based on a preliminary review of policy and data inclusion, selection criteria included the existence of inclusive policies, disaggregation of education data by nationality, protection status, or national/non-national status, and the presence of partners to facilitate field work. The final list of countries represents regions hosting the world's largest protracted refugee crises, including the Syrian Arab Republic, Venezuela, Afghanistan, South Sudan, the Democratic Republic of the Congo, and the Central African Republic (see Table 1).

Between July 2022 and January 2023, desk and field research was conducted with the objective of examining the trajectory of inclusion and policy-making processes that led to inclusion in each country. Appendix II summarizes the qualitative research process and presents country profiles with key findings from case studies. Findings on policy and data inclusion are integrated throughout the report.

4. Given that the review focused on LMICs, host countries that have received Ukrainian refugees since March 2022 were not considered. However, UNESCO has developed a portal mapping education responses for Ukrainian refugees in seven host countries, available at: https://www.unesco.org/en/ukraine-war/education.

Table 1: Case study countries

Country of asylum	Income level	Region	Main countries of origin	Total population of concern[5]
Chad	Low	Africa	Sudan; Central African Republic	597,717
Colombia	Upper-middle	Latin America and the Caribbean	Venezuela	2,477,588
Ecuador	Upper-middle	Latin America and the Caribbean	Venezuela	502,214
Jordan	Lower-middle	Arab States	Syrian Arab Republic	1,300,000
Pakistan	Lower-middle	Asia and the Pacific	Afghanistan	3,700,000
Peru	Upper-middle	Latin America and the Caribbean	Venezuela	1,506,368
Uganda	Low	Africa	South Sudan; Democratic Republic of the Congo	1,495,689

Sources: Income levels from World Bank (2022b). Population figures based on end-year data for 2022 from UNHCR (n.d.b) and estimates from UNICEF (2022) and UNHCR (2023b) (see footnote 5).

5. For Colombia, Ecuador, and Peru, total population includes Venezuelan nationals classified as refugees under UNHCR's mandate, asylum-seekers, and other people in need of international protection (UNHCR, n.d.b). For Jordan, total population is an approximation including an estimated number of unregistered Syrian refugees (UNICEF, 2022). It excludes non-Syrian refugees, including 2.3 million Palestinians registered with the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Total Afghan population in Pakistan is based on UNHCR estimations (2023b).

Policy pathways for refugee education

Overview

In contexts of mass displacement, the approaches taken by host countries to provide protection to refugees lay the foundation for a pathway towards inclusion. Along this pathway, normative frameworks shape a refugee's journey in the host country, from how they obtain documentation to how they access schools, navigate transitions, and certify their learning. Beyond education, national legislation shapes the extent to which refugees can use what they have learned in school to build a future. Refugee futures may consist of any of the three durable solutions proposed by UNHCR—local integration into the host country, a return home, or resettlement to a new country (2007a). Given the volatility of contexts leading to displacement and the cyclical nature of crisis, medium-term policies that promote inclusion in national systems, self-reliance, and freedom of movement can help governments reduce costs and ensure the sustainability of the response (World Bank, 2023).

By planning for local integration from the onset of crisis, governments and refugees alike are better equipped to navigate the uncertainty surrounding refugees' futures. However, policy commitments alone are not sufficient to ensure inclusion happens in practice. Operationalizing inclusive policies for refugee education requires strong planning and programming, including defining strategic objectives, aligning goals and targets with frameworks for monitoring and evaluation, and allocating adequate resources. Long-term, sustainable financing is therefore crucial to ensure the operationalization of inclusive policies. Moreover, coordinating bodies such as Education Sector Working Groups (ESWGs), especially when they include national authorities, can provide a platform to strengthen planning, financing, and coordination for the delivery of equitable, quality and safe refugee education. When accompanied by sustained financing and backed by political will, the presence of inclusive laws and policies across a range of aspects – as shown in Figure 1 – form a strong foundation for inclusion.

Figure 1. Policy pathway for refugee education: 10 aspects of inclusion

Source: Authors' own elaboration.[6]

It should be noted that while access to documentation is a key starting point for inclusion, progression along this pathway is often not linear. Recognition of status and documentation may be obtained prior to or after entry into the national education system. Refugees may enter education at any level and encounter obstacles at different points in the education cycle. Although presented alongside access to basic education in Figure 1, aspects of safety, quality and transitions are relevant across all levels of education, including in post-secondary and tertiary education. Moreover, while highlighted as key aspects for the transition from education and training to the labour market, legislation enabling local integration, such as freedom of movement, are highly relevant within the education cycle as well, particularly where opportunities for education and training are limited in areas where refugees settle.

6. Unless otherwise noted, all graphs and illustrations in this report are based on the analyses of 489 policies identified in the top 35 refugee-hosting countries, including the 7 case study countries which were the target countries for the qualitative research.

Recognition and documentation

Access to legal recognition and documentation is central to inclusion, as it provides refugees with protection, access to services, and the ability to register with relevant authorities and institutions, such as public assistance agencies and financial institutions. In many countries, proof of legal status is required to enrol in the national education system and to receive certification of studies. Furthermore, evidence shows linkages between legal status and learning outcomes, with students who feel their status is secure obtaining higher grades than students who feel their status is insecure (Homuth et al., 2020). Beyond documentation of legal status in the host country, access to identification documents establishing an individual's nationality is also crucial, as these documents are often required for recognition processes and access to services (Manby, 2016).

Common definitions and guidelines for refugee recognition and documentation are provided by the 1951 Refugee Convention and its 1967 Protocol,[7] and by regional instruments in Africa and Latin America.[8] The Convention stipulates that States must issue travel documents or identity papers to all refugees, regardless of legal recognition. Governments have the freedom to design procedures to identify individuals in need of protection and to translate their international obligations into national frameworks, resulting in differences in recognition processes between countries. Furthermore, several major refugee-hosting countries have not ratified the Convention (including Jordan and Pakistan) or have ratified it with reservations (including Egypt), which shapes their policy objectives and the systems in place to recognize and protect refugees. In non-signatory countries, UNHCR plays a prominent role in registering and issuing certificates to refugees falling under their mandate, although it remains at the discretion of national authorities to confer legal status on refugees (UNHCR, 1984). In signatory and non-signatory countries alike, during large-scale displacement, governments or UNHCR may lack the capacity to conduct individual status determination and may adopt alternative measures to document individuals in need of protection (UNHCR, 2014a). As a result, a wide variety of approaches may be taken by host countries to grant recognition and documentation to refugees in contexts of mass displacement. Based on an analysis of policies in the top 35 countries, Table 2 proposes five main approaches.

Table 2. Main approaches to refugee recognition and documentation during large-scale displacement

Convention status	Approach	Description
Signatory	***Prima facie* refugee status determination**	Refugee status is granted on a *prima facie* ('at first sight') basis to all individuals based on 'readily apparent, objective circumstances in the country of origin' (UNHCR, 2015). The government or UNHCR issues a refugee certificate, identity card, or other proof of status (UNHCR, 1984).
Signatory or non-signatory	**Automatic citizenship**	Automatic citizenship is granted to all individuals from a country or location meeting certain requirements. Although individuals may be issued national identity documents, citizenship may remain contingent on circumstances that caused displacement.[9]
	Temporary protection or stay arrangements	Temporary protection is granted to individuals meeting certain criteria. While UNHCR provides guidelines, governments exercise freedom in the design and roll-out of temporary schemes, including the issuance of documentation (UNHCR, 2014a).

7. The Convention and Protocol define 'refugee' as all individuals who are unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion.
8. The Organisation of African Unity (OAU) Convention (1969) includes persons who have fled due to 'external aggression, occupation, foreign domination or events seriously disturbing public order' (1.2), while the Cartagena Declaration (1984) includes persons fleeing 'generalized violence, foreign aggression, internal conflicts, massive violations of human rights or other circumstances which have seriously disturbed public order.' (III, Art. 3).
9. In Jordan, after gaining administrative control of the West Bank in 1950, authorities granted citizenship to all Palestinians residing there and in the East Bank through Law No. 6 of 1954 on Nationality. However, citizenship remains 'conditional and temporary' until a political solution to the Israeli-Arab conflict is reached (Human Rights Watch, 2010).

Non-signatory	**UNHCR registration**	UNHCR conducts registration and issues a certificate to refugees. UNHCR-registered refugees are de facto refugees ('in fact' but not by formal standards), as the label does not carry legal significance; however, authorities may agree to grant registered refugees a residence permit (UNHCR, 1984).
	No legal recognition	No legal recognition is granted to refugees. While UNHCR may operate within the country, national authorities do not consider UNHCR-issued documents as official or recognize the legal presence of refugees in the territory (UNHCR, 1984).

Sources: Based on a review of legal frameworks in the top 35 refugee-hosting LMICs, as well as UNHCR guidelines and frameworks (UNHCR, 1984; 2011; 2014; and 2015).

Generally speaking, a host country's willingness to offer protection to refugees reflects and shapes their aspiration to provide access to services, including education. From the demand side, within an inclusive environment, refugees are more likely to seek integration in the host society. Where refugees have access to post-secondary education and are granted the right to work, motivation to complete basic education will likely be higher than where refugees face legal barriers to continuing their education or joining the labour market. By adopting legislation in line with their international commitments, host countries can establish clearer ambitions for refugee inclusion up front. However, adherence to international refugee law is not the only factor shaping national responses. Even in signatory countries, governance frameworks may be applied on a selective basis, creating disparity in access to recognition and documentation. This includes both differences in the application of normative frameworks (e.g. granting status for one wave of refugees but not another) and treatment of individuals within the same wave (e.g. granting status only to individuals of a certain nationality) (Carrera et al., 2022).

For countries that do not grant refugee status to populations of concern, other challenges arise. Despite an expansive regional definition of 'refugee' under the Cartagena Declaration (see Footnote 8) and strong domestic legislation for refugee protection in most Latin American countries (Reed-Hurtado, 2013), national asylum systems have been underutilized in the response to displacement from Venezuela. With some exceptions,[10] host countries have instead granted legal status to Venezuelans through temporary regularization programmes, mobility agreements, and regular visas (Gandini and Selee, 2023). While these measures may meet refugees' short-term needs, their temporary nature creates uncertainty around their ability to stay, to continue their education, and to participate in society in the long-term, making it difficult for refugees and policy-makers alike to plan for the future. In non-signatory countries, the absence of national refugee governance frameworks creates unpredictability in how recognition processes will be implemented and whether documents will confer any rights, often leaving refugees in a situation of legal ambiguity. Moreover, in countries with restrictive regulations, UNHCR registration may diminish access to humanitarian assistance and certain rights in practice, which may have the unintended consequence of dissuading refugees from seeking registration (Ozkul, 2020). Box 2 presents an overview of recognition and documentation approaches in the top 35 refugee-hosting countries.

Documentation-related considerations become more complex as crises grow protracted and new generations of children are born into refugee settings. With an estimated 1.9 million children born into displacement between 2018 and 2022 (UNHCR, 2023e), there is a critical need to consider how national frameworks can grant children access to a legal status that safeguards their rights, prevents the risk of statelessness, and guarantees access to education – starting with early childhood care and education (ECCE) during the earliest years. Even where relevant legal frameworks are in place, discriminatory treatment often prevents refugee children from accessing birth registration in host countries (UNHCR and UNICEF, 2021). Nonetheless, some promising practices exist in which governments have taken steps to prevent this risk. In Colombia, a resolution was adopted in 2019 to permit the National Registry of Civil Status to grant citizenship to children born in Colombia to Venezuelan parents, who would otherwise be unable to access their right to a nationality (Government of Colombia, 2019).

10. Brazil and Mexico are notable exceptions (see Appendix I Table 1).

Box 2. Recognition and documentation trends in the top 35 refugee-hosting countries

- **14 of the 35 countries reviewed grant refugee status to the main population of concern on a *prima facie* or simplified basis.** This includes Chad and Uganda. Most (12) are located in Africa and have transposed the expanded OAU Convention definition of 'refugee' into domestic law.
- **6 countries rely on temporary protection or stay arrangements to offer protection to the population of concern,** notably in the LAC region. This includes the Temporary Protection Permit in Colombia; the Temporary Residence Permit Card in Peru; and the Exceptional Temporary Residence Visa for Venezuelans in Ecuador. However, in all three, requirements related to documentation, date and manner of entry, and fees limit access for many Venezuelans (see case studies in Appendix II).
- **In the 8 non-signatory countries, UNHCR plays a role in registering and issuing documentation to refugees.** All are located in Asia and the Pacific or the Arab States region, where national legal frameworks for refugee protection are non-existent or limited. In some, such as Pakistan and Jordan, registration cards issued by UNHCR or the national authority in charge of managing refugee flows, such as the Ministry of the Interior (MoI), grant card-holders access to basic services. In others, like Bangladesh and Thailand, national authorities do not recognize UNHCR-issued documents and refugees are considered to be in irregular status.

Sources: Based on a review of legal frameworks in top 35 countries, as well as UNHCR guidelines and frameworks. See Appendix I Table 2.

Accurate and reliable data on the presence and legal status of refugees are essential for governments to plan, finance, and implement policies and programmes that meet their needs. This includes information on the location of refugees within the country and the number of refugees who are children. In some cases, refugee registration and identification are carried out by national migration authorities or by UNHCR via the Profile Global Registration System (ProGres), which collects biometric data, information on status determination, and socio-economic data during the registration process.[11] In Chad and Uganda, data collected through ProGres are used to inform decision-making by stakeholders including government authorities, partners, and NGOs, although recent initiatives have promoted the inclusion of refugees in national data collection exercises (UNHCR, 2023d).

Refugee data may be captured by data systems of the national regulatory body for migrant or refugee affairs (e.g. the MoI or the National Commission for Refugees), often linked to the issuance of documentation. For example, in LAC countries hosting Venezuelans, national migration authorities collect refugee statistics, although data standards and public availability vary (Gandini and Selee, 2023), and individuals in irregular status are not always counted (R4V, n.d.). In practice, variation in refugee recognition creates challenges for governments in collecting accurate data, especially where legal and statistical definitions are not aligned (European Union and UN, 2018). Further gaps occur where access to documentation is limited. Where individuals do not qualify for or avoid registration with authorities or UNHCR, they may not be captured in any data source. This is the case in Pakistan, where Afghan refugees who hold Afghan Citizen Cards or are undocumented are excluded from data collection efforts such as the Documentation Renewal and Information Verification Exercise (DRIVE) (Government of Pakistan and UNHCR, 2022). In some contexts, refugees may refrain from registering with UNHCR due to concerns that data will be shared with the host government or the government of the country from which they have fled (Ozkul, 2020). Ensuring the availability and quality of data on the presence, location, and profiles of refugees, aligned with normative frameworks that guarantee equitable access to legal status, is crucial to ensure that all refugees are accounted for in decision-making processes.

11. An education-specific module in ProGres v4 also captures limited data on education; however, as of 2021, only 4% of country operations were reporting this information, and coverage varies (UIS and UNHCR, 2021).

Table 3. Key aspects for inclusive education pathways for refugees

Access to early childhood, primary and secondary education	Refugees may enrol in the national education system on the same basis as nationals at the primary and secondary levels, and may access early childhood development, care and pre-primary education.
Safe learning environment	Learning occurs in a secure, protective physical space that meets the physiological and psychological needs of users and promotes adequate conditions for health and well-being.
Quality learning[12] conditions	Refugees may access the conditions in which high levels of student learning can occur across reading, mathematics and other subjects aligned with the national curriculum. This requires ensuring a sufficient supply of trained teachers and access to learning support, including from school leadership and administrative staff. For refugees, this may also include granting access to language courses and psychosocial services that address their educational and socio-emotional needs.
Access to transitions	Refugees may advance through all stages of education, including promotion from one grade to the next and transitions between levels (e.g. from primary to secondary education).
Certification of learning	Refugees are eligible to obtain end-of-cycle leaving certificates, including primary and secondary leaving certificates, and may graduate and validate their studies.
Access to technical, vocational and tertiary education	Refugees may enrol in technical, vocational, and tertiary education (including university) on the same basis as nationals and may access funding opportunities.

Source: Authors' own elaboration.

Education and training

The inclusion of refugees in national education systems requires a strong normative framework ensuring equitable access to safe, quality education and training across several key aspects, as shown in Table 3.

Access to early childhood, primary and secondary education

Inclusion begins with granting refugees access to education at all levels, including ECCE, primary education, and secondary education.[13] For nationals of a host country, the right to education is typically guaranteed by the Constitution or other national legislation. However, refugees may or may not fall within the scope of these laws. A database compiled by the World Policy Analysis Center (2022) classifies the constitutional right to education for non-nationals into five categories: education rights are explicitly reserved for citizens or restrictions permitted; no specific provision; right guaranteed using citizenship language; guaranteed right, not specific for non-citizens; and guaranteed for non-citizens. Based on these categories, 16 of the 35 countries reviewed in this report explicitly or implicitly guarantee a constitutional right to education for non-citizens (ibid.). The exact provisions and application of these frameworks to refugees vary. While the Constitution of Ecuador (2008) guarantees the right to education for all non-nationals regardless of legal status (thus including all Venezuelan refugees and migrants, regardless of whether they have been granted a protection status), the Constitution of Jordan (2016) guarantees basic education for Jordanians only.

The right to education may also be enshrined in a national refugee law. In Chad, Law 27 on Asylum (2020) grants refugees and asylum-seekers access to

12. Access to transitions may be defined as 'the flow of students between different stages in the school system: from one level to the next, between grades within a given level, and out of and back into schools' (World Bank, 2008, p. 7).
13. For the purposes of this framework, 'all levels' refers to ISCED levels 0 (Early childhood education) through 3 (Upper secondary education). Although tertiary education may fall under the national education system, higher education is treated separately in this framework and thus excluded from the scope of 'all levels' considered here.

primary and secondary education on the same basis as nationals. However, refugee laws may distinguish between primary and secondary levels as stipulated in the 1951 Convention,[14] creating a weaker legal basis for refugees to access secondary education. This is the case in Uganda, where the Refugee Act (2006) grants equal treatment as nationals for elementary education and the same treatment as other non-nationals for all other levels. Legal access to ECCE is even less secure; only one-third of countries globally guarantees free pre-primary education for the general population, and for low-income countries, the proportion drops to just 10% (UNESCO, 2021a). Even where the right to ECCE is guaranteed for nationals, refugee children may be excluded from legal frameworks or face other obstacles to accessing early learning (Right to Education Initiative, 2021). Nonetheless, some promising examples may be observed in LAC countries, many of which have enshrined the right to ECCE in national legislation. In Colombia, guidance issued by the Ministry of National Education (MEN) reaffirms that Venezuelans are guaranteed access to pre-primary education, of which one year is mandatory under the Constitution (MEN of Colombia, 2018).

Beyond granting access to education through legal frameworks, host governments may adopt policies to remove obstacles to enrolment or attendance for refugees. This may involve measures related to improving supply – in other words, strengthening the capacity of the education system to receive refugee learners – as well as demand, by improving refugees' ability to access education. Policies related to both supply and demand include easing documentation requirements for enrolment, given that refugees often lack documents to prove their identity, age, or legal status (Norwegian Refugee Council, 2021). To accommodate sporadic arrivals of refugees, national policies may permit enrolment outside of regular registration periods. In Peru, a ministerial resolution adopted in 2020 permitted Venezuelans to submit a sworn declaration in the absence of identity documents and stated that students may register at any time during the school year (MINEDU of Peru, 2020). In addition to identity documents, refugees often lack documents proving completion of prior education, such as transcripts or certificates. National policies may facilitate placement into appropriate grade levels by allowing students to submit an affidavit in lieu of transcripts, accepting alternative forms of evidence, or administering placement tests (Loo, 2016). This is the case in Ecuador, where a resolution states that a placement exam will be administered to students without documentation to determine grade assignment (MINEDUC of Ecuador, 2020). Similar guidance in Colombia states that in the absence of documentation, receiving educational institutions may conduct an evaluation to determine placement (MEN of Colombia, 2016).

Other supply-side measures include policies that aim to expand capacity by increasing class sizes, creating additional classrooms, or recruiting additional teachers (UNESCO, 2023b). Nonetheless, it should be noted that low-income host countries face added challenges in accommodating refugees, particularly where universal access has not been achieved for the general population. One approach to expanding capacity in overstretched systems is double-shift schooling, in which students attend classes in separate shifts, using the same facilities and equipment. Jordan has used a double-shift approach to accommodate refugee students, with Syrians attending classes in second shifts (see Box 4). By increasing the number of spaces with minimal strain on resources, double-shift systems can help ensure access in systems with limited capacity to integrate additional students, although it may place extra burden on teachers and lower the quality of education delivered (Bray, 2008; IIEP–UNESCO, 2022).[15] It should therefore be used as a temporary measure alongside additional efforts (e.g. extra remedial classes or an increased number of schooling days per week) to mitigate negative consequences. Other measures to facilitate access may involve the use of technology and digital tools (see Box 3).

On the demand side, policies may eliminate socio-economic barriers to access by covering direct and indirect costs of education, such as school supplies and uniforms (UNESCO, 2019b). Removing sociocultural

14. The 1951 Convention states that governments must provide refugees with access to elementary education on the same basis as nationals and access to all other levels on a favourable basis, stipulating that access should be 'not less favourable than that accorded to aliens generally in the same circumstances.'
15. Double-shift schooling is often associated with issues of quality in the absence of proper management, especially where class time is shortened, or teachers conduct multiple sessions (Bray, 2008), as well as safety, particularly where students attend evening classes (UNESCO, 2019b). Further, double-shift systems may lead to the segregation of national and refugee students, with implications for social cohesion (see Boxes 4 and 6).

barriers, such as language barriers between the school and refugee families, can also ensure access and participation in education. This may be achieved by allowing parents to participate in language courses (ibid.), providing materials in the language of the refugee population (e.g. on the enrolment process), and conducting awareness-raising campaigns among families and communities.

When refugees are included and identifiable within data collection exercises, timely and reliable data may be produced to allow policy-makers to monitor their participation in education and inform evidence-based policies. This includes data on enrolment and attendance, with disaggregation by registration period, grade level, and shift (where applicable). Table 4 presents an overview of policy measures related to access, along with examples of metrics to measure the effectiveness of policies and an indication of typical sources in which these data may be collected. Beyond the metrics below, the collection of data on remaining barriers to access and contextual details on refugee households (e.g. language spoken at home) may help inform targeted and relevant policies to overcome these obstacles.

Box 3. EdTech: A stopgap measure to ensure access to education

In certain settings, the use of education technology (EdTech) can help guarantee access to education for refugees. A 2018 review found that with proper planning and implementation, EdTech programmes can serve as an important stopgap measure in emergency and displacement settings, when access to formal education is limited (Tauson and Stannard, 2018). When combined with accelerated learning programmes, EdTech may help students who have faced disruptions to their education catch up on lost learning and facilitate their return to formal education. The review found that programmes are most effective in promoting positive learning outcomes when they match the expectations of parents and students, align with curricula, and are adaptable to the context and individual needs of learners (ibid.). Other benefits of the use of EdTech in refugee settings include relatively low costs, access to virtual networks, and the ability to reach learners 'anywhere, anytime.' (Tobin and Hieker, 2021). Nonetheless, EdTech is most effective when used as part of a blended learning approach, complementary to formal education and accompanied by face-to-face instruction delivered by trained teachers (ibid.). Moreover, challenges related to the use of EdTech have been observed, notably through research on the impact of remote learning during COVID-19 school closures. Findings reveal risks related to equitable access to learning for socio-economically disadvantaged groups, including barriers related to the language in which learning materials are provided, differing levels of support provided by parents, and financial constraints related to the cost of devices and internet service (Muñoz-Najar et al., 2021).

Table 4. Policy-data metrics – Access to early childhood, primary and secondary education

Policy measure	Description	Examples of metrics	Typical data source
Facilitating the enrolment process	Waiving documentation requirements or allowing refugees to submit alternative documents	Increased enrolment, disaggregated by document type	Administrative data
Allowing enrolment outside of registration period	Permitting refugees to enrol at any time during the school year	Increased enrolment by month or quarter	Administrative data; household surveys
Introducing flexible recognition and equivalence procedures	Providing alternative procedures for grade placement in lieu of proof of completion of studies	Increased enrolment; registration by grade level	Administrative data; household surveys
Expanding absorption capacity	Increasing class sizes or creating new classes to accommodate refugees	Number of students per classroom; number of classes	Administrative data
Implementing a double shift system	Introducing a second shift to increase supply of school places	Increased enrolment, disaggregated by shift	Administrative data
Removing socio-economic barriers to attendance	Reducing expenditures that may impede access, e.g. by covering the cost of school supplies and uniforms	Quantity of supplies provided to refugee students; increased enrolment; increased attendance	Administrative data; household surveys
Removing sociocultural barriers to attendance	Offering information in the parents' native language, conducting awareness-raising	Number of households reached by initiatives; increased enrolment; increased attendance	Administrative data
Granting access to school transportation	Providing refugees with free transportation to school	Number of students benefitting from transportation services; increased enrolment; increased attendance	Administrative data; household surveys
Implementing retention measures	Including refugees in retention measures, e.g. providing access to school feeding programmes	Number of students benefitting from programmes; increased attendance	Administrative data; household surveys

Source: Authors' compilation based on a review of policies and data collection exercises

Nonetheless, the availability and coverage of data on access to education for refugees remain limited. As part of the quantitative research carried out in conjunction with this report, a review of data collection exercises across the 35 countries reveals that only 41% of questionnaires with access indicators included questions that allow for the identification of refugees (UNESCO, 2023c). The data gap on access beyond the primary and secondary levels is even wider. This is particularly true for ECCE, for which limited data are available for the general population (Raikes et al., 2023). Nonetheless, the data review found that access indicators are the most common type of information collected on refugee education, highlighting the absence of data on safety and quality, as will be discussed in later sections.

Where refugee identification questions are included, administrative data collected through national data systems, such as Education Management Information Systems (EMIS), may serve as a central source of information for policy-makers. In Chad, the Ministry of National Education and Civic Promotion (MENPC) collects information on protection status in the annual school census, revealing that 53,059 refugees were enrolled in national schools at the primary level in 2021 (MENPC, 2022). In countries with an EMIS capable of tracking individual learners, enrolment data can be produced on a timelier basis than annual exercises, while also permitting authorized users to track refugee trajectories throughout the education cycle. In Colombia, data on country of origin and documentation type are collected in EMIS during registration. Based on

these data, in 2021, 496,027 Venezuelan students were enrolled at the pre-primary, primary and secondary levels (DNP, 2023a). Box 4 considers the availability of administrative data to measure the enrolment of Syrian refugee students in Jordan based on double-shift policies.

One limitation of administrative data is that it may not capture information on refugees who are out of school. In many countries, household surveys capture information on enrolment, attainment, and attendance of refugee students, and may more accurately capture data on children not enrolled in school. Data produced by household surveys in Colombia reveal that, despite the high number of Venezuelans enrolled, 39.9% of school-aged Venezuelans remained out of school in 2019 (see Appendix II). In some host countries, UNHCR plays a prominent role in financing, managing, and administering refugee education, often alongside the national Ministry of Education (MoE). In these instances, UNHCR information systems, such as the Refugee Education Management Information System (REMIS) or camp-based data collection exercises, may provide timely data on refugee enrolment and other variables. In Uganda, UNHCR disseminates data on refugee enrolment by nationality on its Operational Data Portal, along with out-of-school rates. In 2020, 41% of refugees remained out of school at the primary and secondary levels, a rate similar to host community children (42%) (see Appendix II). However, these data are limited to refugees who attend schools in settlements, a notable limitation of UNHCR education data in many countries. Nonetheless, in many contexts, national authorities rely on data collected by UNHCR to inform policy-making processes. In Chad, despite the collection of refugee enrolment data in national EMIS, UNHCR's EMIS remains the more widely used data source by government officials and partners given that it provides more comprehensive and updated information than the annual census (Khan, 2023a).

Box 4. Jordan: Expanding access to schools through a double-shift system

In Jordan, double-shift systems were first introduced in the 1960s to enable the expansion of existing educational facilities to receive Palestinian refugees (WBZ, 2017). In recent years, the double-shift approach has been used to scale up access to formal education for Syrian refugees. Since 2011, 400 schools have been designated as double-shift schools, including as part of the Jordan Compact in 2016 (UNICEF, 2018). The MoE of Jordan collects enrolment data disaggregated by nationality, which may serve as an adequate proxy for Syrian refugees, and by school type (single- or double-shift). These data have been used to inform policies that promote refugee inclusion, including the Education Sector Plan (ESP) 2018-2022. Other recent initiatives, including the development of a Geographic Information System (WebGIS), are expected to help inform decision-making by providing up-to-date information on overcrowding and distance to schools (Younes and Morrice, 2019).

The collection of enrolment data by school type allows for insight into efforts to expand access for Syrians through the double-shift system. Based on EMIS data, in 2019-2020, 64,921 (48%) of the 136,437 Syrian students enrolled in public schools attended double-shift schools, of which the majority (62,527) were enrolled in grades 1-10 (ESWG Jordan, 2019). The high proportion of Syrians enrolled in double-shift schools indicates that the policy serves an important role in ensuring access to schools for refugees. Nonetheless, double-shift schooling has implications for social cohesion, safety, and quality of education (Salem, 2021). Given that Syrian students often learn in separate shifts from Jordanian students, double-shift policies may detract from efforts towards broader inclusion and social cohesion. While double-shift policies may help ensure access to schools in contexts where capacity is overstretched, they also risk leading to lower levels of learning among refugee students who attend afternoon or evening classes. Enrolment data should therefore be considered alongside available data on learning outcomes to monitor the long-term impacts of the approach (see Box 6).

Safe learning environment

Beyond granting access to schools, national policies should ensure the existence of a secure physical learning space that meets the physiological needs of users, offers protection from external or internal risks, and provides adequate conditions for health and well-being.[16] For refugees, schools provide a protective platform for the provision of psychosocial support and for the delivery of curricula to promote resilience and life skills (UNESCO et al., 2015). Furthermore, a safe learning environment can provide a sense of stability, foster positive relationships, and help refugees cope with trauma (UNESCO GEM Report, 2019). A safe environment is crucial to ensure that refugee students are learning, with evidence showing that safe physical spaces and violence-free environments have significant impacts on academic performance and learning outcomes (Barrett et al., 2019; Chávez et al., 2020). This includes evidence showing that students attending schools that fail to meet basic standards for safe infrastructure, including proper ventilation and functional furniture, score five to ten points lower on academic assessments than students in fully functional buildings (Earthman, 2004, quoted in Barrett et al., 2019). Given that women and children are particularly vulnerable to educational disruption during situations of armed conflict and natural disaster,[17] laws and policies that aim to mitigate threats to refugee girls are of particular importance to ensure safe learning conditions and prevent drop-out.

National legislation plays a key role in guaranteeing safe learning conditions for refugees. In contexts of inclusion in national education systems, refugees fall under the scope of domestic legislation for school safety. This often includes education, health, or child protection laws that bind governments to ensure the safety and protection of all children and youth, e.g. through minimum standards for infrastructure and equipment. Beyond ensuring safe conditions within facilities, in contexts where school routes raise security concerns, measures to ensure safe passage – e.g. providing transportation or chaperones to accompany students on the way to school – can guarantee that students arrive at school and return home safely (UNHCR, 2007b). Where new learning spaces are created or classroom capacity is expanded to absorb refugees, education sector plans or guidelines may aim to guarantee safety for refugees through the enforcement of safety standards in expanded classrooms (UNESCO, 2023b).

Other safety measures may be outlined in national disaster risk reduction (DRR) plans that establish measures to guarantee disaster-resilient infrastructure or promote preparedness – of particular relevance where refugees are hosted in disaster-prone areas. In Pakistan, the National Disaster Management Authority (NDMA) published the Pakistan School Safety Framework in 2017, which aims to promote safe learning environments through the construction of safer facilities, strengthened capacity for school disaster management, and the promotion of risk reduction and resilience education for all learners (although it does not make specific reference to Afghan refugees) (NDMA, 2017). Where refugees attend schools in conflict-affected areas, national policies may also aim to prevent and mitigate the impacts of attacks on education.[18]

Host governments can also ensure safe learning conditions through national laws and policies to prevent bullying and school violence.[19] A global review of national legislation conducted in 2022 showed that over two-thirds of countries provide some form of legal protection from violence in schools (UNESCO, 2022). For refugees, measures to address violence motivated by xenophobia or discrimination are particularly relevant. Promising examples of policies that explicitly aim to protect refugee students from violence may be seen in Peru, where guidance issued by the Ministry of Education (MINEDU) specifically aims to prevent violence and promote cohesion between Venezuelan and host community students; and in Colombia, where a protocol for school coexistence was developed to counter xenophobic violence and discrimination against Venezuelan students (see Appendix II).

16. While many definitions of 'school safety' exist, this report considers safety to comprise the conditions that create a secure learning environment that protects all individuals, including students, teachers, and educational staff, from physical or psychosocial threats, dangers, injuries, or losses caused by factors including natural disasters, climate-induced events, conflict-related violence, or instability, or by individuals.
17. General recommendation No. 36 of the Committee on the Elimination of Discrimination against Women (CEDAW) considers the impact of armed conflict on access to schools for girls and notes that during natural disasters, women and girls are the most vulnerable groups (CEDAW, 2017).
18. The Global Coalition to Protect Education from Attack (GCPEA) defines attacks on education as 'any threatened or actual use of force against students, teachers, academics, education support and transport staff (e.g. janitors, bus drivers), education officials, education buildings, resources, or facilities (including school buses). In addition, armed forces and non-state armed groups use schools and universities for military purposes, putting them at risk of attack and denying students access to education' (GCPEA, n.d.).
19. UNESCO (2019a) offers a conceptual framework of school violence and bullying, which considers overlapping components of physical, psychological and sexual violence.

Furthermore, granting refugees access to reporting mechanisms to disclose incidents of school violence can foster safer learning environments. In some cases, reporting mechanisms can serve as a valuable tool for the collection of data on school violence, as in Peru (see Box 5).

Beyond protecting students from external and internal threats, creating a safe learning environment requires ensuring that the physiological needs of students are met, including through measures to promote health and well-being. National policies may extend the scope of health and nutrition programmes to ensure that refugees have equal access to services, such as school feeding programmes and health services. The inclusion of refugees in school feeding programmes impacts not only safety but access and quality of education, with evidence showing that providing school meals can positively impact enrolment, attendance, completion, and learning outcomes (WFP and UNHCR, 2022; 3iE, 2016). In Colombia, Venezuelan refugees and migrants may access the national Program for School Feeding (Programa de Alimentación Escolar, PAE), which provides students with nutritious food rations (Ministry of Justice of Colombia, 2022). National policies may also aim to ensure the construction and maintenance of safe facilities and infrastructure to promote health. In Chad, the national COVID-19 education sector response plan aimed to expand access to water, hand-washing, and sanitary facilities in schools, with a focus on reaching vulnerable populations, including refugees (MENPC, 2020).

When refugees are included and identifiable in datasets, the collection of data on safety can help inform better policy-making for refugee education. This includes data on access to food, nutrition, and health services, which can provide insight into the extent to which these policies and programmes are reaching refugees. Furthermore, data on school violence can help inform policies to prevent and address bullying and promote social cohesion. Given the particular safety needs of girls, data should be disaggregated by gender wherever possible to allow policy-makers to monitor and address specific barriers to safe learning for refugee girls. Table 5 presents policy measures for school safety along with corresponding metrics.

Table 5. Policy-data outputs – Safe learning environment

Policy measure	Description	Examples of metrics	Typical data source
Guaranteeing safety standards in classrooms	Maintaining minimum safety standards (e.g. maximum number of pupils per classroom, access to emergency exits, fire-resistant infrastructure, adequate quantity of water, sanitation and hygiene facilities), especially where class sizes are expanded	Adequate infrastructure, access to emergency exits, etc. based on class size; number of refugee students learning in classrooms meeting minimum standards	Administrative data
Ensuring safe school routes	Providing transportation or chaperones to accompany students along unsafe routes	Number of refugee students benefitting from services	Administrative data
Preventing and responding to school violence	Outlining measures to prevent, monitor, and respond to school violence and bullying; granting refugees access to reporting mechanisms	Decrease in the number of incidents of bullying; decreased percentage of students reporting discrimination or bullying over time	Administrative data; school-level reporting mechanisms; household surveys
Granting access to food and nutrition services	Allowing refugees to access services on the same basis as nationals, e.g. school feeding programmes	Number of refugee students benefitting from food services	Administrative data
Access to health services	Granting refugees access to health services on same basis as nationals	Number of refugee students benefitting from health services	Administrative data
Improvement and maintenance of WASH facilities	Ensuring the construction and maintenance of safe water, sanitation and hygiene facilities	Adequate pupil-latrine ratios in classes with refugee students; number of facilities improved and/or that receive regular maintenance	Administrative data

Construction and maintenance of disaster-resilient infrastructure	Guaranteeing disaster-resilient infrastructure	Number of classrooms built with disaster-resilient materials	Administrative data
Protection from attacks on education	Ensuring protection measures and response plans are in place to mitigate the impacts of attacks on educational facilities	Number of schools with risk mitigation plans in place	Administrative data

Source: Authors' compilation based on a review of policies and data collection exercises

However, data on safety for refugees are limited. This is due, in part, to a general data gap on school safety, including on school bullying and on violence perpetrated by teachers (UNESCO, 2019a; Devries et al., 2018). While efforts by international partners and donors have contributed to filling this gap, refugees have not been systematically included; for example, a toolkit for the measurement of school-related gender-based violence developed by USAID contains limited guidance on collecting data on refugee students (USAID, 2020). Among data collection exercises measuring safety, an absence of disaggregation creates challenges in identifying the specific experiences of refugees; only 13% of questionnaires with safety indicators reviewed by UNESCO (2023c) contained refugee identification questions. Monitoring safe learning conditions is particularly crucial in contexts where refugees learn in separate physical or temporal spaces from the general population, as safety conditions may vary from those enjoyed by the general population. However, limited data exists in these contexts. For example, there is limited data to monitor the prevalence of school violence in double-shift systems, despite indications that temporal separation can generate hostility between refugee and national students (UNESCO, 2019a).

In EMIS that collect individual-level student data, it may be possible to track the number of refugee students accessing food or health services. In Colombia, participation in the PAE is linked to individual student records, which contain information on nationality and documentation type. In 2021, 69% of Venezuelans across all levels of education were participating in school feeding programmes (DNP, 2023a). Household survey data can also provide insight into school safety for refugees. In Ecuador, data collected through the World Bank's Survey of People in Human Mobility and in Host Communities found that 51% of Venezuelan youth between the ages of 12 and 17 felt safe in school, as opposed to 88% of Ecuadorians; and that 42% of Venezuelans felt safe on the way to school, compared to 83% of Ecuadorians (World Bank, 2020). Furthermore, the adaptation of school violence reporting mechanisms to allow non-national students to report incidents offers a promising step towards better data on school violence impacting refugee students, as observed in Peru (see Box 5) and Colombia (see Appendix II).

Where refugees attend schools alongside national students, data measuring safe infrastructure and facilities (e.g. latrine-pupil ratios) may not differentiate between national and refugee students. However, where classroom capacity is expanded to accommodate refugee students, data on the number of students per classroom may indicate the extent to which latrine-pupil ratios adequately meet safety standards. In contexts in which refugees are concentrated in certain geographic areas, subnational data may provide an indication of safety in refugee-hosting districts. In Chad, where refugees are primarily hosted in provinces in the East and South, data on safety indicators by province provides some insight into conditions in schools attended by refugees. In Sila region, where a fifth of students are refugees, 42% of mixed latrines are in good condition compared to 69% nationally (see Appendix II). This suggests that on average, refugees attending schools in Sila are less likely to have access to safe facilities conducive to good health and well-being than the average Chadian student.

Even where data are available to monitor school violence or safe facilities, there is limited information on the impact of safety on long-term learning, health, and development outcomes for refugee students. While several school-based surveys assessing health and learning outcomes collect data on school violence,[20] data are rarely disaggregated to allow for the identification of refugees. One way to bridge

20. Data on school violence are collected in international surveys measuring health outcomes, including the Global School-Based Health Survey (GSHS) and the Health

the evidence gap on the impact of safe learning conditions is through the inclusion of refugees in standardized learning assessments that collect data on safety indicators. While the collection of information on bullying and school violence in the Third Regional Comparative and Explanatory Study (TERCE) allowed for insight into the impact of violence on learning in Latin America (Chávez et al., 2020), refugee identification questions were not included in the questionnaire. Increasing the sample sizes of standardized assessments and including refugee identification questions would improve the availability of comparable cross-country data on school safety and learning outcomes for refugees, which could contribute to informing more effective policies and interventions.

Box 5. Peru: Preventing school violence through equal access to reporting mechanisms

In Peru, a strong normative framework aims to promote violence-free learning environments for Venezuelan and host community students. In 2018, Supreme Decree 004-2018-MINEDU approved a guidance document outlining strategic objectives to promote coexistence and prevent violence in schools (MINEDU of Peru, 2018). The following year, General Secretariat Resolution No. 083-2019-MINEDU built on these strategies and set out to provide technical assistance and support for violence prevention efforts (ibid., 2019). Since 2020, Venezuelan students have been able to report incidents of school violence in the Platform Against School Violence (SíseVe), allowing insight into violence and bullying experienced by refugee and migrant students. The form collects information on the motivating factors of violence, with options including xenophobia, way of talking, and skin colour. While the reporting form initially required students to enter a national identity number, a change in the form has allowed non-Peruvian students to register incidents using a Foreigner Card (Carnet de Extranjeria, CE) or a Temporary Stay Permit (PTP) (Alcázar and Balarín, 2021). However, it remains unclear how students without documentation can access the system to report incidents.

Data collected through the SíseVe platform have been used to inform policies to promote safe learning conditions for Venezuelans. In 2019, the Regional Directorate of Education of Metropolitan Lima launched the Lima Aprende ('Lima Learns') programme, which aimed to decrease the number of out-of-school children in the metropolitan area and promote coexistence between the Venezuelan and host populations. To identify schools for the coexistence component of the project, education authorities consulted available data and selected schools with a high presence of refugee and migrant students as well as a high number of incidents of violence reported through SíseVe between 2018 and 2019 (Alcázar and Balarín, 2021). Nonetheless, the effectiveness of the platform for monitoring safety among refugee and migrant students is diminished due to a lack of knowledge among Venezuelan families about the existence of the platform (ibid.) and low usage among students in general, with the majority of incidents reported by teachers (Saffirio and Klenner, 2020). Moreover, beyond its use in the implementation of Lima Aprende activities, it remains to be seen how data collected on the platform will be used to address the causes of school violence. Despite challenges in uptake, the SíseVe platform offers a promising example of how data may be collected and used to inform evidence-based policies to promote safer learning conditions for refugee students.

Behavior in School-Aged Children study (HBSC); and in learning assessments including the Estudio Regional Comparativo y Explicativo (ERCE) (Regional Comparative and Explanatory Study); the Progress in International Reading Literacy Study (PIRLS); the Programme for International Students Assessment (PISA); and the Trends in International Mathematics and Science Study (TIMSS) (UNESCO, 2019a).

Quality learning conditions

Educational quality is shaped by key inputs including the teacher workforce, curricula, and learning materials. Of these components, a qualified teaching workforce is the most important factor shaping the quality of education for refugees. Teachers play a central role in easing the transition into a new environment, promoting language acquisition, providing socio-emotional support, and ensuring social cohesion – often in otherwise resource-poor contexts (Mendenhall et al., 2018). Without adequate planning and management, the arrival of large-scale influxes of refugee children may result in teacher shortages and overcrowding in classrooms, compromising educational quality. National policy directives can help mitigate these risks by expanding physical capacity and ensuring a sufficient supply of qualified teachers. As the existing teacher workforce may be underprepared to address the specific needs of refugee learners or to manage multicultural classrooms, policies may also direct efforts towards teacher development to provide individualized support to refugee students and to promote social cohesion (OECD, 2015; UNESCO GEM Report, 2019). Given the associated costs of these efforts, policies must be accompanied by sufficient allocation of resources for teacher recruitment and training.

Other quality-related provisions include granting flexibility in the design and delivery of curricula and guaranteeing sufficient materials to support learning, including textbooks and school supplies (UNESCO, 2023b). The former may include the use of catch-up programmes, designed to allow refugee students to regain ground after spending time out of school due to displacement and to ensure equal footing with national students. Ministries of Education can also ensure quality learning through policies for the provision of mental health and psychosocial support (MHPSS), which are essential to help refugee students process trauma and gain skills to navigate uncertainty (McBrien, 2022; Fazel and Betancourt, 2017). In contexts where refugees do not speak the language of instruction, policies can direct schools to provide critical access to language support to enable students to follow courses alongside national students, facilitate social inclusion, and ease transitions into the labour market (Beißert et al., 2022). This may include guidelines for the delivery of language courses and the provision of translated or bilingual learning materials. In some contexts, subnational policies may prove instrumental in facilitating refugee learning by introducing adapted conditions based on local needs. In Pakistan, the Balochistan Education Sector Plan (2020–2025) included measures to provide textbooks in Pashto and Dari to improve the quality of learning conditions for Afghan refugees (Government of Balochistan, 2020).

Given their shared experiences and proficiency in the language of refugee students, refugee teachers can play a critical role in ensuring quality learning conditions. In principle, refugees may often apply for employment in public schools via the same channel as nationals, e.g. through the National Teacher Service Commission (Sesnan et al., 2013). However, refugee teachers may face institutional barriers to employment, particularly where refugees are not granted the right to work or where access to the labour market is limited. Beyond ensuring the right to work, host governments can facilitate the employment of refugee teachers by creating pathways to formal certification, easing procedures for the recognition of qualifications, and providing language training and psychosocial support (UNHCR et al., 2022b). In Chad, bilateral agreements between UNHCR and national institutions have allowed refugees to enrol in teacher training programmes at Chadian universities. As a result of these agreements, over 700 refugee teachers have completed the two-year training course and received national certification. From 2014 to 2021, the percentage of qualified primary school teachers in schools attended by refugees rose from under 20% to 50%, with a direct impact on the quality of education received by refugee students as well as improved self-reliance for refugee teachers who have benefited from the courses (UN TES, 2022).

Where specialized services are provided for refugees, including MHPSS or language courses, data on the number of refugees accessing these services may provide an indication of the reach of these programmes, which can guide policy-makers in decisions related to allocation of resources, recruitment of staff, or capacity-building efforts. Beyond these indicators, data on refugee learning outcomes can provide a measurement of whether policies adequately address refugee students' needs and allow for meaningful learning. This may be achieved through the inclusion of refugees in existing international, regional, or national learning assessments. Table 6 provides an overview of key policy measures and metrics for quality learning.

Table 6. Policy-data outputs – Quality learning conditions

Policy measures	Description	Examples of metrics	Typical data source
Recruiting additional teachers	Hiring qualified teachers or teaching staff to meet demand and reduce overcrowding	Ratio of students to qualified or trained teachers; increased student learning	Administrative data; standardized learning assessments
Hiring refugee teachers and staff	Facilitating employment of refugees as teaching or non-teaching staff	Number of qualified refugee teachers employed; increased student learning	Administrative data; standardized learning assessments; household surveys
Providing MHPSS	Delivering training to teachers, counsellors, and school staff to deliver MHPSS	Number of staff trained on the delivery of MHPSS; number of trained professionals recruited; increased student learning	Administrative data; standardized learning assessments; household surveys
Providing access to academic tutoring, pedagogical support, or catch-up programmes	Providing support in academic subjects through one-on-one or small group tutoring, or catch-up programmes to address learning gaps	Number of refugee students accessing catch-up programmes; increased student learning	Administrative data; standardized learning assessments; household surveys
Delivering language courses or support	Providing language courses and/or individual support in the language of instruction	Number of refugee students attending language courses; increased language proficiency; increased student learning	Administrative data; standardized learning assessments; household surveys
Integrating refugees into regular classes	Promoting placement of refugee students into classes with national students	Average number of refugee students per class; increased student learning	Administrative data; standardized learning assessments; household surveys

Source: Authors' compilation based on a review of policies and data collection exercises

Limited data is available to measure the quality of refugee education. Of data collection exercises that contain indicators related to learning outcomes, teachers, and textbooks, only 36% include refugee identification questions (UNESCO, 2023c). Despite the crucial role of teachers in ensuring quality learning, data on supply and costing of teachers in displacement contexts is lacking (Mendenhall et al., 2018), hindering accurate projection of recruitment needs. Some promising developments may be observed in Uganda, where the development of a Teacher Management Information System (TMIS) as part of the national EMIS reform will allow administrators to verify teacher documentation through an online tool and enable the production of data on teacher distribution across the country (UNESCO, 2023a). TMIS currently collects data on teachers' countries of origin and on means of acquiring Ugandan citizenship (birth, registration, or naturalization). Going forward, ongoing advocacy has been directed at the creation of a cubicle on TMIS for the system to accept refugee teachers' Attestation Card Numbers for registration, which, if incorporated into EMIS, could facilitate the generation of data related to refugee teachers (Crumpton, 2023). Efforts to increase the availability of data on refugee teachers may also be observed in Chad, where refugee community teachers have been included in the national database of the MENPC following advocacy by UNHCR and partners (UN TES, 2022).

In addition to data on the proportion of certified teachers in schools attended by refugees (e.g. in Chad, as noted above), data on the number of staff trained to meet the needs of refugee students may also serve as a reference for educational quality. In Jordan, the Jordan Response Plan (JRP) 2016-2018 highlighted that 521 school counsellors had received training from the MoE on delivering psychosocial support (MoPIC of Jordan, 2016). Where refugees are integrated into classes with national learners, data on teacher-student or classroom-student ratios may not differentiate between national and refugee students. However, where data is available to indicate how refugees have been integrated into classrooms (e.g. the number of refugee students in integrated or separate shift classes), this data may provide insight into the quality of education received by refugees. As noted above, 48% of Syrian refugees in Jordan attend double-shift schools, indicating that these students attend schools where educational quality has been observed to be lower, linked in part to high turnover among teachers in double-shift schools as a result of inadequate training and employment through temporary contracts (Human Rights Watch, 2020).

Beyond the quality of inputs, information on refugee learning outcomes is key to monitoring the effectiveness of interventions. However, recent research has found that limited data are available on the educational outcomes of refugees, including both foundational and non-foundational learning outcomes (UNHCR et al., 2022c). Where refugees are granted access to national learning assessments, such as end-of-cycle or leaving exams, some data may be available; however, reporting on aggregate results is often not made publicly available, and where it is, it does not consistently disaggregate to allow for refugee identification (see Access to transitions). By granting refugees access to national exams and ensuring that refugees can be identified within results, insights could be gained on how refugees are learning in comparison to national students. A promising example may be observed in Jordan, where the disaggregation of data on learning outcomes allows for insight into the quality of learning conditions for refugee students (see Box 6). The collection of data on literacy rates (e.g. through household surveys of the general population or of the refugee population) may also provide an indication of quality, particularly in protracted crises where a large proportion of the refugee population has attended school in the host country.

In addition to national data sources, international and regional learning assessments provide valuable information on learning outcomes. However, a review of indicators collected by these assessments found limited capacity for the collection of data on refugee learning outcomes (UIS and UNHCR, 2021).[21] Findings from recent quantitative research reiterates that the inclusion of refugees in international learning assessments, along with identification questions, would allow for a substantial increase in the availability of data on refugee learning (UNESCO, 2023c). In addition to the sources above, citizen-led initiatives may also provide insight into refugee learning outcomes. In Uganda, a 2018 pilot survey of the Uwezo assessment programme provided information on refugee learning outcomes in four provinces. Of students attending Grade 3 to Grade 7in government schools, 21% of refugee students demonstrated full literacy and numeracy competence, compared to 27% of non-refugee students (Uwezo, 2018).

Box 6. Jordan: Monitoring learning outcomes for Syrian refugees

The Jordan Compact (2016) and the JRP (2020) outline Jordan's commitment to expanding access to education for Syrian refugees. In line with these commitments, the Government of Jordan has adopted several policies aimed at enhancing the quality of learning conditions for refugees. This includes the 2016 National Human Resource Development Plan (NHRDP) for 2016–2025, which contains provisions to enhance the quality of education through improved school infrastructure and teacher training (National Committee for Human Resource Development, 2016). Moreover, the ESP 2018-2022 highlights key differences in learning conditions (and thus, outcomes) for Syrian students based on the school environment, with enrolment data presented by type of school: camp schools, regular schools, and double-shift schools (MoE of Jordan, 2018).

The Early Grade Reading and Mathematics Initiative (RAMP), managed by the MoE and funded by USAID and the Foreign, Commonwealth and Development Office (FCDO), has allowed for the production of datasets on student attainment through the Early Grade Reading Assessment (EGRA) and the Early Grade Mathematics Assessment (EGMA). Disaggregation of results by nationality and school type has allowed for insight into the learning outcomes of Syrian students enrolled in camp schools, double-shift schools, host community schools, and regular schools. In 2017-2018, students attending camp schools and second-shift schools scored significantly lower on the EGRA, with a proportion of correct answers of 19% and 29% respectively, compared to 39% in regular schools. While the difference was marginal for the EGMA, students in camp schools had the lowest performance of all groups, with 61% correct answers compared to 66% in regular schools (Delprato et al., 2020). These data reveal significant differences in the learning outcomes of refugees, in line with observations on the low quality of teaching in second-shift schools (Human Rights Watch, 2020). However, while the RAMP initiative offers a promising solution for monitoring refugee learning outcomes, it remains to be seen how this data has been used to inform policy-making processes to improve educational quality for refugee students.

21. Relevant international and regional learning assessments include the PISA, the Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA), Programme for the Analysis of Confemen Education Systems (PASEC), Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ), TERCE, and TIMSS. UNESCO-UIS and UNHCR (2021) reviewed 19 international learning assessments and instruments (including the 7 listed above), of which all of the 13 refugee-hosting countries reviewed in the paper participated in at least one.

Access to transitions

In addition to guaranteeing access to safe, quality education, national policy measures can ensure that refugees may access a continuum of learning through the entire education cycle. In the context of education, transitions may be defined as 'the flow of students between different stages in the school system: from one level to the next, between grades within a given level, and out of and back into schools' (World Bank, 2008, p. 7). Beyond granting refugees the right to education at all levels, policies can help ensure that refugees remain in school and continue to enrol in education from one year to the next. This includes overcoming common barriers to continuity, which may overlap with policies to promote attendance e.g. granting access to school feeding programmes and transportation or conducting advocacy with families and communities. Ensuring equal access to transitions may also require specific provisions to guarantee that refugees are promoted from one grade to the next. While in many education systems, teachers determine whether a student is prepared to progress to the next grade level, in other systems, a policy of automatic promotion may apply, in which all students are promoted regardless of their academic performance or mastery of the curriculum (IIEP–UNESCO, n.d.). While this report is not necessarily advocating for automatic promotion,[22] national policies that apply automatic promotion should ensure that refugee students are promoted on the same basis as nationals.

Beyond progression between grades, policy efforts may be directed at ensuring equal access to transitions from primary to secondary education. Representing a crucial phase of socio-emotional, physiological and cognitive development, ensuring access to this transition is crucial—and challenging—in host countries with high secondary out-of-school rates among the general population. In Pakistan, the gross enrolment rate drops from 95% at the primary level to less than half (45%) at the secondary level (UNESCO-UIS, 2021b). In Chad and Uganda, the difference is even starker; enrolment in primary education is universal or close to universal in both countries but drops to under a quarter at the secondary level (UNESCO-UIS, 2021a; 2021c). A review of the transition to secondary education for refugees in Ethiopia, Uganda, Egypt and Malaysia finds that a key challenge lies in restrictive policy and legal frameworks, notably where refugees are not granted the right to education at all levels or are denied freedom of movement (UNHCR, 2022b). Direct or indirect costs may also serve as a barrier, particularly where students are required to purchase a uniform or supplies or pay extra fees at the secondary level, as is the case in Uganda (ibid.). Where gender-specific risks impede refugee girls or boys from continuing their education at the secondary level, national policies and strategies may incorporate a stronger gender-specific focus in planning and budgeting. This may include legal protections for students who are pregnant or parents, strengthening the prevention of school-related gender-based violence (INEE, 2021), ensuring safe routes to school, or adopting interventions to prevent dropout due to early employment.

Where transitions are dependent on an assessment, e.g. where a primary leaving examination is required to advance to secondary education, policies may aim to ensure equal access for refugees. While access to transitional exams may be implicit within normative frameworks granting refugees access to the national education system, education authorities in charge of administering evaluations may aim to eliminate other barriers to access, e.g. by facilitating access to exam centres or waiving exam fees on the basis of need.[23] In Chad, efforts by the MENPC and UNHCR have aimed to expand access to the primary leaving exam for refugees by building exam centres near settlements (see Box 7). Other policies may aim to guarantee that refugees have equal chances to pass the exam by introducing adapted test-taking conditions, such as granting additional time, providing translated materials, or allowing students to use a dictionary (UNESCO, 2023b). In host countries where all refugees do not have equal access to legal status, policies may allow students in irregular status to register for exams using alternative forms of identification. For example, in Colombia, Venezuelan students in irregular status may register for the secondary leaving exam using the unique ID number issued to them during enrolment (see Certification of Learning).

22. Grade repetition is economically inefficient (as it requires additional resources to teach students who retake a grade) and has been linked to negative effects on achievement, leading some countries to adopt automatic promotion policies. However, automatic promotion has also been linked to a decrease in school expectations and lower levels of academic achievement. Ultimately, equal access and progression may be best ensured through policies that aim to provide quality learning opportunities to all students on an equitable basis (Brophy, 2006).
23. To ensure fairness and avoid creating bias in the system towards a particular group, policies should ensure that no group is given preferential treatment over another. Thus, measures such as fee waivers should be granted equally to refugee and host community students on the basis of need.

The collection of data on refugee transitions can help policy-makers determine whether refugees are advancing through all levels of education and tailor policies to ensure their educational continuity. This includes disaggregated data on promotion and retention rates, as well as data on exam results for transitional exams. Given that retention may be linked to factors of school safety, interoperability with data systems that measure school safety (such as information on school violence collected by reporting mechanisms) may help officials better monitor and prevent dropout before it happens. Given the gender-specific barriers to transitions, data should also be disaggregated by gender to allow for the monitoring of refugee boys and girls. Table 7 provides examples of measures to facilitate refugee transitions along with corresponding metrics.

Table 7. Policy-data outputs – Access to transitions

Policy measure	Description	Example of metric	Data source where typically collected
Promoting student retention	Policies to ensure continuity, e.g. granting access to school feeding programmes and transportation, conducting advocacy with families and communities	High promotion rate; increased retention rate	Administrative data; household surveys
Monitoring and preventing dropout	Interventions to prevent students at risk from dropping out, e.g. monitoring student attendance and conducting outreach to parents	Decrease in dropout rate; increase in survival or completion rate	Administrative data
Ensuring transition from primary to secondary education	Granting access to secondary education along with measures to ensure access, including freedom of movement, transportation, and waiving school fees	High or increased transition rate	Administrative data
Granting access to automatic promotion	Where a policy of automatic promotion is in place, granting refugees access on the same basis as nationals	Enrolment (by grade level)	Administrative data
Adapted conditions for leaving exams	Where end-of-cycle or leaving exams are required, granting adaptations for refugee students (e.g. additional time, language support, access to dictionaries)	Number of students passing exam	Examination results

Source: Authors' compilation based on a review of policies and data collection exercises

However, the availability of data on refugee transitions is limited. In countries with individual-level EMIS, information on retention and drop-out rates may be available through administrative data. In Ecuador, Venezuelan students have a lower promotion rate (89% compared to 96%) and a higher dropout rate (8% compared to 2%) in comparison to national rates (UN Stats, 2023). In the absence of data on promotion, transition, or completion rates, refugee enrolment rates at primary and secondary level may provide an indication of the proportion of refugee students who are transitioning from primary to secondary education. Nonetheless, aggregate data does not allow for an understanding of who is transitioning and why, limiting its usefulness for policy-making. Another means of measuring transitions is through household surveys, which often collect data on education levels or enrolment or attendance in the previous school year. While refugees may be included in these exercises, not all include refugee identification questions (UNESCO, 2023c), although some promising examples exist. The Jordan Population and Family Health Survey 2017-2018 collected information on education completion rates with disaggregation by nationality, revealing that the grade 7-10 completion rate for Syrians stood at 41.2% compared to 91.5% among Jordanian students (MoPIC of Jordan, 2020).

Where the transition from primary to secondary education is regulated by a terminal or leaving exam, exam results may provide insights into the number of refugees who qualify to advance to subsequent grade levels. However, in countries where primary exams are

compulsory, there is a general data gap on exam results (Rossiter and Konate, 2022) and, where data is available, it is often not disaggregated by protection status or nationality. In contexts where UNHCR plays a more prominent role in refugee education, data on exam results for refugees may be made available through UNHCR reporting, as in Uganda (see Appendix II) and Chad (see Box 7). More systematic disaggregation of data of exam results would help generate evidence and inform policies to guarantee refugee transitions throughout all levels.

Box 7. Chad: Tracking transitions between primary and secondary education

In Chad, refugees may access the basic education exam (Brevet d'Etude Fondamentale, BEF) at the end of Grade 8. Refugee students use their ProGres number to register for the exam, which is a requirement to enter upper secondary education. Since 2016, the MENPC, in collaboration with UNHCR, has taken proactive measures to establish nine supplementary BEF testing centres near refugee camps and settlements. These centres have been strategically established to facilitate access to the exam for refugee populations. As of 2020, efforts to increase access to testing centres have enabled 5,742 students to obtain their BEF, revealing the positive impact of this policy in ensuring a successful transition from primary to secondary education for refugees in Chad (UNHCR, 2020).

Through annual reports, UNHCR disseminates data collected by the Direction of Examinations and Competitions on the number of refugee students taking the BEF and their results, providing an indication of the number of refugee students who are eligible to transition to secondary education. Results are presented by gender and by zone and include comparisons with the previous year's scores (UNHCR, 2021a). Recent data reveals that students attending school in refugee camps receive higher scores on the BEF than the national average, attesting to the quality of education delivered by UNHCR and its partners (Khan, 2023a). In 2021, 84.8% of refugee students successfully completed the BEF, as compared to 74% nationally (UNHCR, 2021a).

Certification of learning

The ability to obtain certification of learning is essential to facilitate access to higher levels of education and may be required to ensure access to the labour market. Certification may be issued at the end of primary or lower secondary education, enabling students to progress to subsequent cycles, as well as at the end of secondary education, marking the completion of basic education and granting access to post-secondary education and training or employment opportunities. In contexts where certification of secondary education is dependent on the completion of a leaving exam, policies may be needed to guarantee that refugees are permitted to take the relevant exam and to ensure equal opportunities to complete the exam. For example, national policies may remove documentation requirements for exams, as in Colombia (see Box 8). In Chad, joint efforts by UNHCR and MENPC have aimed to expand access to the Baccalaureate and BEF exams by building exam centres in proximity to schools attended by refugees (UNHCR, 2020). Other measures implemented by education authorities or central examination boards may aim to ensure that refugees have equal opportunities to pass the exam by providing preparatory classes or introducing adapted test-taking conditions (UNESCO, 2023b).

Data on the completion of education cycles for refugee students can guide policy-makers in designing policies to ensure that refugees are able to progress throughout all levels of education and complete their studies. These data may also guide policy-makers in designing strategies to ensure post-secondary pathways for refugees, including further education and employment opportunities. Table 8 presents examples of policy measures related to certification and corresponding metrics.

Table 8. Policy-data outputs – Certification of learning

Policy measure	Description	Examples of metrics	Data source where typically collected
Flexible requirements for exam registration	Allowing registration with alternative documents or exempting refugees from documentation requirements	Increased number of refugee students taking the exam, by documentation type	Administrative data (e.g. information system of central examination board)
Adapted conditions for certification exams	Where completion of an exam is required, allowing adapted conditions (e.g. language support, access to dictionaries, additional time)	Increased number of refugee students passing exam, or exam results	Administrative data
Access to graduation	Allowing students to obtain diploma certifying completion of studies	Increased number of refugee students graduating and receiving certification	Administrative data

Source: Authors' compilation based on a review of policies and data collection exercises

Given limited capacity to capture individual-level administrative data in many host countries, data on the proportion of refugee students who successfully complete secondary education are limited. Where individual-level data are available, information on refugee trajectories may be available, including on matriculation. The results of refugee students in leaving exams may also provide insight into policies allowing students to validate their learning; however, these data are often not made publicly available. Nevertheless, some promising examples exist. In Chad, UNHCR publishes data on baccalaureate results for refugee students, revealing a success rate of 53.3% for refugees in 2021, compared to a national success rate of 46.3% (UNHCR, 2021a). Insight into certification of learning for Venezuelan students is also available in Colombia, where national exam results are linked to documentation type (see Box 8). In Uganda, ongoing EMIS reform will allow for individual tracking of students through a Learner Individual Number, which will be linked to refugee ID numbers for refugee students. EMIS is expected to be interoperable with information collected by Uganda's National Examination Board. This will allow exam results to be linked to individual student records, including for the Uganda Advanced Certificate of Education, which certifies the completion of upper secondary education (Crumpton, 2023).

Box 8. Colombia: Monitoring certification of learning by documentation type

In Colombia, the Saber 11 exam is a requirement for the completion of secondary education and enrolment in tertiary education. A series of resolutions issued by the Colombian Institute for Education Evaluation (ICFES) have granted all Venezuelans in Colombia access to the exam, regardless of legal status. Resolution 624 allows Venezuelans in irregular status to register for the exam and enter the exam centre using the unique ID number issued during enrolment, in lieu of a national ID. However, it also stipulates that these students must regularize their status in order to validate the exam and receive their results (ICFES, 2019).

Some data on exam results for Venezuelans is made available on the National Observatory for Migration (Observatorio Nacional de Migración, ONM), as well as through analyses published by the Inter-Agency Group for Mixed Migration Flows (GIFMM). The ICFES collects data on several variables, including socio-economic status, ethnicity, participation in alternative school schedules (e.g. morning or night classes), educational attainment of the student's parents, and access to the internet and a computer at home. Information on the type of document presented by students during the registration process is also collected, which provides insight into the extent to which students in irregular status are registering for the exam. In 2022, 6,765 Venezuelan students took the Saber 11, representing 36% of Venezuelans eligible to take the exam during that year. Of these students, 37% held irregular status, rendering them ineligible to certify their studies (GIFMM and R4V, 2023). Thus, although many undocumented Venezuelan students are accessing the Saber 11, the data reveal that a large portion is ineligible to certify their learning and graduate due to their irregular status.

Access to technical, vocational and tertiary education

Whether students have completed basic education prior to arrival or in the host country, the ability to access post-secondary opportunities is essential to prepare refugees for the future and equip them with the skills needed to achieve durable solutions. This includes technical and vocational education and training (TVET) and tertiary education, including university education. As noted above, the ability to obtain certification for the completion of secondary education is essential to ensure a smooth transition to post-secondary education. For TVET and university studies alike, freedom of movement is another critical precondition for access, as refugees with restricted mobility may be unable to travel to areas where post-secondary educational opportunities are available.

Inclusion in national TVET systems can help ensure access to skills development and successful transition to the labour market. Host governments can ensure the participation of refugees in TVET through legal provisions or through guidance issued by relevant authorities. A joint study conducted by UNHCR, the International Labour Organization (ILO), the German Agency for International Cooperation (GIZ), and Finn Church Aid reviewed the inclusion of refugees in formal TVET systems in Ethiopia, Jordan, Kenya, Sudan and Uganda. The study highlighted positive developments in Ethiopia, where the government has taken steps to increase access to TVET in line with commitments made at the 2019 Global Refugee Forum and, in the recently adopted Refugee Proclamation (2019), to expand out-of-camp policies and improve access to employment (UNHCR et al., 2021). An important consideration for TVET is the issuance of work permits that allow refugees to engage in practical experience such as apprenticeships, which are often a required component of training. While in some contexts, refugees may be granted a legal status that permits access to the labour market, other contexts may require ensuring that refugees enrolled in TVET are able to participate in activities (see Local Integration).

In some cases, the right to tertiary education is guaranteed by national legal and policy frameworks. For example, in Chad, the national asylum law grants refugees the right to tuition-free education at the tertiary level on the same terms as nationals (Government of Chad, 2020). In Colombia, Resolution 971 guarantees the right to higher education and technical training for Venezuelans who have been granted PPT status (Migración Colombia, 2021). However, in the latter case, unequal access to documentation limits the applicability of this right. Given that Venezuelans in irregular status are unable to validate the completion of secondary education, access remains limited to those in regular status who have validated their studies and are able to obtain PPT status or another form of documentation. As at other levels of education, policies may facilitate the registration process and address barriers to access by creating flexible admission requirements, accepting alternative identity documents, and easing procedures for recognition of prior learning (IIEP–UNESCO and UNHCR, 2022). Other policies may introduce orientation or mentoring programmes for refugees to ensure smooth integration into the university environment. Given that refugees often encounter language barriers – both where the national language differs from the language spoken by refugees, and where the language of instruction at tertiary level differs from the national language –[24] the provision of preparatory or language support classes may also be of value.

Given the high costs of post-secondary education, national policies may aim to lower the fees paid by refugees or facilitate access to funding opportunities, including grants, loans, and scholarships. Advocacy efforts by UNHCR in Jordan have led to the development of Memoranda of Understanding (MoUs) with public universities to reduce the fees paid by refugee students to match those paid by Jordanian students in parallel programmes (Khan, 2023b). In contexts where national funding is limited, scholarship opportunities offered by partners and donors can help cover the costs of tuition and provide support to refugees. Managed by UNHCR and financed largely by the German Government, the Albert Einstein German Academic Refugee Initiative Fund (DAFI) scholarship covers registration and tuition fees, accommodation, and other allowances for undergraduate students who lack other means of support to attend university (UNHCR, 2021b). Where higher education opportunities are limited in the host country, scholarships for tertiary education in a third country may offer the most

24. In Jordan, English language requirements at Jordanian universities have been noted as a barrier to access for Syrian refugees due to lower proficiency levels in English (IE Med, 2019).

viable solution for the continuation of studies. This is particularly relevant for refugees hosted in countries with low tertiary enrolment among the general population; in Uganda, only 5% of youth are enrolled in higher education, while in Chad, the gross enrolment rate is under 4% (UIS, 2021c; 2021a).

A crucial policy area related to post-secondary education and training is the recognition of prior qualifications. Refugees who have completed studies prior to arrival in the host country often face obstacles to obtaining recognition of their prior learning or professional experiences, which may hinder access to continued education, training, or employment opportunities (UNESCO et al., 2018). In line with global and regional conventions related to recognition, host governments may enact policies or guidelines to facilitate recognition, including waiving fees for recognition procedures or allowing for adapted procedures when documentation is missing (ibid.). Standardized documents such as the European Qualifications Passport for Refugees and the UNESCO Qualifications Passport (see Box 9) provide an innovative solution to overcome obstacles through the issuance of a document certifying prior learning and qualifications. Another solution for flexible pathways to post-secondary opportunities lies in micro-credentials, which can provide a record of achievement verifying 'what the learner knows, understands, or can do,' based on pre-defined standards (IIEP–UNESCO, 2023a). Given the diverse backgrounds of refugee learners, the use of micro-credentials offers a promising example of how education systems can adapt to meet the needs of refugees (ibid.).

Box 9: UNESCO Qualifications Passport

The UNESCO Qualifications Passport (UQP) programme, created in 2019, offers an innovative solution to provide recognition of academic and professional qualifications for refugees who have completed or partially completed their education at a secondary level or higher prior to arrival in the host country. Following an assessment of available documentation and a structured interview, UQP participants are issued with an official document validating their educational level, employment experience, and language proficiency, along with information to guide their next steps. Once issued, the passport is valid for five years, during which time participants are empowered to take steps to secure employment, continue their studies, strengthen their language skills, or receive formal recognition of their credentials by the authority in charge of credential recognition (UNESCO, 2020).

Lead by UNESCO in cooperation with national higher education authorities, and in collaboration with the Council of Europe and UNHCR, the UQP programme is currently active in 4 countries, and many others have expressed interest in joining. As of 2023, 62 applicants have been issued with passports, opening pathways to employment opportunities and further studies.

Source: Data on 2023 operations provided by UNESCO colleagues based on internal records.

Table 9. Policy-data outputs – Access to technical, vocational and tertiary education

Policy measures	Description	Examples of metrics	Data source where typically collected
Equal opportunity admissions for tertiary education	Granting refugees access to tertiary admissions through the same procedure as domestic students	Enrolment of refugees in tertiary education; employment outcomes	Administrative data; employment registries; household surveys
Equal access to formal TVET	Granting refugees access to formal TVET on equal terms with domestic students	Enrolment of refugees in formal TVET; employment outcomes	Administrative data; employment registries; household surveys
Access to financing	Allowing refugees to benefit from federal funding opportunities on the same basis as nationals or to apply for special scholarships for refugees (in some cases for specific areas of study, e.g. medicine)	Number of students receiving funding (e.g. through scholarships for specific areas of study); completion rates	Administrative data; humanitarian/ development project data
Facilitating transitions and ensuring quality learning	Organizing counselling, orientation activities, or mentoring to facilitate integration	Number of refugee students benefiting from support services; completion rates; learning outcomes; employment outcomes	Administrative data; learning assessment results; employment registries; household surveys
Recognition of qualifications	Facilitating procedures for recognition of foreign degrees or qualifications (e.g. waiving fees for recognition procedures or adapting requirements)	Number of individuals granted recognition of qualifications	Administrative data; humanitarian/ development project data

Source: Authors' compilation based on a review of policies and data collection exercises

Monitoring the participation of refugees in technical, vocational and tertiary education requires data on enrolment in which refugees can be identified and distinguished from other non-national students (particularly where the nationalities of refugees may overlap with those of international students), as well as on the availability of financing, access to support services, and recognition of qualifications. This may be provided by administrative data collected through higher education or TVET information systems or through the information systems of the credential recognition authority, which often function separately from EMIS. Information on current labour market needs may help align decision-making processes with economic trends and employment opportunities. Examples of policy measures and corresponding metrics are provided in Table 9.

As at other levels, the inclusion of refugees in data measuring access to higher education is fairly limited (although the number of data collection exercises targeting refugees included in UNESCO's review is higher than those targeting the general population) (UNESCO, 2023c). In some cases, national education authorities responsible for TVET or tertiary education collect enrolment data disaggregated by nationality or documentation type. A promising example may be observed in Colombia, where the ONM publishes data on the participation of Venezuelan students in post-secondary education, along with information on type of institution (public or private) and area of study. In 2021, 7,007 Venezuelan students were enrolled in higher education in Colombia, including 4,148 students in university studies and 232 students in professional technical training programmes. The portal also presents data on the results of Venezuelan students on standardized higher education assessments: the Saber PRO, which evaluates the competencies of students enrolled in university programmes, and the Saber TyT, which evaluates students enrolled in professional technical and technological programmes (DNP, 2023a). Another promising example on the collection of data on higher education can be seen in Ecuador (see Box 10).

Data collected by UNHCR may also provide insights into tertiary enrolment of refugees. In Chad, UNHCR data indicate a gross enrolment rate of 0.8% in tertiary education for refugees, compared to a national rate of 3.3% (UNHCR, 2022a). Furthermore, where refugees are granted access to external funding opportunities, partners or donors may collect data on refugee students benefiting from scholarships or grants. For example, UNHCR collects data on DAFI scholarship recipients, presented in annual reports and Education Dashboards. As of 2021, DAFI scholarships were supporting over 8,300 refugee youth to pursue higher education opportunities

in 55 host countries (UNHCR, 2021b). In terms of linkages between educational level and employment, results from a nationally representative survey in Ecuador indicate that despite high educational attainment of Venezuelan refugees and migrants, many are employed in low-skilled sectors, underscoring a need for policy efforts to facilitate greater access to recognition procedures (Olivieri et al., 2020).

Box 10: Ecuador: Tracking access to higher education and recognition for Venezuelans

In Ecuador, the Constitution grants universal and free public education at all levels, up to and including post-secondary undergraduate education (Government of Ecuador, 2008). The Organic Law on Higher Education further reaffirms that higher education is a right and a public good (ibid., 2018). Nonetheless, access is limited to individuals in regular status. Given that many Venezuelans are unable to access regularization measures, a significant proportion of the Venezuelan population is ineligible to continue their studies at the tertiary level. Guidance issued by the Secretary for Higher Education, Science, Technology, and Innovation (Senescyt) states that foreign citizens may access the registration form for the 2023 admission cycle only if they meet the following requirements:

1. Their situation in the country is regularized before the Ministry of Foreign Affairs and Human Mobility (MREMH);
2. They have a passport with a visa valid through December 2023; and
3. They hold a high school diploma approved by MINEDUC (Senescyt, 2023).

Nonetheless, Senescyt collects and disseminates some data on the participation of Venezuelan students in higher education. The Portal for Higher Education Statistics and Indicators includes dashboards on matriculation, teaching staff, scholarships, and degrees awarded by year. While the matriculation dashboard does not disaggregate by nationality, the dashboard on degrees awarded includes both national degrees and foreign degrees recognized in Ecuador, with country of nationality of recipients available for both. This allows for insight into the participation of Venezuelan students in higher education, as well as an indication of the number of Venezuelans who have obtained recognition of their degrees. In 2022, 294 degrees were awarded to Venezuelan students, including degrees awarded by technical and technological institutions, universities, and polytechnical schools. The most common areas of study among Venezuelans were social sciences, journalism, information and law (67); administration (54); and education (34). In the same year, Senescyt granted 755 Venezuelans recognition of their foreign degrees, of which the majority (723) were obtained in Venezuela. The most common degrees recognized for Venezuelans were in the areas of health and well-being (265) and education (139) (Senescyt, n.d.).

Local integration and durable solutions

Beyond documentation and education, national governance frameworks determine the extent to which refugees can access durable solutions within the host country. Regulatory frameworks that enable socio-economic integration can help refugees achieve self-reliance, build resilience, and navigate uncertainty over the medium- to long-term. Furthermore, policies that enable local integration can help refugee families provide a safe home environment for children and better prioritize education – for example, by ensuring that families can cover the costs of education and reducing the need to rely on financial contributions from children. An essential condition for integration is freedom of movement and residence. In the absence of this freedom – e.g. where refugees are limited to residing in camps or settlements – refugees are restricted in the full exercise of their rights. As stated by UNHCR's Policy on Alternatives to Camps, encampment policies impact refugees' sense of dignity and independence and limit their ability to 'make meaningful choices about their lives' (UNHCR, 2014b, p. 4). Legal protections granting freedom of movement allow refugees to pursue better opportunities for livelihoods, for example, by relocating to urban areas where employment and services are more widely available.

Beyond freedom of movement, legislation that grants refugees the right to work and to access labour protections is vital for local integration. The right to work may be enshrined in the national refugee law, as in Uganda, where refugees are granted the right to engage in gainful employment based on the most favourable treatment granted to non-nationals in similar circumstances and exempts them from paying charges usually imposed on non-nationals (Government of Uganda, 2010). Beyond granting the right to work, host countries may ensure access to full and productive employment by lifting restrictions on sectors, working hours, or other limitations placed on non-nationals (UNHCR, 2021c). In Colombia, PPT holders are permitted to exercise any legal activity or occupation for the duration of protection (Ministry of Foreign Affairs of Colombia, 2021).

Nonetheless, a review of de jure and de facto[25] work rights in 51 countries hosting the majority of the world's refugees finds that over half of refugees face barriers to employment in their host country (Ginn et al., 2022). National frameworks for refugee recognition and documentation are closely linked to labour market access. Where refugees have no pathway to obtain legal status, the right to work is not granted – although in some cases, refugees may be treated as migrant workers. In other countries, refugees may be limited to working in certain sectors. For example, in Jordan, recognized refugees may engage in activities or occupations designated by the Ministry of Labour, which are largely limited to low-skilled sectors such as construction, agriculture, and manufacturing (see Appendix II). As a result of restrictive policies, as well as high levels of informality in many host countries, many refugees are limited to seeking employment in the informal sector, where they often fall outside the scope of legal enforcement and are subject to exploitation and abuse (Ginn et al., 2022).

Beyond the right to move freely and engage in employment, the ability to access a permanent legal status provides refugees with long-term stability and the ability to participate fully in society. While this may be achieved through naturalization or another form of permanent status with corresponding rights, the 1951 Convention reaffirms that governments should expedite and reduce the costs of naturalization for refugees. A 2022 review of national legal frameworks found that some countries have taken steps to facilitate access for refugees, e.g. by shortening residence requirements (KNOMAD, 2022). Nonetheless, naturalization laws often mandate a minimum duration of residence and a proof of integration into the host society, which may hinder access for refugees. For example, in Chad, refugees of African descent are eligible for citizenship after 15 years of residence, and must prove assimilation into the community, demonstrate good conduct and morals, and prove that they are treated as Chadian by others and by national authorities (Presidency of the Republic of Chad, 1962; Manby, 2010). A promising practice may be observed in Colombia, where Decree 216 reaffirms that by 2031, Venezuelans who have been issued a PPT may accumulate the required 10 years of legal presence to apply for a permanent residence visa, allowing them to stay indefinitely in the territory (Ministry of Foreign Affairs of Colombia, 2021).

Where available, data on freedom of movement and labour market participation may provide insight into whether policies that promote inclusion – in basic education, post-secondary education and training opportunities, and the labour market – effectively enable socio-economic integration. Data on the number of refugees accessing durable solutions in the form of naturalization, repatriation, or resettlement can also help inform policy-making efforts. Table 10 provides examples of integration policy measures and metrics.

25. As established by law and as occurring in reality, respectively.

Table 10. Policy-data outputs – Local integration

Policy measure	Description	Examples of metrics	Data source where typically collected
Freedom of movement	Refugees may move and establish residence throughout the territory	Registration by district; place of residence	Refugee registration systems
Right to work	Granting refugees the right to work and access to labour protections	Increased labour market participation rate; increased rates of formality; higher average wages	Public employment registries; household surveys
Access to citizenship	Granting access to naturalization process	Number of refugees granted citizenship through naturalization	Immigration records; population and census bureau databases

Source: Authors' compilation based on a review of policies and data collection exercises

Across these elements, data remain limited. However, some promising practices on employment statistics exist, particularly where individual-level data on refugees are collected. Registration with public employment services may provide data on refugee employment and financial support (OECD, 2023), although gaps occur where refugees enjoy the right to work without prior registration. In Colombia, the ONM collates data from the Unique Registry of Foreign Workers, the Public Employment Service, and the National Learning Service to provide an overview of the participation of Venezuelans in the labour market (DNP, 2023b). Furthermore, the National Administrative Department of Statistics collects data through the Great Integrated Household Survey. Survey data from 2022 reveal that, in comparison to the national population, Venezuelans are more likely to be unemployed (22% compared to 11%) and to engage in informal employment (51% compared to 44%) (UNHCR, 2023c; Bahar et al., 2022).

Information on labour market participation may also be achieved through the inclusion of refugees in data sources that capture employment status and participation of the general population, such as household surveys. In Chad, a representative sample of refugee households was included in the Survey on Household Consumption and the Informal Sector in Chad (ECOSIT4) in 2018-2019, revealing high participation in unskilled work (50% and 54% for Sudanese and Central African refugees respectively, compared to 24% of Chadians) (Nguyen et al., 2021). In some contexts, partners play a key role in collecting and disseminating data on refugee employment. In Jordan, a 2021 report conducted by the ILO analyzed the impact of work permits for Syrian refugees based on survey data, finding that only 23% of employed Syrians held a valid work permit in 2020, with the lowest wages pre-COVID reported for Syrians without a valid work permit (as compared to Syrians holding a work permit and Jordanians) (ILO, 2021). Statistics on naturalization are limited. Where countries collect data on the acquisition of citizenship through naturalization, figures often do not differentiate between refugees and other non-nationals. Available data reveal that naturalization rates for refugees are relatively low, and many refugees who succeed in gaining permanent residence live in high-income countries, such as the Netherlands and Canada (UNHCR, 2023e). Overall, information on durable solutions is limited, underscoring the need for improved efforts to ensure refugees are included and identifiable in data sources.

Enabling and constraining factors for inclusion in policy and data

Case study research in Chad, Colombia, Ecuador, Jordan, Pakistan, Peru, and Uganda reveals several factors enabling the inclusion of refugees in national education systems from a policy and data standpoint, as well as factors that have restricted progress towards inclusion. Cutting across aspects of documentation, education, and local integration, the elements outlined below play a key role in shaping national responses to large-scale displacement, comprising both external factors linked to international and regional influence and internal factors linked to processes occurring within the country. These factors may be grouped into five categories: political will, inter-agency coordination, capacity of national education systems, financing, and international cooperation.

Political will

In several countries, political will to receive and offer protection to refugees was observed as a key factor shaping the development of inclusive education responses, in line with commitments under international refugee law and global frameworks for refugee protection.

✓ **Strong political will shapes the development of governance frameworks to protect the rights of refugees, which may in turn enable countries to develop inclusive education responses.** This includes granting refugees a secure and stable legal status and ensuring access to education at all levels. In Uganda, strong political will was identified as a factor enabling an inclusive approach to refugee education, underpinned by the country's long history of hosting refugees (Crumpton, 2023). Likewise, in Chad, political and public support for refugees were highlighted as factors enabling inclusion at all levels of education. Key informants indicated that the adoption and implementation of inclusive policies is facilitated by linguistic and cultural ties between refugees and the national population, as well as the fact that officials who were formerly refugees in neighbouring countries now play a role in decision-making processes (Khan, 2023a).

✓ **Where national refugee responses are backed by political will, they are more likely to go beyond meeting the immediate needs of refugees to provide for long-term solutions.** In Colombia, the creation of the Temporary Statute of Protection for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos, ETPV) signaled an important shift in the national policy response. By granting beneficiaries ten-year residence, the ETPV has been recognized as a progressive measure to facilitate socio-economic integration and pave the way towards long-term solutions for Venezuelans (UNHCR and IOM, 2021). Once fully implemented, the ETPV is expected to remove existing barriers to certification and higher education currently faced by Venezuelans in irregular status. Nonetheless, beyond legal commitments, sustained political will is needed to ensure that legislation is applied in practice.

In the absence of underlying political will to protect and offer long-term solutions in contexts of mass displacement, normative frameworks may fall short of meeting refugees' needs.

✗ An absence of political will may result in exclusionary policies that bar refugees from accessing documentation, enrolling in schools, certifying their studies, or participating in the labour market. In countries that are not signatory to the 1951 Convention, a lack of national refugee legislation or clear procedures for recognition may prevent refugees from obtaining a secure legal status, impacting their ability to participate fully in education. In Pakistan, most Afghans who are not registered with UNHCR remain undocumented, impeding their access to higher education. Moreover, registered and unregistered refugees in Pakistan are barred from accessing the labour market. From the demand side, barriers to progression through the education cycle or access to the labour market may disincentivize participation in the national education system if refugees perceive low returns on education. In Jordan, low participation in tertiary education may be explained by the fact that refugees are not permitted to work in many sectors, and that where job opportunities do exist, the cost of acquiring a work permit is often prohibitive (UNHCR et al., 2022a). Likewise, from the supply side, a lack of clarity among stakeholders about whether higher education should prepare Syrian students to participate in Jordanian society, to contribute to the Syrian community in Jordan, or to rebuild post-war in their home country, has been identified as a barrier to the formulation of inclusive policies (Al-Hawamdeh and El-Ghali, 2017).

✗ **A lack of sustained political will creates ambiguity in how protection is offered to refugees, hindering efforts towards inclusion.** Evidence suggests that leftist government ideology and regional economic migration enabled the adoption of liberal refugee laws in Latin America (Hammoud-Gallego and Freier, 2023). However, prior to 2015, few Latin American countries had experience with mass displacement. In response to Venezuelan displacement, a lack of political will to use these expansive legal frameworks for refugee protection resulted in the adoption of temporary regularization measures, which provide a weaker form of protection than refugee status and are dependent on sustained political support. The decision to use alternative forms of protection may be explained by countries perceiving a high political cost of using a *prima facie* approach (Freier et al., 2022). As a result, national responses have been shaped by shifting political dynamics and public sentiment, as in Peru, where high government turnover and waves of xenophobia have impeded the development of inclusive policies to meet the long-term needs of Venezuelans (Lobos, 2023c).

✗ **Limitations in national refugee governance frameworks may also hinder the inclusion of refugees in data systems.** In several countries, a significant proportion of refugee children remain without regular status or legal documentation, impacting their ability to access all levels of education and their inclusion in data sources. In Jordan, many Syrian refugees remain undocumented and are not reflected in estimates of out-of-school children or enrolment rates (Khan, 2023b). In Pakistan, unequal access to documentation creates challenges in monitoring the participation of refugees in formal education. While UNHCR collects some data on refugee education, enrolment rates only cover refugees holding UNHCR registration cards, thus excluding Afghans who are unregistered or hold other forms of status (Khan, 2023c). A lack of political commitment shapes not only the development of inclusive policies, but also the extent to which accurate data may be collected.

Inter-agency coordination

Strong coordination between national agencies working on refugee education, as well as between national and subnational levels of government, have enabled greater inclusion.

✓ **Coordination between sectors is essential to ensure coherent policy responses that meet the holistic needs of refugees.** In Colombia, strong intersectoral coordination has enabled the development of a unified response, outlined in public policy strategies issued by the National Council for Economic and Social Policy (CONPES). In 2018, CONPES 3950 aimed to harmonize the national response to Venezuelan displacement and enable medium-term solutions. It also led to the development of the ONM, which gathers information provided by agencies to present statistics on the participation of Venezuelans in education, health, social services, employment, and family welfare on one unified platform to facilitate evidence-based decision-making (Lobos, 2023a).

✓ **In addition to coordination between sectors, the engagement of national and subnational education authorities has enabled greater inclusion of refugees in national schools.** In Chad, key informants noted that the engagement of decentralized education authorities in policy implementation played a key role in promoting the use of the national curriculum in refugee schools, notably through advocacy efforts led by local-level technical staff with camp officials and community members (Khan, 2023a).

In the absence of adequate coordination between sectors and levels of government, efforts towards policy and data inclusion may be hindered.

✗ **In several countries, a lack of data-sharing and interoperability between data systems have been highlighted as key barriers.** Even where capacity for data collection is high, data may be underutilized if they are not adequately shared between stakeholders. For example, in Peru, MINEDU's data system lacks the capacity for interoperability with the data systems of the civil registration office for migration. The same is true in Ecuador, where a lack of data sharing between agencies has been identified as a barrier to identifying Venezuelans in irregular status who are not enrolled in the national education system (Lobos, 2023b). Key informants in Colombia and Peru highlighted a need for greater coordination between education and migration actors to ensure that all Venezuelan children and youth, including out-of-school children, are accounted for (Lobos, 2023a; 2023c).

✗ **Insufficient coordination between national and subnational levels of government may lead to unequal policy implementation and create gaps in data collection efforts.** Prior to EMIS reform in Uganda, challenges in data collection arose from a lack of coordination between central and district levels. Partner evaluations highlighted the standalone nature of central and district-level M&E systems, where the fragmentation of processes impeded systematic reporting of refugee data (Brown et al., 2020). Nonetheless, ongoing EMIS reform is expected to strengthen the flow of information between levels, including through the integration of TMIS to improve teacher management, which may help reduce overcrowding in refugee classrooms (Crumpton, 2023).

Capacity of national education systems

A high level of capacity within the national education system has been identified as an enabling factor for inclusion. Beyond technical capacity and human and financial resources, capacity for inclusion may be gained through prior experience receiving large-scale displaced populations.

✓ **In contexts where host countries are adequately prepared to accommodate large influxes of refugees, the adoption of inclusive policies is more feasible.** Even where technical capacity or resources are low, prior refugee experience may enable authorities to better respond to large-scale displacement. Despite challenges related to educational quality, Jordan's activation of the double-shift system, initially used to accommodate Palestinian refugees in the 1960s, has enabled the inclusion of Syrian refugees in formal education (Khan, 2023b)..

✓ **Capacity related to the collection, treatment, and analysis of data has also been identified as a factor enabling greater data inclusion.** In Colombia, Ecuador, and Peru, technical capacity to collect data disaggregated by nationality or country of origin and the creation of unique temporary codes for children without documentation has enabled the inclusion of all Venezuelan students in data collection efforts. In Peru, MINEDU has taken steps to reinforce its technical capacity for data collection and use by recruiting experienced personnel (Lobos, 2023c). Moreover, in Ecuador, key informants noted that the centralized capacity of MINEDUC has enabled the uniform adoption of policies throughout the country, informed by timely and reliable data (Lobos, 2023b).

✓ **High levels of capacity at subnational levels have also been identified as a factor enabling the operationalization of inclusive policies.** For example, in Colombia, the high capacity of district-level Secretariats of Education in Bogotá and Medellín has enabled officials to contextualize national policies within the local context and develop inclusive measures for Venezuelans through district-led planning and programming (Lobos, 2023a). Likewise, in Pakistan, local education authorities in Balochistan have introduced measures in education sector planning to provide Afghan refugees with textbooks in Pashto and Dari (Khan, 2023c).

Low capacity among national actors may hinder efforts towards policy and data inclusion.

✗ **Where countries face obstacles in delivering quality education to the general population, their ability to offer quality education to refugees may be impacted.** In Chad, human and financial resource constraints in the education sector impact educational quality, with teacher salaries largely covered by communities and parent-teacher associations. As a result of low national capacity for education service delivery, national education authorities are unable to guarantee quality education for refugee populations alone and rely heavily on partner and donor support (Khan, 2023a).

✗ **Likewise, in countries with low data capacity, a lack of education data for the general population has been identified as a barrier to the inclusion of refugee data.** In Chad and Pakistan, national education data systems are paper-based and lack the ability to track learners on an individual basis. Given that data collection exercises collect limited information on refugee education, national education authorities in Chad rely largely on data collected by UNHCR to inform decision-making processes (Khan, 2023a). In Pakistan, key stakeholders indicated that the national education data system faces resource and capacity constraints, and that the data collected are largely limited to access indicators, with limited capacity to collect information on educational quality (Khan, 2023c). Even where refugees are included and identifiable in education data, low capacity for data analysis and human resource constraints may hinder the uptake of data into decision-making processes.

Financing

A key factor enabling inclusion across countries is the allocation of adequate financing to support inclusive measures, both from domestic and international sources.

✓ **Where host countries allocate more resources to refugee education, efforts towards inclusion have been observed to be effective.** In Colombia, the high proportion of GDP allocated to education has enabled the inclusion of Venezuelans in national schools, although some challenges remain (Burde et al., 2023). While high demand has placed pressure on areas hosting large refugee populations (ibid.), recent research shows that the long-term economic benefits of integrating Venezuelans may outweigh the short-term costs of inclusion (Rossiasco and de Narvaez, 2023). While increasing government spending by an estimated 0.4% to 0.5% annually in the short-term, socio-economic integration of Venezuelans has the potential to increase growth by 0.7% to 0.9% over the medium- to long-term, primarily as a result of contributions to the labour market (ibid.). In order to facilitate integration, Colombia has introduced legislation granting access to regularization and the ability to participate in national services. In contexts where domestic resources drive policy implementation, governments may recognize the development opportunity posed by integration and enact frameworks that allow for the mitigation of short-term costs in the long-term.

✓ **Donor support has also been identified as a factor enabling greater inclusion in policy and planning efforts.** This is the case in Jordan, which has received support from international donors to advance policy commitments to include Syrian refugees in formal education. The Jordan Compact generated funding from humanitarian and development actors, delivered through multiyear grants and concessional loans, to be used by the government to improve access to education and employment for Syrian refugees. With a stated goal of using Syrian displacement as a development opportunity, the scale of funding generated through the Compact has been identified as a key factor enabling an inclusive policy environment for refugee education in Jordan (Barbelet et al., 2018).

✓ **The ability to mobilize resources from donors through inclusive policies and planning has also been noted as a factor motivating inclusive measures**. In Chad, key informants indicated that the government's willingness to accept refugees may be linked to a desire to remain visible on global platforms (Khan, 2023a). Chad has relied heavily on financial support from donors to operationalize inclusive policies, including through projects to strengthen the general quality of education. This includes funding from the Global Partnership for Education (GPE) to cover the costs of the Interim Education Plan for 2018-2020, which included targets to increase access to education for refugees and to improve national EMIS. Support was provided by the World Bank's Refugees and Host Communities Support Project for the implementation of the 2020 Asylum Law. Chad has also received funding through the World Bank's Window for Host Communities and Refugees under the International Development Association, which requires eligible countries to have legal frameworks and strategies for long-term solutions in place (World Bank, 2018). Key informants in Chad also noted the importance of ensuring that donor interventions reach host communities to ensure that they benefit equally and to foster continued acceptance of refugee inclusion (Khan, 2023a).

✓ **In addition to enabling policy inclusion, donors play a key role in supporting inclusive data collection efforts.** In 2018 and 2022, the National Institute of Statistics and Information of Peru (INEI) administered the Survey Directed to the Venezuelan Population Residing in Peru (Encuesta Dirigida a la Población Venezolana que Reside en el País, ENPOVE) with financing and support from the World Bank, UNHCR, IOM, the United Nations Population Fund, and UNICEF. The survey collects detailed information on the education and employment status of Venezuelan refugees and migrants, with a stated goal of supporting policy-makers and partners to effectively formulate, monitor, and evaluate policies and programmes (INEI, 2019). In Pakistan, support from GIZ was identified as a factor enabling improved data collection on Afghan refugees. In response to a need for better data to implement a project aimed at strengthening education services, a household survey collecting socio-economic information on Afghan families was developed to better identify and characterize the target population (Khan, 2023c).

Conversely, a lack of predictable and sustained financing may impede efforts towards inclusion.

✗ **With the majority of refugees hosted in low- and middle-income countries (UNHCR, n.d.b), international support is essential to strengthen education systems and enable host countries to deliver on inclusive policies – yet this support often falls short.** Estimates suggest that US$4.85 billion annually is needed to educate refugees in host countries, with a significant proportion coming from external sources (World Bank and UNHCR, 2021). Unequal prioritization of crises may result in disproportionate allocation of funding, hindering efforts towards inclusion. Despite the similar magnitude of displacement from the Syrian Arab Republic and Venezuela, LAC countries hosting Venezuelans have received a fraction of the international assistance dedicated to countries hosting Syrian refugees (Bahar and Dooley, 2021). Insufficient levels of funding also impact the safety and quality of refugee education. In Uganda, a funding gap of US$43 million for refugee education has resulted in overcrowded classrooms with high student-teacher ratios and inadequate infrastructure, impeding the provision of safe, quality learning conditions for refugees (UNHCR, 2022c).

✗ **Moreover, a lack of data on refugee education expenditures creates additional challenges for governments and partners in evaluating the effectiveness of policies (Burde et al., 2023).** Data on the specific breakdowns of government expenditures on education in emergencies are limited (Nicolai and Hine, 2015). This data gap also extends to implementation costs for education responses funded and administered by UNHCR and other international partners (Burde et al., 2023). For non-basic levels of education, including ECCE, the gap is even wider due to a lack of shared methodology for financial reporting, creating further challenges for decision-makers (Moving Minds Alliance, 2020). An absence of clear targets for financing and planning for resource mobilization, along with a lack of coordination among donors, create additional challenges in closing the financing gap (Save the Children, 2023).

International cooperation

Cooperation with international partners has enabled greater inclusion of refugees in education policy and data systems.

✓ **The engagement of UNHCR in advocacy and roll-out of inclusive policies and data collection efforts has been identified as a key enabling factor.** In Chad, UNHCR has played a key role in advocating for inclusion and facilitating policy implementation to guarantee access at all levels, including through advocacy with the National Office for Examinations to ensure access to national exams, and the development of MoUs with public universities to provide reduced or free tuition to refugees. The latter was a critical measure to ensure access to tertiary education for refugees prior to enactment of the 2020 Asylum Law, which enshrined the right in law (Khan, 2023a). Similarly, UNHCR's role in formulating MoUs with public universities in Jordan to reduce tuition fees for Syrian refugees has been pivotal in expanding equitable access to higher education (Khan, 2023b). A collaborative relationship with UNHCR has also enabled greater data collection efforts in Pakistan, notably through the mapping of school facilities carried out by UNHCR in and around Afghan refugee villages, which provided the government and donors with disaggregated data on refugees and their educational needs (Khan, 2023c).

✓ **Participation in regional coordination mechanisms has also been observed as a factor enabling greater inclusion**. In LAC, the Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela (R4V) has played a key role in shaping national responses to Venezuelan displacement. In Peru, the engagement of MINEDU as co-lead of the education subgroup of the Peruvian Working Group for Refugees and Migrants (GTRM) has been noted as an important factor contributing to the formulation of inclusive policies (Lobos, 2023c). Furthermore, across LAC countries, coordination between national Ministries of Education and R4V has allowed for greater dissemination of refugee education data through R4V platforms.

✓ **International partnerships have enabled greater availability of data on refugee education and learning outcomes, which may be used to inform evidence-based policy-making.** In Jordan, the RAMP Initiative was launched in 2015 with support from USAID and FCDO. National surveys have included samples of schools attended by refugee students, allowing for insight into the correlation between school type (integrated schools, second shift, and camp schools) and learning outcomes (Delprato et al., 2020).

Where international support is lacking, countries may face challenges in successfully implementing inclusive policies and data collection efforts.

✗ **Strong partnerships are only possible with donor support, which currently falls short of required levels.** As of 2022, the needs-based budget for UNHCR surpassed US$10 billion, with the underfunding rate in 2021 at its highest rate since 2015 (UNHCR, 2022c). Underfunding of UNHCR's operations directly impacts the extent to which assistance can be provided to host countries in need of critical support – including for the implementation of inclusive education responses. This critical gap underscores the need for more coordinated support from the international community to ensure equitable responsibility-sharing for refugee education.

Key recommendations

To host governments

Develop comprehensive laws and policies to meet the holistic needs of refugee learners, backed by strong coordination between sectors and levels.

- Achieving meaningful inclusion begins with granting access to a protection status that provides refugees with security for the duration of displacement and a full range of rights and benefits as accorded by the 1951 Convention, including access to education, employment, and housing. This may require strengthening national asylum systems or developing alternative measures for protection backed by long-term vision, such as the ETPV in Colombia. By adopting approaches that acknowledge the prolonged nature of displacement, governments can be better prepared to go beyond emergency responses to meet the long-term needs of refugees, while also enabling refugees to contribute to the economy and advancing national development goals.
- Strengthened coordination between national actors for refugee protection, migration, education, health, and labour can help ensure comprehensive responses that meet the holistic needs of refugees. This includes defining the responsibilities of key stakeholders and ensuring that guidance is applied across sectors. Furthermore, alignment between national and subnational authorities can help ensure that policies are applied and implemented equally across districts.
- The collection of refugee data across a range of areas – including on their arrival, presence, and characteristics, enrolment and progress through education, and integration and participation in the labour market – can ensure that policies are based on the needs and realities of displaced populations. Strengthened coordination between agencies may facilitate the collation of standardized key statistics, as in Colombia, where the ONM provides a unified platform for key statistics on Venezuelans to facilitate evidence-based decision-making across sectors.

Foster political support for inclusion by promoting positive public narratives around the contributions of refugees.

- Public support is critical to enable the adoption and implementation of long-term policy responses. Where there is strong will to accept and offer protection to refugees, inclusive policies may be more readily accepted, particularly where populations share linguistic or cultural ties or experiences with displacement. Conversely, anti-refugee sentiment or xenophobia may restrict the development and implementation of inclusive responses.
- In the absence of public support, interventions including information campaigns and contact-building initiatives may help promote social cohesion and strengthen political support for policy reform. Evidence also suggests that ensuring aid directed to refugees benefits the host community, whether directly or indirectly, can help reduce hostility towards refugees (Lehmann and Masterson, 2020). Furthermore, long-term planning and solutions for refugees can help address underlying tensions related to job and resource scarcity (Banulescu-Bogdan, 2022), which may improve public perceptions and pave the way to greater inclusion.
- Data on public perceptions can help support these goals by providing policy-makers with insight into constituents' perspectives on refugee issues, which may provide an indication of how policies will be received and how successfully they may be implemented.

To host governments (continued)

In coordination with international and national partners, ensure inclusive laws and policies are backed by costed long-term planning and sustained funding sources.

- Long-term and crisis-sensitive planning for education service delivery is essential to ensure that inclusive policy commitments are carried out in practice. Achieving this requires costed planning backed by sustained financial and human resources. Coordination with international partners may help strengthen planning, as in Ethiopia, where a partnership with IIEP–UNESCO and UNICEF has aimed to increase capacity for crisis-sensitive planning and management among key stakeholders (Ndabananiye et al., 2020); and in Uganda, where collaboration with IIEP–UNESCO has led to improvements in teacher planning for refugee education (IIEP–UNESCO, 2023b).
- Strengthened planning efforts can also enable greater data collection and utilization through the inclusion of refugees in M&E frameworks. Increased planning capacity can therefore enhance overall efforts for data inclusion, reinforcing the need for timely and reliable data to be available to decision-makers at all levels. Beyond data on enrolment and out-of-school rates, information on the supply and distribution of teachers, infrastructure, and other resources can help guide planners in developing targeted strategies and allocating resources. Initiatives such as the integration of TMIS in Uganda and the use of web-based GIS for school mapping in Jordan, offer promising solutions to support evidence-based planning and promote quality conditions.
- Furthermore, the existence of strong planning for refugee education can foster increased donor support and mobilize additional resources for education. The development of costed long-term plans for refugee inclusion can serve as a tool to galvanize donor interventions, benefiting refugees and host communities alike.

Align governance frameworks that promote the inclusion of refugees in national education systems with strong data collection efforts to monitor policy and programme implementation, measure progress, and assess impact.

- Effective policy-making and planning relies on timely and sustainable data, ideally provided by national statistical systems. By collecting and using refugee statistics in decision-making processes, governments can make more informed decisions and allocate resources more effectively. This may be accomplished through the inclusion of refugees in existing data collection exercises alongside refugee identification questions (UNESCO, 2023c). The inclusion of refugees in regular data collection exercises, including in EMIS, can help ensure more systematic collection of data as opposed to ad hoc exercises. Strengthening the interoperability of data systems – e.g. between education and migration data systems – can also ensure that policies and programmes account for all refugee children, including those who are out of school.
- Policies and data collection efforts alike should go beyond access to address aspects of quality, safety and continuity. In Uganda, recent EMIS reform and the incorporation of TMIS for teacher verification offers a promising step towards the production of more reliable, up-to-date data on teachers, which will help improve planning and resource allocation to enhance the quality of education delivered in refugee districts. Moreover, data on the learning outcomes of refugees should be collected and used to determine whether interventions are successfully creating the conditions in which quality learning can occur. This may be done through the inclusion of refugees in national and international learning assessments, alongside indicators that allow refugees to be identified within results.
- While implementing these efforts, steps should be taken to ensure that data are collected and disaggregated in a manner that avoids potential protection risks to refugees. This may include making personal data available to authorized users only and presented to wider audiences in aggregate forms, while ensuring that the dissemination of data does not generate risks related to safety or discrimination.

To partners and donors

Provide predictable and sustained financial support to host governments and partners to enable medium- and long-term planning and effective implementation of inclusive policies.

- Through strong partnerships with host governments and the provision of sustained, multiyear financing, donors can more effectively promote the inclusion of refugees in national education systems. Innovative approaches to financing can promote inclusion in long-term development approaches, such as the World Bank's Window for Host Communities and Refugees, which provides funding for the inclusion of refugees in national development and poverty reduction strategies and promotes policy reforms that support medium- to long-term solutions benefiting refugees and host populations (World Bank, 2022a).
- Donors should ensure that refugee and host communities benefit equitably from interventions. In line with the Global Compact on Refugees, host communities must be accounted for and included in programming, including in interventions that aim to improve access and quality of education. Moreover, evidence suggests that aid sharing can help increase political support for inclusive policies among the host society, including the right to work (Baseler et al., 2021).

Support capacity-building initiatives to improve data collection and management capabilities and strengthen evidence-based policy-making and planning.

- Improving the availability of refugee data requires strengthening normative and institutional frameworks for data collection, including by linking data needs and processes to sectoral plans and ensuring alignment with national frameworks for data collection (UNESCO, 2021b).
- Partners can support data collection and planning through training and resources to build national capacity within ministries and ensure that refugees are included in statistics. In addition to strengthening national EMIS, this may include supporting the improvement of other systems capable of producing relevant data, such as reporting mechanisms to monitor school violence. Moreover, more comprehensive data may be achieved by supporting enhanced coordination between the MoE and other relevant ministries (Hure and Taylor, 2019).
- To increase the evidence base on refugee learning, partners should advocate for the inclusion of refugees in standardized assessments of student learning, along with refugee identification questions. This may involve supporting governments in including refugees in national learning assessments as well as advocating for the inclusion of refugees in international and regional learning assessments. To ensure accessibility of data, these efforts should be accompanied by advocacy for disaggregated data on refugee learning outcomes to be made publicly available.
- As emphasized in recent findings (UNESCO, 2023c), partners can advocate for the production of better-quality data by supporting the development of shared definitions and indicators through existing or new coordination mechanisms, which can improve the comparability of data and facilitate uptake into policy-making processes. The importance of data quality and comparability is a vital catalyst to enable evidence-based decision-making.

Strengthen coordination efforts between donors and the international community to mobilize resources and ensure effective allocation of funding.

- At the TES in 2022, countries committed to supporting host governments in eliminating barriers to education for refugees by mobilizing existing and new multiyear financing mechanisms (UN, 2023). Global funds including GPE and Education Cannot Wait (ECW) are well-positioned to support the efforts of national policy-makers to ensure greater inclusion of refugees in national education systems. Upcoming platforms such as the 2023 Global Refugee Forum offer an opportunity for donors and the international community to renew their commitments to close the financing gap in LMICs (Save the Children, 2023).

Conclusion

For refugee children around the world, the national laws and policies of the countries in which they have sought protection shape their ability to access equitable, safe, quality education, and their chances at building a better future. The findings of this research highlight that while many countries have introduced inclusive policy measures for refugee education, gaps remain in ensuring that all refugee children have an equal opportunity to progress through all levels of education, particularly where national governance frameworks fall short of ensuring access to a secure legal status. Moreover, in many countries, restrictions on employment, freedom of movement, and long-term solutions impact the extent to which refugees can achieve local integration. The inclusion of refugees in data sources remains limited, although several host countries have taken commendable steps to include refugees in national data systems. Furthermore, few examples exist of the successful use of data to shape decision-making processes, highlighting the need for stronger linkages between policy and data. Nevertheless, case study research reveals that in the presence of strong political will, coordination between sectors and actors at all levels, adequate capacity to integrate refugees, sustained financing from domestic and international sources, and engagement with international partners, host countries have been empowered to make significant progress towards the inclusion of refugees in national education systems.

Key recommendations emerging from these findings emphasize a need for education responses to align with policy pathways for refugee inclusion over the long-term, guided by a development approach. For host governments, this means adopting policies that enable refugees to access documentation, to participate in safe, quality education at all levels, and to achieve self-reliance through local integration. Beyond policy commitments, successful implementation requires strong coordination efforts, sustained funding, and alignment of policy frameworks with national data collection efforts. For partners and donors, this means providing predictable, long-term financial support, promoting capacity-building initiatives, and ensuring adequate coordination of efforts. Through these actions, significant progress can be made to ensure that national policy responses are anchored in data and evidence to guarantee equitable access to safe, quality education for refugees.

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Appendix I. Overview of normative frameworks in top 35 refugee-hosting LMICs

Table I. Status of ratification of international and regional frameworks

		International refugee law		Regional refugee law		International human rights law and UN instruments			Global frameworks					
Region	Country of asylum	1951 Convention	1967 Protocol	OAU Convention	Cartagena Declaration	ICESCR	CRC	CADE	GCR	GCM	NY Declaration	2030 Agenda	CRRF	Leaders' Summit
Africa	Burundi													
	Cameroon													
	Chad													
	Democratic Republic of the Congo													
	Ethiopia													
	Kenya													
	Niger													
	Rwanda													
	South Sudan													
	Sudan													
	Uganda													
	United Republic of Tanzania													
Arab States	Algeria													
	Egypt													
	Iraq													
	Jordan													
	Lebanon													
	Mauritania													
	Yemen													

		International refugee law		Regional refugee law		International human rights law & UN instruments			Global frameworks					
Asia and the Pacific	Bangladesh													
	China													
	India													
	Iran (Islamic Republic of)													
	Malaysia													
	Pakistan													
	Thailand													
Europe	Türkiye													
Latin America and the Caribbean	Argentina													
	Brazil													
	Colombia													
	Dominican Republic													
	Ecuador													
	Mexico													
	Panama													
	Peru													

Table II. National regulatory frameworks for refugee protection

Region	Country of asylum	Country of origin of population of concern[26]	Signatory to Convention and Protocol?	National legal framework for refugee protection[27]	Type of status granted to population of concern	Right to education[28]	Right to work[29]
Africa	Burundi	Democratic Republic of the Congo	Yes	Law No 1/32 on Asylum and Protection of Refugees	*Prima facie* refugee status	Yes	Yes
	Cameroon	Central African Republic; Nigeria	Yes	Law No. 2005/006 on the status of refugees	*Prima facie* refugee status	Yes	Yes
	Chad	Sudan; Central African Republic	Yes	Law 27 on Asylum	*Prima facie* refugee status	Yes	Yes
	Democratic Republic of the Congo	Rwanda; Central African Republic	Yes	Law No. 021 of 2002 on the status of refugees	*Prima facie* or simplified process for refugee status	Yes	Yes
	Ethiopia	South Sudan; Somalia; Eritrea	Yes (with reservations)	Proclamation No. 1110/2019	*Prima facie* refugee status	Yes	Yes (with restrictions)
	Kenya	Somalia; South Sudan	Yes	Refugees Act 2021	*Prima facie* refugee status	Yes	Yes
	Niger	Nigeria; Mali	Yes	Law No. 97-016 of 1997 on the status of refugees	*Prima facie* refugee status	Yes	Yes (with restrictions)
	Rwanda	Democratic Republic of the Congo; Burundi	Yes (with reservations)	Law No 13ter/2014 Relating to refugees	*Prima facie* refugee status	Yes	Yes
	South Sudan	Sudan	Yes	Refugee Act 2012	*Prima facie* refugee status	Yes	Yes
	Sudan	South Sudan; Eritrea; Syrian Arab Republic	Yes (with reservations)	2014 Asylum Act	*Prima facie* refugee status (for South Sudanese and Ethiopians)	Yes	Yes (with restrictions)
	Uganda	South Sudan; Democratic Republic of the Congo	Yes (with reservations)	Refugee Act of 2006; Refugee Regulations of 2010	*Prima facie* refugee status	Yes	Yes
	United Republic of Tanzania	Burundi; Democratic Republic of the Congo	Yes	1998 Refugees Act	*Prima facie* refugee status (for some Burundians)	Yes	Yes (with restrictions)

26. While many of the countries on this list host refugees from multiple countries of origin, this table considers only the largest population of concern, comprising at least 75% of the total refugee population based on June 2022 population figures. Where one group does not comprise 75%, refugee populations from multiple countries of origin are considered. For Jordan and Lebanon, Palestinian refugees under the mandate of UNRWA are excluded.
27. Where a refugee or asylum law exists, this legislation is included. In the absence of a refugee law, the relevant migration law or policy is included.
28. 'Yes' indicates that the right to education for refugees is guaranteed explicitly or implicitly by national legal frameworks, including the national constitution, education law, migration law, or refugee law. 'No' indicates that the right to education is not guaranteed by legal frameworks, although refugees may still be granted access to education.
29. 'Yes' indicates that normative frameworks explicitly grant the right to work to refugees holding the status type in column 6. 'With restrictions' indicates that legal frameworks impose limitations, e.g. by requiring that refugees obtain a work permit or restricting employment to certain sectors. 'No' indicates that refugees (with or without status) are not permitted to work.

Region	Country of asylum	Country of origin of population of concern	Signatory to Convention and Protocol?	National legal framework for refugee protection	Type of status granted to population of concern	Right to education	Right to work
Arab States	Algeria	Western Sahara	Yes	None	UNHCR registration	No	No
	Egypt	Syrian Arab Republic; State of Palestine; Sudan	Yes (with reservations)	None	UNHCR registration	No	No
	Iraq	Syrian Arab Republic	No	Political Refugee Law No. 51 of 1971	UNHCR registration	No	Yes (with restrictions)
	Jordan	Syrian Arab Republic	No	Law No. 24 on Residence and Foreigners' Affairs	UNHCR registration	Yes	No
	Lebanon	Syrian Arab Republic	No	Law on Foreigners (1962)	UNHCR registration	No	No
	Mauritania	Mali; Western Sahara	Yes	Decree N° 022 of 2005	UNHCR registration	Yes	Yes
	Yemen	Somalia; Ethiopia	Yes	Republican Decree N° 47 of 1991 on the entry and residence of foreigners	*Prima facie* refugee status or UNHCR registration	No	No
Asia and the Pacific	Bangladesh	Myanmar	No	None	No legal recognition	No	No
	China	Viet Nam	Yes (with reservations)	None	UNHCR registration	No	No
	India	Myanmar; Sri Lanka; China	No	None	UNHCR registration or no legal recognition	Yes	No
	Iran (Islamic Republic of)	Afghanistan	Yes (with reservations)	Regulations relating to Refugees (1963)	No legal recognition (previously *prima facie* recognition)	Yes	No
	Malaysia	Myanmar	No	None	No legal recognition	No	No
	Pakistan	Afghanistan	No	Foreigners Act of 1946; Foreigners Order of 1951	UNHCR registration	Yes	No
	Thailand	Myanmar	No	None	No legal recognition	No	No
Europe	Türkiye	Syrian Arab Republic	Yes (with reservations)	Law No. 6458 on Foreigners and International Protection	Temporary protection	Yes	Yes (with restrictions)
Latin America and the Caribbean	Argentina	Venezuela (Bolivarian Republic of)	Yes	Law No. 26.165 on Recognition and Protection of Refugees	Residence through mobility agreement (Mercosur)	Yes	Yes
	Brazil	Venezuela (Bolivarian Republic of)	Yes	Law 9.474/97, Refugee Act	*Prima facie* refugee status	Yes	Yes
	Colombia	Venezuela (Bolivarian Republic of)	Yes	Law 2136 of 2021	Temporary protection	Yes	Yes
	Dominican Republic	Venezuela (Bolivarian Republic of)	Yes	Presidential Decree No. 1569; Decree No. 2330	Temporary protection	Yes	Yes (with restrictions)
	Ecuador	Venezuela (Bolivarian Republic of)	Yes (with reservations)	Organic Law on Human Mobility, 2016	Temporary protection	Yes	Yes
	Mexico	Venezuela (Bolivarian Republic of); Honduras; Haiti	Yes (with reservations)	Law on Refugees, Complementary Protection and Political Asylum (2011)	Refugee status; regular residence visas	Yes	Yes
	Panama	Venezuela (Bolivarian Republic of)	Yes	Law No. 5 of 1977; Executive Decree No. 5 of 2018	Temporary protection; regular visas	Yes	Yes (with restrictions)
	Peru	Venezuela (Bolivarian Republic of)	Yes	Law No. 27891, Refugee Law	Temporary protection	Yes	Yes

Sources: Country of origin based on population figures as of mid-2022 from UNHCR, n.d.a.. Ratification status of Convention and Protocol from list of States Parties, including reservations and declarations, available at UNHCR, n.d.b.. National legal frameworks, type of status granted, right to education, and right to work based on a review of policies across the 35 countries.

Appendix II. Case study profiles

Between July 2022 and December 2022, qualitative research was conducted across seven countries in the form of case studies, with the aim of addressing the following research questions:

Box 1. Research questions

1. What is the trajectory of successfully including refugee education data in national education systems in countries affected by refugee crises?
2. How have policy-making contexts, processes, and milestones worked to integrate refugee education data within national education systems? Why have they worked? Who are the main actors involved?
3. What factors and conditions have enabled or constrained the measurement, monitoring, and tracking of refugee learners and their learning outcomes, at all levels of education, in each case study country?
4. How can the lessons learned on successful inclusion of refugee education data strengthen advocacy efforts to integrate and make refugees visible within national education systems and facilitate better SDG 4 monitoring at national and regional levels?

Following a selection process that included a preliminary assessment of the policy and data landscape in a shortlist from among the top low- and middle-income refugee-hosting countries, Chad, Jordan, Pakistan, Colombia, Ecuador, Peru and Uganda were selected. Table 1 provides an overview of the populations of concern in the seven countries, along with the type of documentation issued.

Table 1. Overview of case study countries

Country of asylum	Total population of concern[30]	Main countries of origin	Signatory to 1951 Convention?	Type of documentation issued
Chad	597,717	Sudan; Central African Republic	Yes	*Prima facie* RSD
Colombia	2,477,588	Venezuela (Bolivarian Republic of)	Yes	Temporary protection
Ecuador	502,214	Venezuela (Bolivarian Republic of)	Yes	Temporary protection
Jordan	1,300,000	Syrian Arab Republic	No	UNHCR registration
Pakistan	3,700,000	Afghanistan	No	UNHCR registration
Peru	1,506,368	Venezuela (Bolivarian Republic of)	Yes	Temporary protection
Uganda	1,495,689	South Sudan; Democratic Republic of the Congo	Yes	*Prima facie* RSD

Source: UNHCR, n.d.a.

Insights from the case studies were generated across three stages of research. Stage 1 included a global and case study-specific literature review of all relevant laws and policies, country context analysis, and crisis mapping. Stage 2 included stakeholder mapping across phases of the policy cycle, and an analysis of country and crisis contexts. Stage 3 centred on remote and in-person key informant interviews (KIIs).[31]

The case study profiles that follow provide a summary of findings on policy and data inclusion along the policy pathways taken by each country, along with insights on the process and enabling and constraining factors for inclusion. Key recommendations for national and international stakeholders are summarized in each profile. For further information, refer to the background working papers available on the UNESCO website.

30. As of end-2022. Includes refugees under UNHCR's mandate, asylum-seekers, and others in need of protection. Excludes UNRWA refugees. Total populations for Jordan and Pakistan include estimated total refugee numbers (including unregistered refugees) from UNICEF, 2022 and UNHCR, 2023.
31. See Understanding trajectories of refugee inclusion in national education systems: research design and methodology for case study research for more information.

Chad

Chad is a fragile landlocked country in Central Africa. Ranking second to last on the Human Development Index (HDI) (UNDP, 2021), it is one of the poorest countries in the world, with an estimated 42% of the population living below the poverty line (World Bank, 2018). Chad faces significant development challenges and overlapping factors of vulnerability. Nearly 7 million people are in need of assistance as a result of climate change, food insecurity, malnutrition, health emergencies, and displacement (OCHA, 2023). Humanitarian crises and instability in the region have led to large-scale displacement of refugees, returnees, and IDPs, placing pressure on already resource-constrained services.

Refugee context

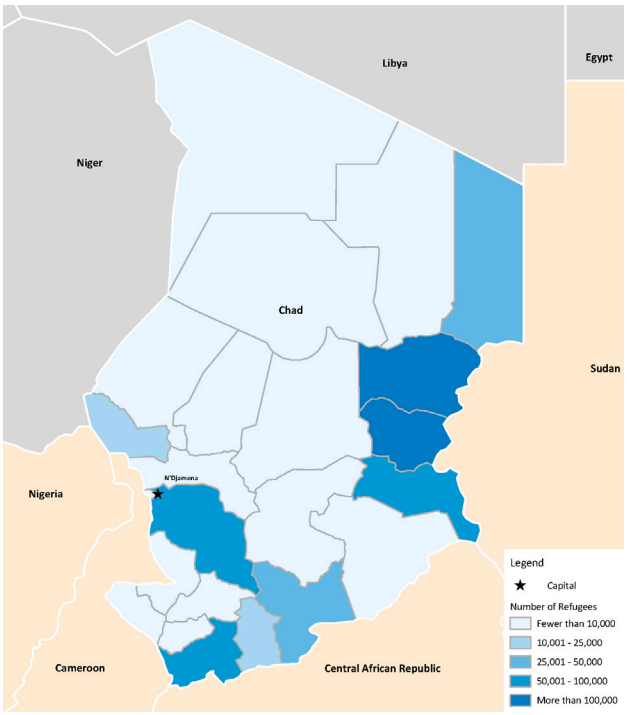
As of 2022, Chad was hosting close to 600,000 refugees and asylum-seekers from Sudan, the Central African Republic, Cameroon, Nigeria, and other countries.

Country of origin	Refugees	Asylum-seekers	Subtotals
Sudan	403,846	2,050	405,896
Central African Republic	124,529	2,379	126,908
Cameroon	42,597	46	42,643
Nigeria	20,461	340	20,801
Other	1,331	138	1,469
Total	592,764	4,953	597,717

Source: Population figures as of end-2022, available at UNHCR, n.d..

In the last two decades, Chad has received Sudanese refugees in the East fleeing the Darfur crisis and ongoing instability, and refugees from the Central African Republic in the South seeking refuge from political and sectarian conflicts (UNHCR, 2019). The arrival of refugees from Cameroon is a recent phenomenon arising from inter-communal conflict, driving displacement to southwestern provinces (UNHCR, 2022a). In recent years, Nigerian refugees have also settled in the area, fleeing instability in Borno and the Boko Haram insurgency (UNHCR, 2019).

Figure 1: Location of refugee populations in Chad



Sources: Population data from UNHCR, 2023, based on data accessed in January 2023.

Key education indicators

HDI ranking (2021)	190 of 191
Gross enrolment ratio – Pre-primary (2021)	1.3%
Gross enrolment ratio – Primary (2021)	93.7%
Gross enrolment ratio – Secondary (2021)	23.9%
Gross enrolment ratio – Tertiary (2015)	3.3%
Expected years of schooling (2020)	5.3 years
Learning-adjusted years of schooling[32] (2020)	2.8 years
Learning outcomes (compared to regional averages):	
Percentage of students above minimum proficiency level in language of instruction, late primary (2019)	22% (48%)
Percentage of students above minimum proficiency level in mathematics, late primary (2019)	12% (38%)

Sources: HDI ranking from UNDP, 2021; gross enrolment ratios from UIS, n.d.; years of schooling from World Bank, n.d.; learning outcomes from CONFEMEN, 2020.

32. While expected years of schooling refers to the number of years a child is expected to spend in education, learning-adjusted years of schooling (LAYS) combines quantity and quality (defined as learning) into a single metric (Filmer et al., 2018).

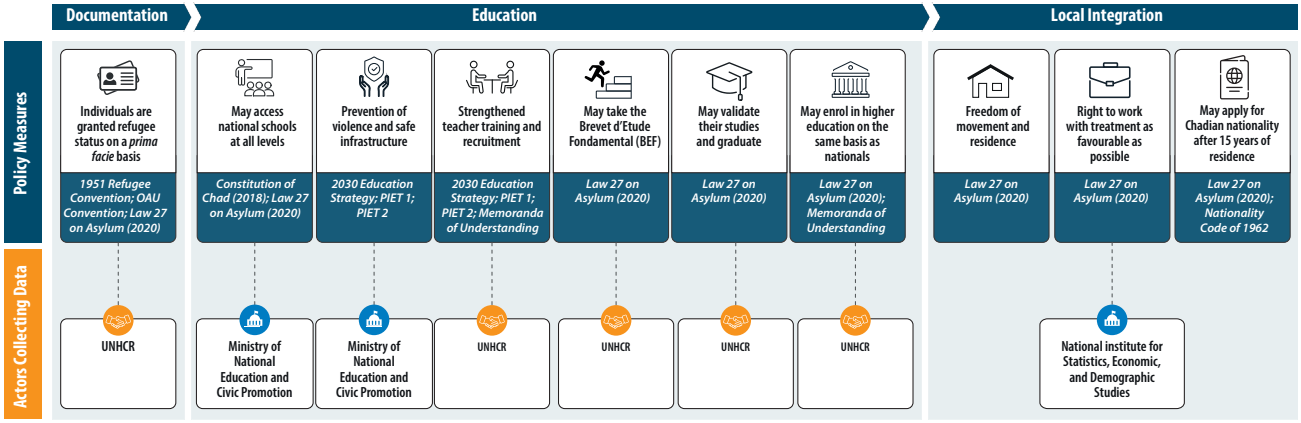
Inclusion of refugees in the national education system

Normative framework

Chad is a signatory to the 1951 Convention and 1967 Protocol, and has ratified the 1969 OAU Convention. In 2011, Decree 11-839 established the National Commission for the Reception and Reintegration of Refugees and Returnees (CNARR), which conducts status determination and provides protection and assistance to refugees with the support of UNHCR. In 2020, Chad passed its first refugee law, Law 27 on Asylum, which translates Chad's international commitments into national law and outlines an expansive set of rights for refugees.

Overview: Policy pathway for refugee education

Access to education in Chad is supported by a strong normative framework. Data along this pathway is collected by national actors and partners, although gaps remain in the inclusion of refugees in national data systems.



Documentation

Law 27 defines 'refugee' according to the 1951 and OAU Convention definitions, and states that CNARR may use group determination in cases of mass arrivals. Chad grants *prima facie* refugee status to individuals from Sudan, Central African Republic, and Nigeria, while refugees from other countries apply on an individual basis (UNHCR, 2022c). Asylum-seekers are issued a provisional certificate, followed by a Refugee ID card following determination. Registration is conducted jointly by CNARR and UNHCR using the Profile Global Registration System (ProGres) identity management system (ibid.). Law 13 on Civil Status (2013) mandates the civil registration of children born to non-nationals, enabling refugee children to obtain birth certificates.

During the registration process, refugee data are collected through UNHCR's ProGres, including biometric information, status determination, and demographic data. These data are not reflected in the Chadian civil registration system. However, refugee children issued birth certificates are included in the national system. UNHCR data are published through online platforms, including the Operational Data Portal and Education Dashboards.

Number of refugee children (percentage of total refugee population) (2022): **315,630 (54%)**

Source: Data from Chad Education Dashboard for the 2021-2022 school year, available at UNHCR, 2022b.

Education and training

Access to early childhood, primary and secondary education

The Constitution of Chad (2018) grants non-nationals in regular status equal rights to nationals, including the right to education. Law 27 also grants refugees and asylum-seekers the right to access primary, secondary, vocational and higher education. The Interim Plan for Education in Chad 2018-2020 (PIET 1) and Update (PIET 2) outline measures to promote inclusive education for all, including refugees. At a government seminar held in 2014, a decision was made to integrate camp schools into the national education system, leading to the formal transfer of 108 schools to the Ministry of National Education and Civic Promotion (MENPC) in 2018. UNHCR's 2030 Education Strategy Chad, validated by MENPC, aims for the transfer of administrative and financial responsibility to the government by 2030, although the PIET 2 notes that resource and capacity limitations pose an obstacle to achieving this objective.

Data on refugee enrolment in national schools are captured through annual data collection exercises by the MENPC. Following the 2018 transfer of camp schools, refugee enrolment data have been reflected in the Annual Statistical Yearbook. Refugee data are captured under the 'vulnerable' category, and are disaggregated by gender, type of school, province, and environment (urban/rural). While data are collected at the primary and secondary levels, only primary enrolment data are made available through online publication of the yearbook.

UNHCR collects data on refugee enrolment through its education management information system (SIGE). Select data are made available through an Education Dashboard published at the beginning, mid-point, and end of the school year. Since 2017, individual student data have been linked to individual ProGres records, allowing for the possibility of tracking refugee trajectories. However, refugees who attend schools that are not supported by UNHCR or its partners are not reflected in the data.

Number of refugees enrolled in primary education (2022): **48,021**
Estimated number of out-of-school refugee children (2022): **103,000 (52%)**
Gross enrolment rate for refugees in primary, compared to national (2022): **71% (compared to 94%)**
Gross enrolment rate for refugees in secondary, compared to national (2022): **23% (compared to 24%)**

Sources: Number of refugees enrolled at primary level from MENPC Annual Statistical Yearbook 2021/2022, available at MENPC, 2022; estimated refugee OOSC number and GERs from UNHCR, 2022b; national GERs from UIS, n.d. (see above).

Safe learning environment

The 2030 Education Strategy Chad contains objectives for ensuring a safe learning environment for refugee learners, in line with the PIET 2, which aims to promote school health through improved water, hygiene and sanitation practices. The National Education Sector Response Plan to the COVID-19 Epidemic in Chad aimed to ensure safe learning conditions during and after the COVID-19 pandemic, with a focus on reaching vulnerable populations, including refugees.

The Annual Statistical Yearbook collects data by province on variables related to physical safety of facilities, including the number of latrines by condition, number and type of water sources, and number of schools with functional hand-washing stations. Although it does not differentiate between refugee and non-refugee students, when considered together with refugee enrolment by province, this information may provide an indication of safety conditions in schools attended by refugees – e.g. in Sila region, where 21% of students are refugees.

Percentage of mixed latrines in good condition in Sila vs. nationally (2022): **42% vs. 69%**
Percentage of schools with functional washing facilities in Sila vs. nationally (2022): **84% vs. 83%**

Sources: Data from MENPC Annual Statistical Yearbook 2021/2022, available at MENPC, 2022.

Quality learning conditions

The 2030 Education Strategy outlines objectives for improving refugee learning through the provision of textbooks and language training. The PIET 1 and PIET 2 set out strategic measures for strengthening education in emergencies, including through the assignment of bilingual teachers to crisis-affected regions. Furthermore, MoUs between UNHCR and national institutions, including the National School of Bilingual Teachers of Abéché and the Ecole Normale Supérieure of Abéché, have allowed refugee teachers to gain teaching certification in Chad.

The Annual Statistical Yearbook provides data by province on quality learning conditions, including number of teachers by level of qualification obtained and the number of textbooks. Although not disaggregated, these data provide an indication of the general quality of education in the provinces where refugees attend school. In addition, UNHCR publishes data on the percentage of qualified teachers in refugee schools. These data reveal the positive impact of MoUs on teacher training. With over 700 teachers completing training courses and receiving certification, the percentage of qualified teachers at the primary level has risen from under 20% to over 50% between 2014-2021 (UN TES, 2022). UNHCR publishes refugee pass rates for national exams based on results from the National Office for Examinations (ONECS). Data on learning are otherwise limited; national exams are the only assessment of foundational learning in Chad, and the PASEC regional assessment has not included refugee schools in recent rounds.

Number of teachers from pre-primary to secondary (2021): **1,936**
Percentage of primary teachers who are qualified (2021): **51%**
Percentage of secondary teachers who are qualified (2021): **72%**
Number of teachers who have received national certification (as of 2021): **700+**

Sources: 2021 data on teachers from UNHCR, 2022b; number of teachers receiving certification from UN TES, 2022.

Access to transitions

The Constitution and Law 27 grant refugees the right to education under the same conditions as nationals. Therefore, refugees have access to promotion between grade levels on the same basis as their peers. Refugees use their ProGres number to register for the lower secondary exam, the Brevet d'Etude Fondamental (BEF), which is a requirement to enter upper secondary education. Since 2016, the Chadian government has created nine BEF testing centres near refugee camps and sites to facilitate access to exams (UNHCR, 2020).

UNHCR publishes data on the number of refugees who pass the BEF each year by gender, zone, and camp or site, along with total success rates and success rates by gender for each camp or site. As of 2019, efforts to increase access had allowed 5,742 students to obtain their BEF, demonstrating the impact of this policy on facilitating transitions from primary to secondary education for refugees in Chad (UNHCR, 2020).

BEF success rate for refugees, compared to national rate (2021): **84.8% (compared to 74%)**
Number of refugee students obtaining the BEF (2021): **1,539**

Sources: Exam results data from UNHCR, 2021.

Certification of learning

Refugees are eligible to graduate and receive certification according to the same criteria as their peers. Similar to the BEF, refugees may register for the Baccalaureate using their ProGres number. The Chadian government has created four Baccalaureate exam centres near refugee camps to facilitate access to the exam (UNHCR, 2020). A passing grade on the Baccalaureate examination allows students to obtain certification and qualify for entry into higher education.

UNHCR publishes data on the number of refugee students who take and pass the Baccalaureate each year, allowing them to validate their studies and obtain certification. The results dashboard presents the total number who passed along with breakdowns by gender, zone, and camp or site, and overall success rates. As of 2020, efforts to expand access had enabled 2,526 refugee students to obtain certification of learning (UNHCR, 2020).

Baccalaureate success rate for refugees, compared to national rate (2021): **53.3% (compared to 46.3%)**
Number of refugee students obtaining the Baccalaureate (2021): **616 (of which 97 with honours)**

Sources: Exam results data from UNHCR, 2021.

Access to technical, vocational and tertiary education

Law 27 grants refugees the right to access tertiary education on the same basis as nationals. As of 2020, UNHCR had signed MoUs with twelve public universities offering access to refugees under the same conditions as nationals, as well as with private universities that have pledged to offer reduced tuition to refugees (UNHCR, 2020). These MoUs were vital in ensuring access to tertiary education for refugees prior to the adoption of Law 27. Funding opportunities, including UNHCR's DAFI and Mixed Movements scholarships and Master's level scholarships offered by the French Embassy, have facilitated access to higher education for refugees.

The UNHCR Education Dashboard includes an estimate of refugee enrolment rates at tertiary level, as well as data on the number of refugees who have been supported with scholarships for higher education.

Gross enrolment rate for refugees in tertiary, compared to national (2022): **0.8% (compared to 3.3%)**
Number of refugees supported with higher education scholarships (2022): **465**

Sources: Data from UNHCR, 2022b.

Local integration

According to Law 27, refugees have the right to work on the same basis as other non-nationals. The law also grants refugees and asylum-seekers freedom of movement and the rights to property and housing. With respect to long-term residence, Law 27 states that refugees are eligible for naturalization under the same conditions as other non-nationals. According to the Nationality Code of 1962, individuals of African descent who have held status for 15 years may be granted citizenship if they have assimilated into the community, are treated as Chadian by the general population, and are of good conduct and morals.

In 2018-2019, Chad included a representative sample of Sudanese and Central African refugees in the national Household Consumption and Informal Sector Survey (ECOSIT4) through the Refugee and Host Communities Household Survey (RHCH), allowing for insight into the income sources and livelihood activities of refugees.

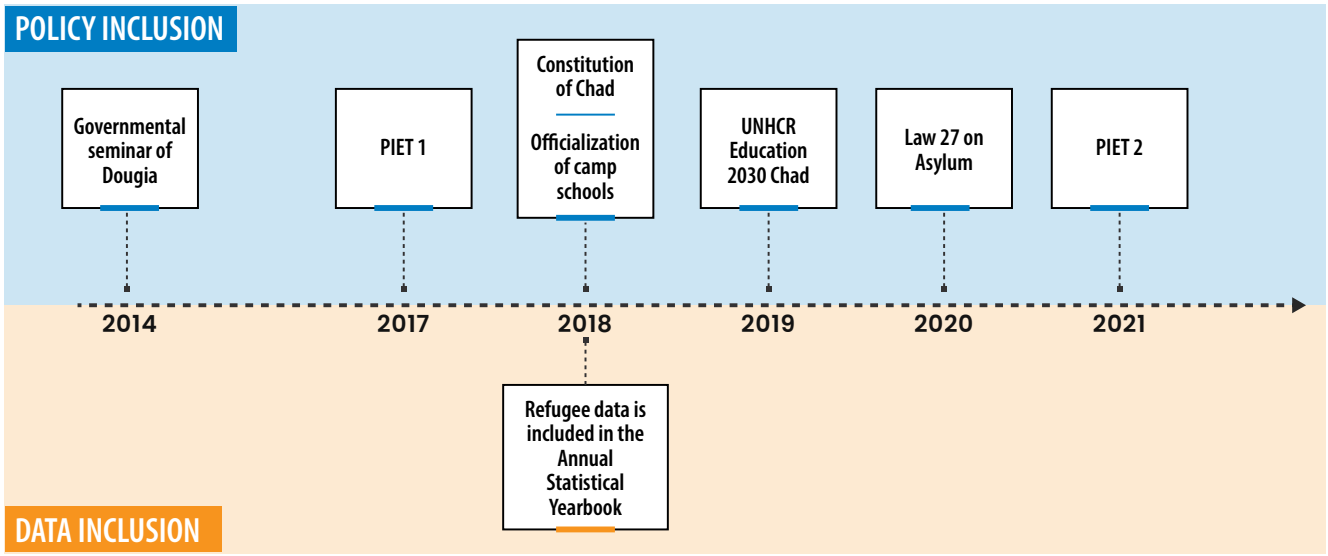
Percentage of average refugee household income from aid (Sudanese; Central African) (2018): **49%; 52%**
Percentage of refugee wage employees in unskilled work (Sudanese; Central African) (2018): **50%; 54%**
Percentage of Chadian wage employees in unskilled work (2018): **24%**

Sources: Nguyen et al., 2021.

Trajectory of inclusion of refugees in policy and data

Over the past decade, policy inclusion in Chad has followed a positive trajectory. The right to education for refugees has been firmly enshrined in law. PIET 1 and PIET 2 have aimed to address barriers to access and learning, and to strengthen sector governance and data capacity. While the inclusion of refugee data in national EMIS in 2018 reflects the recognition of a need for better data, the National EMIS Strategy and Manual of Procedures have not been revised to reflect this inclusion. Furthermore, capacity for the use of data in decision-making processes is low, and the most widely used data source by government officials and partners remains UNHCR's SIGE.

The process of inclusion has been driven by strong political will on the part of the government and the engagement of UNHCR. Nonetheless, limited technical and human resource capacity, financial constraints, and a lack of coordination between data producers serve as barriers to full inclusion in national data systems.



Enabling factors	Constraining factors
✓ **Political will has been key in advancing policy inclusion.** Key informants noted that officials who were formerly refugees in neighbouring countries now work in the government and play an important role in promoting integration. Moreover, linguistic, cultural, ethnic, and religious ties between refugees and Chadians have helped promote public support for inclusion.	✗ **Limited national capacity restricts the inclusion of refugees in national data systems.** Data collection exercises for the Annual Statistical Yearbook are carried out through paper-based surveys, and human, technical, and financial constraints limit the functionality of national EMIS. Key informants also noted challenges related to data entry and verification resulting in reporting errors.
✓ **Strong advocacy by UNHCR has also played an important role in enabling policy inclusion**, with key informants highlighting UNHCR's active participation in coordination mechanisms and engagement with the MENPC. Since the officialization of camp schools in 2018, UNHCR has continued to provide administrative, financial, and management support to refugee schools. UNHCR scholarships and MoUs with Chadian universities have also been key in expanding tertiary access.	✗ **A lack of coordination in data collection efforts leads to fragmentation of data**, notably between the national EMIS and UNHCR SIGE. Key informants noted discrepancies in enrolment numbers between the two sources. National data is limited to refugee enrolment, while UNHCR data covers access to learning, transitions, and certification. Improved operability between data systems and education authorities would allow for better coverage and inclusion of refugees in data and policy.

Recommendations

To the government:

- Review and update national policy frameworks, including the National EMIS Strategy and Manual of Procedures, to reflect the inclusion of refugee data in annual data collection exercises.
- Take steps to harmonize data collection efforts to expand coverage of indicators on refugee education and availability of data on all aspects of refugee inclusion.

To the international community:

- Direct funding and capacity-building efforts towards strengthening national data capacity in Chad, with the objective of supporting the development of a nationally-owned EMIS serving national and refugee learners.
- Ensure the inclusion of refugee schools in regional learning assessments, such as the PASEC, along with the collection of data that allows for the identification of refugee learners in results.
- Support national authorities in leveraging data for decision-making to ensure that policies are aligned with and responsive to the needs of refugees.

Colombia

Colombia is an upper-middle-income country in South America with a population of 52 million inhabitants (DANE, 2023). The country has faced five decades of internal armed conflict leading to forced displacement both across international borders and within the country, with an estimated 6.8 million individuals internally displaced (UNHCR, n.d.). While traditionally a country of origin for refugees, since 2016, Colombia has emerged as the primary destination for Venezuelans fleeing political instability and humanitarian conditions. Following the closure of the border in 2015, it has also received an influx of Colombian returnees who were deported or fled from Venezuela (Bolivarian Republic of). As of 2022, 980,000 Colombians are estimated to have returned (R4V, 2022b).

Refugee context

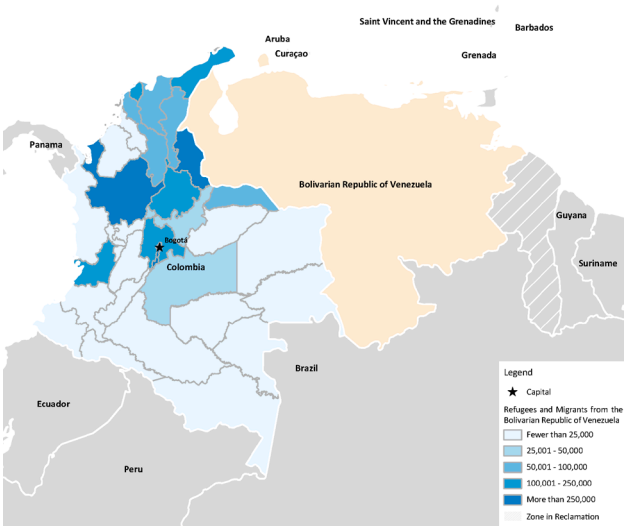
Colombia currently hosts close to 2.5 million Venezuelans, with the population projected to reach over 3 million in 2024 (R4V, 2022b). While some Venezuelans have been granted refugee status or are awaiting a decision on an asylum application, most are classified as others in need of international protection, with some holding forms of temporary status.

Country of origin	Refugees	Asylum-seekers	Other	Subtotals
Venezuela (Bolivarian Republic of)	1,381	22,345	2,453,862	2,477,588
Peru	0	10	3,299	3,309
Haiti	0	7	1,918	1,925
Others	226	313	1,306	1,845
Total	**1,607**	**22,675**	**2,460,385**	**2,484,667**

Source: Population figures as of end-2022, available at UNHCR, n.d.. 'Other' includes other people in need of international protection and others of concern.

Venezuelan refugees and migrants have settled across Colombia, with the highest numbers in the departments of Bogotá D.C., Antioquia, Norte de Santander, Valle del Cauca, Atlántico, Cundinamarca, and La Guajira. Most have settled in urban areas, with almost half of the population living in five cities: Bogotá (hosting half a million Venezuelans), Medellín, San Jose de Cúcuta, Cali, and Barranquilla (Migración Colombia, 2022).

Figure 1: Location of Venezuelan refugees and migrants in Colombia



Sources: Population projections as of November 2022, available at R4V, 2023b.

Key education indicators

HDI ranking (2021)	88 of 191
Gross enrolment rate – Pre-primary (2021)	87.5%
Gross enrolment rate – Primary (2021)	113.2%
Gross enrolment rate – Secondary (2021)	105.1%
Gross enrolment rate – Tertiary (2020)	57.1%
Expected years of schooling	12.9
Learning adjusted years of schooling	8.6
Learning outcomes (compared to regional averages):	
Average score on reading, Grade 6 (2019)	719 (696)
Average score on mathematics, Grade 6 (2019)	707 (697)
Average score on science, Grade 6 (2019)	711 (702)

Sources: HDI ranking from UNDP, 2022; gross enrolment rates from UIS, n.d.; years of schooling from World Bank, 2020; learning outcomes from ERCE, available at UNESCO, 2021.

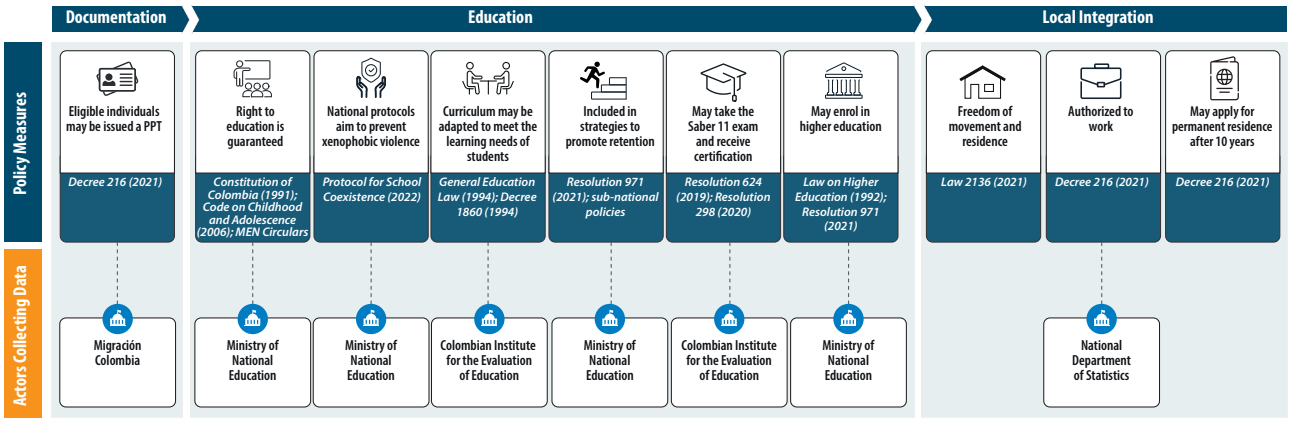
Inclusion of refugees in the national education system

Normative framework

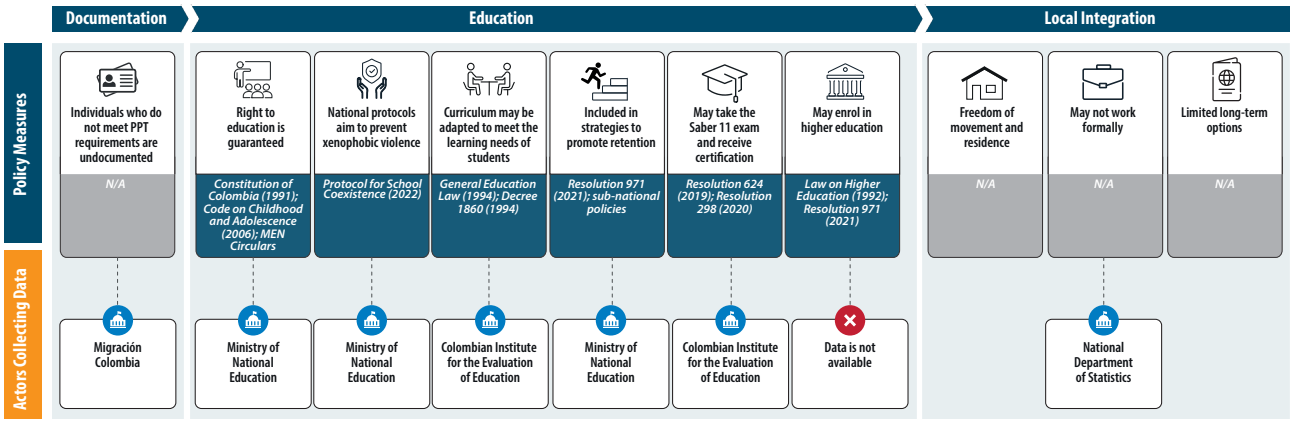
Colombia is a signatory to the 1951 Convention, the 1967 Protocol, and the 1984 Cartagena Declaration. Decree 2840 (2013) outlines domestic procedures for refugee status determination, based on a definition that includes those forced to flee as a result of 'generalized violence, foreign aggression, internal conflicts, massive violation of human rights or other circumstances that have seriously disturbed public order.' However, this expanded definition of 'refugee' is rarely used in practice. Although most Venezuelans would qualify as refugees under the Cartagena definition (Freier et al., 2022), the Colombian government has primarily focused on providing protection through temporary regularization measures. Guidance issued by the National Council for Economic and Social Policy (CONPES) has aimed to harmonize the national response across sectors. Following the approval of CONPES 3950 (2018), the National Department of Planning (DNP) developed the National Observatory of Migration (Observatorio Nacional de Migración, ONM), which gathers data produced by different agencies onto one platform to facilitate decision-making processes (DNP, n.d.).

Overview: Policy pathway for refugee education

For Venezuelans in regular status, a strong legal and policy framework guarantees the right to education at all levels. Inclusion in national data systems allows stakeholders to monitor their progression throughout education and beyond.



However, many Venezuelans remain in irregular status and face barriers in progressing through the entire education cycle, including in obtaining certification and accessing higher education, as well as in achieving socio-economic integration.



Documentation

In 2017, Resolution 5797 created the Special Permanence Permit (Permiso Especial de Permanencia, PEP). Implemented during nine phases between 2017 and 2021, the PEP was issued to Venezuelans fulfilling specific requirements related to the date and manner of entry, with a validity of 2 years. In 2021, Decree 216 created the Temporary Statute of Protection for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos, ETPV), granting beneficiaries ten-year residence through a Temporary Protection Permit (Permiso por Protección Temporal, PPT). The ETPV has been widely recognized as a progressive measure to facilitate access to long-term solutions for Venezuelans (UNHCR, 2021). However, barriers to access remain for individuals who have entered the country irregularly since January 2021, and implementation has been uneven, with individuals reporting technical difficulties and slow processing times (BBC, 2023).

The most reliable source of data on Venezuelans in Colombia is the Single Registry of Venezuelan Migrants (RUMV), which collects data on Venezuelans in both regular and irregular status. Data on registration and issuance of permits are collected and made available by Migración Colombia through its website and on the ONM, with data also disseminated through R4V platforms.

Number of Venezuelans granted ten-year residence under ETPV (as of Oct. 2022): **1,627,005**
Estimated total Venezuelan population in Colombia (as of Oct. 2022): **2,477,588**
Estimated share of Venezuelans in legal status, lower/upper estimate (2022): **60%–90%**

Sources: PEP numbers from Migración Colombia, 2023. ETPV and estimated Venezuelan population from GIFMM Key Statistics, R4V, n.d.. Estimated share of Venezuelans in legal status cited from Gandini and Selee, 2023.

Education and training

Access to early childhood, primary and secondary education

The Constitution of Colombia (1991, rev. 2015) and the Code on Childhood and Adolescence (2006) guarantee the right to education for all, regardless of nationality. Since 2015, the Ministry of National Education (MEN) has issued guidance to facilitate access to education for children arriving from Venezuela. Initial provisions were outlined in Circular 45 (2015) and Circular 7 (2016), which called on subnational education authorities to ensure access for all children, regardless of migration status. In 2017, MEN and Migración Colombia issued Circular 1, followed by Circular 16 (2018). The joint circulars introduced flexible documentation requirements, notably allowing children in irregular status to enrol using a Number Established by the Secretary (NES) and providing guidance to schools on enrolling students without documentation. Moreover, the circulars mandated schools to report enrolment of non-nationals to Migración Colombia through the System for Reporting of Non-Nationals (Sistema para el Reporte de Extranjeros, SIRE).

Enrolment data are captured by the Enrolment Information System (SIMAT, Sistema de Información de Matrícula) by country of origin and documentation type. Data for Venezuelans are made available through an education dashboard on the ONM. While data by documentation type are collected and disseminated, including in R4V publications, they are not published on the ONM. Information on out-of-school children is captured by national surveys, including a 2019 survey conducted by the National Administrative Department of Statistics (DANE).

Number of Venezuelan students enrolled at all levels (2021): **496,027**
Proportion of Venezuelan students enrolled with a valid identity document (2021): **69%**
Estimated percentage of out-of-school Venezuelans (5–17 y.o.) vs. Colombians (2019): **39.9% (vs. 6.6%)**

Sources: Enrolment data from Education dashboard, ONM; proportion enrolled with valid documentation from R4V, 2021a; percentage of out-of-school children cited in Proyecto Migración Venezuela, 2019.

Safe learning environment

In 2022, the MEN issued a Protocol for Pedagogical Approaches to Risk Situations in the Framework of the Comprehensive Care Route for School Coexistence, outlining measures for the prevention of discrimination and xenophobia in schools. The protocol provided guidance on addressing and countering xenophobia against Venezuelan students in particular, including by promoting participation in extracurricular activities, building the capacity of teachers to implement stress management techniques, and establishing social support networks. The MEN has also provided support to sub-national authorities in municipalities hosting large Venezuelan populations to strengthen school coexistence planning at the local level (MEN, 2022a).

School counsellors and teachers are required to report incidents of school violence through the Unified School Coexistence Information System (Sistema de Informacion Unificado de Convivencia Escolar, SIUCE). The identification number of the victim or perpetrator must be entered, allowing incidents to be connected to SIMAT registration data. Valid document types include a national identity card, foreigner identity document, or NES. When entering a report, users are asked to indicate motivating factors, with options including 'discrimination based on origin' (discriminación por procedencia). Authorized users – including education authorities, school directors, law enforcement agents, and health and family welfare officials – may consult cases and filter by location, document type and number, and date of incident.

While SIUCE data are not made publicly available, data collected by sub-national authorities and partners provide insight into school violence. In 2020, a survey conducted by UNICEF and the Child Resilience Alliance in 9 municipalities found that the majority of Venezuelan students reported bullying in classrooms, expressed through physical and emotional violence. A 2023 survey in Medellín provided information on the prevalence of xenophobia and discrimination experienced by Venezuelans in district schools (Personeria de Medellín, 2023).

Percentage of Venezuelans (male/female) who report bullying in classrooms (2020): **96% / 89%**
Percentage of Venezuelans (male/female) who report physical or emotional violence (2020): **71% / 79%**
Percentage of Medellín schools reporting cases of discrimination and xenophobia (2023): **69%**

Sources: Information on SIUCE reporting based on video tutorials and the SIUCE User Manual. Medellín survey results available through a press release. UNICEF/CRA survey results available on R4V website.

Quality learning conditions

Given the decentralized structure of the education system, district-level authorities and schools play a key role in ensuring quality of education for Venezuelan students. The General Education Law (1994) and Decree 1860 (1994) permit schools to adapt the contents of the curriculum in line with general guidelines, granting schools flexibility in addressing the particular learning needs of students. School-level adaptations to promote quality learning may be observed in municipalities including Bogotá and Medellín. For example, in Mártires, Bogotá, the Chamitos project aims to promote quality learning through an adapted pedagogical approach that includes lessons on forced displacement and the development of personal narratives (IIEP–UNESCO, 2021).

In Colombia, learning outcomes are measured through the Saber 3, 5, 7, and 9 exams, which evaluate representative samples of students across grade levels, and the Saber 11 exam, a mandatory end-of-secondary exam taken by all students. Exams are administered by the Colombian Institute for the Evaluation of Education (Instituto Colombiano para la Evaluación de la Educación, ICFES). Although ICFES disseminates results for the lower Saber exams through an annual report, published data are not disaggregated by nationality. However, registration for the Saber 11 exam is linked to student records in SIMAT through the student's identification number, allowing for the disaggregation of results by country of origin and by documentation type. The ONM presents the results of Venezuelans by municipality, along with data on socio-economic characteristics. Results have also been analyzed and disseminated by R4V, providing a comparison of the learning outcomes of Venezuelan and Colombian students.

Average overall results of Venezuelans on the Saber 11 (vs. Colombians) (2022): **240 (vs. 252)**
Average results of Venezuelans in critical reading (vs. Colombians) (2022): **51 (vs. 53)**
Average results of Venezuelans in mathematics (vs. Colombians) (2022): **48 (vs. 51)**

Sources: Saber 11 results for Venezuelans up to 2021 available on the ONM Education portal. R4V analysis of Saber 11 results in 2022 available through a report and online portal.

Access to transitions

The Colombian government is responsible for providing the necessary conditions to ensure retention in the education system, as a key component of the right to education under the Constitution (Art. 67). Circular 16 reaffirms that sub-national education authorities must include Venezuelan students in strategies to promote retention. Furthermore, Resolution 971 (2021) states that individuals granted PPT status may access transitions and promotions throughout all levels of education. Specific measures to ensure retention and access to transitions may be provided in district-level policy documents, such as Resolution 1760 (2019) in Bogotá, which outlines actions to be taken by parents, teachers, school administrators, and local officials to ensure successful transitions of students at risk of drop-out.

The MEN collects data on student trajectories through the Information System for Monitoring, Prevention and Analysis of School Dropout (Sistema de Información para el Monitoreo, la Prevención y el Análisis de la Deserción Escolar, SIMPADE), used by schools to identify and monitor students at risk of drop-out. The reporting form collects information on the student's country of origin (OREALC/UNESCO, 2022), although data collected through SIMPADE are not made publicly available. Nonetheless, individual-level data collected in SIMAT provide insight into the educational trajectories of Venezuelan students. Through online portals, R4V provides analysis and dissemination of SIMAT data on drop-outs and withdrawals of Venezuelans by department and level, allowing for a comparison of the progression of Venezuelan students and Colombian students.

Estimated number of Venezuelan students who dropped out of school in 2021: **29,276**
Estimated drop-out rate for Venezuelan students in 2021 (vs. Colombians): **6.4% (vs. 3.6%)**
Number of Venezuelans who withdrew from school in 2022 (% of total enrolled): **62,216 (10.6%)**

Sources: Information on SIMPADE from OREALC/UNESCO, 2022. R4V analysis of drop-out rates and withdrawals presented in GIFMM, 2023b, and through online portals (Drop-outs approximations and SIMAT withdrawals).

Certification of learning

All students in Colombia are required to take the Saber 11 exam to validate the completion of secondary education and qualify for admission to higher education. In 2019, the ICFES issued Resolution 624, allowing Venezuelans in irregular status to register for the Saber 11 exam using their NES number. In 2020, Resolution 298 further stipulated that students may use a Venezuelan identity document to receive their results; however, only individuals in regular status may obtain certification. A MEN orientation document provides guidance on certification for Venezuelans. It states that students without documentation may not be issued a diploma, degree certificate or title, as these documents must contain a valid identity document number. However, students in irregular status may be permitted to participate in the degree ceremony and receive a certificate of performance, and may be issued the corresponding degree upon regularizing their status.

Registration for the Saber 11 exam is linked to SIMAT registration records, allowing for the generation of data on students taking the exam by nationality and documentation type. Data on the results of Venezuelan students are published on the ONM portal as well as through R4V reporting. R4V reports have analyzed the number of Venezuelan students taking the exam by documentation type, including the number who registered for the exam using an NES, revealing that 37% of Venezuelans who took the exam in 2022 were ineligible to validate their studies due to their irregular status. Furthermore, slightly over a third of students who were eligible to take the exam in 2022 did so, indicating that a significant proportion of Venezuelan students who have completed secondary education in Colombia have not received certification of their learning.

Total number of Venezuelan students taking the Saber 11 exam (2022): **6,765**
Percentage of eligible Venezuelan students taking the exam (2022): **36%**
Percentage of Venezuelan students in irregular status taking the exam (2022): **37%**

Sources: Analysis of 2022 Saber 11 results available at R4V, 2023a.

Access to technical, vocational and tertiary education

Law 30 on Higher Education (1992) guarantees access to higher education for all individuals who fulfil the required competencies and academic conditions. Moreover, the Constitution states that the government will provide access to financial assistance to ensure that all qualified individuals may access higher education. For individuals issued a PPT, the right to access higher education and technical training is further reaffirmed by Resolution 971. However, access to post-secondary education remains limited to Venezuelans in regular status, as individuals in irregular status are unable to validate the completion of secondary education (MEN, 2019).

Data on the enrolment of Venezuelans in higher education are collected by the Sistema Nacional de Información de la Educación Superior (SNIES) and published on the ONM Education portal. Statistics are disaggregated by gender and type of documentation and include enrolment by semester, level, and programme. Furthermore, data on results of the Saber Pro and Saber TyT exams (for professional and technical/technological training programmes, respectively) are disaggregated and disseminated on the ONM portal and through ICFES reports, allowing for insight into the performance of Venezuelan students in higher education.

Number of Venezuelans enrolled in higher education (2021, S2): **6,796**
Most common areas of study among Venezuelan students (2021, S2): **(32%) Economics, administration, accounting, and related fields**
Engineering, architecture, urbanism and related fields: **(30%)**

Sources: Data from Education dashboard on ONM, 2022a.

Local integration

Law 2136 (2021) states that individuals in regular status may move freely within the territory. According to Decree 216, Venezuelans who have been issued a PPT may exercise any occupation in the country without limitations. Given that the PPT is valid for ten years, the decree states that individuals will be able to accumulate the required legal presence in Colombia to apply for a permanent resident visa by the expiration of the ETPV in 2031, allowing them to remain indefinitely. However, individuals who do not qualify for the ETPV and remain in irregular status are ineligible to work legally in Colombia. For individuals who have entered the territory in an irregular manner since 2021, no pathways to obtain legal status currently exist.

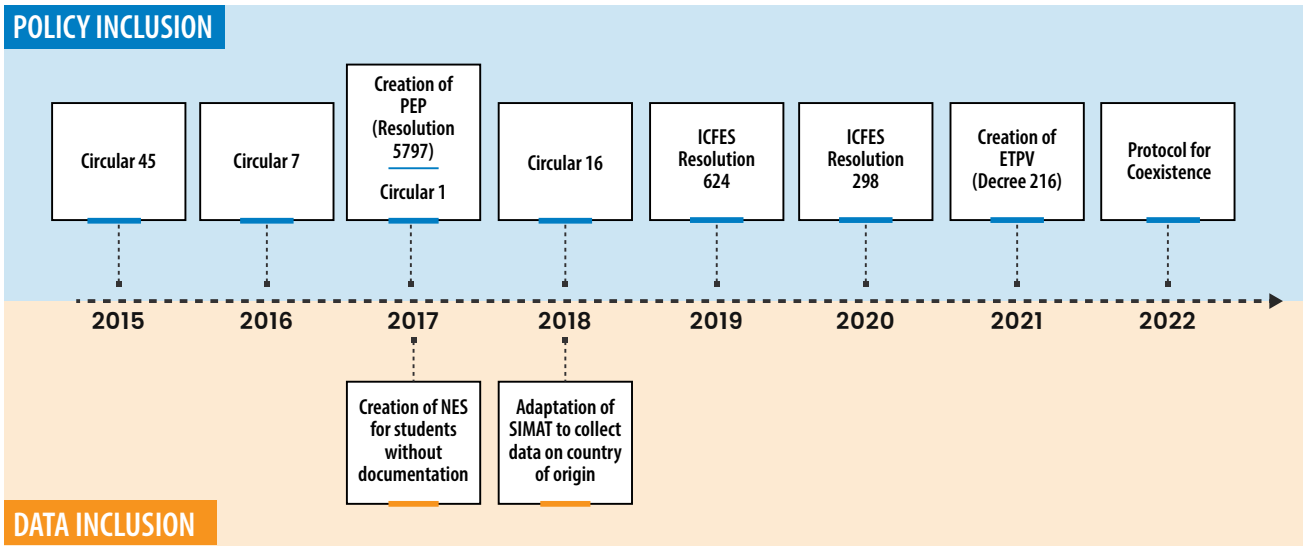
The Great Integrated Household Survey (GEIH), conducted by DANE, includes a migration module that collects data on the labour market participation of Venezuelans. This data is used to inform the DNP's Multidimensional Index of Socio-economic Integration for Venezuelan Immigrants in Colombia (IMI), which aims to strengthen integration planning at the national and local levels (DNP, 2022b). The ONM also gathers data from the Single Registry of Foreign Workers (RUTEC), the Public Employment Service (SPE), and the National Apprenticeship Service (SENA) for a series of dashboards presenting an overview of Venezuelan employment.

Unemployment rate among Venezuelans (vs. Colombians) (2022): **22% (vs. 11%)**
Labour market participation rate of Venezuelans (vs. Colombians) (2022): **66% (vs. 59%)**
Informality rate among Venezuelans (vs. Colombians) (2021): **51% (vs. 44%)**

Sources: GEIH data from UNHCR, 2023 and Bahar et al., 2022. Employment dashboards available on ONM Work dashboard.

Trajectory of inclusion of refugees in policy and data

Since 2015, the Colombian government has taken positive steps to guarantee access to education for all Venezuelans through the adoption of inclusive policies and adaptation of data systems to include Venezuelans in education information systems. However, despite these positive developments, Venezuelans in irregular status continue to face obstacles in validating their studies and accessing higher education.



Enabling factors	Constraining factors
✓ **Technical capacity within the MEN has allowed for the adaptation of national education data systems to capture data on Venezuelan students.** This includes the incorporation of the variable 'country of origin' in SIMAT and the adaptation of information systems to accept the NES as a documentation type. Moreover, key informants indicated that the NES code may be manually updated when students obtain regular status, allowing for tracking of student trajectories.	✗ **Despite the positive shift towards long-term solutions signaled by the ETPV, many Venezuelans remain without access to legal status.** Decree 216 stipulates that children enrolled in school may apply for the PPT until 2031, regardless of their manner of entry. However, no pathways currently exist for out-of-school children or for adults who have entered irregularly since January 2021. Key informants indicated that a lack of legal pathways for family members may negatively impact the educational trajectories of students.
✓ **Inter-agency coordination has allowed for more cohesive policy responses and the integration of data sources on Venezuelans.** Strategies such as the CONPES 3950 have established a more unified national response across sectors. Greater coordination has also allowed for data sharing between national agencies. The ONM portal exemplifies this enhanced coordination, as it brings together data from the education, health, social services, employment, and family welfare sectors on a unified platform to facilitate decision-making processes.	✗ **Although information on the progression and safety of Venezuelan learners is collected by national data systems, a limited amount of the data collected is made publicly available.** While R4V reporting has contributed to analysis and dissemination of key data, a lack of systematic publication of these data serves as a barrier to generating evidence on the effectiveness of policies and programmes to inform future evidence-based policy-making.

Recommendations

To the government:

- Ensure timely and equal access to the ETPV for all Venezuelans, regardless of manner of entry. In the meantime, introduce flexible documentation requirements for the entire education cycle, including higher education, to ensure that Venezuelans in irregular status can fully exercise their right to education.
- Make use of available data on the quality and safety of education for Venezuelan learners to generate evidence and inform more effective interventions. The dissemination of findings through public reports and existing platforms, such as the ONM, will ensure they are accessible to a wide range of stakeholders.

To the international community:

- Leverage existing coordination mechanisms, such as the R4V, to promote knowledge exchange on best practices and lessons learned on refugee inclusion in policy and data systems from across the region.

Ecuador

Bordering Colombia and Peru, Ecuador has a population of 18 million inhabitants (World Bank, n.d.). Despite a high level of human development, Ecuador is impacted by structural weaknesses including high informality rates and disparities in access to public services (World Bank, 2023). In recent years, political and security crises have led to protests and social unrest, with elections expected in 2023 following the dissolution of Parliament (Romo, 2023).

Over the past four decades and until recently, Colombian refugees represented the largest population of concern in Ecuador. Despite a peace agreement signed in 2016, the number of Colombians seeking asylum has continued to grow as violence persists (UNHCR, 2022). Since 2016, Ecuador has also served as both a transit and destination country for Venezuelans fleeing political turmoil and instability, and in 2018, Venezuelans surpassed Colombians as the largest population of concern.

Refugee context

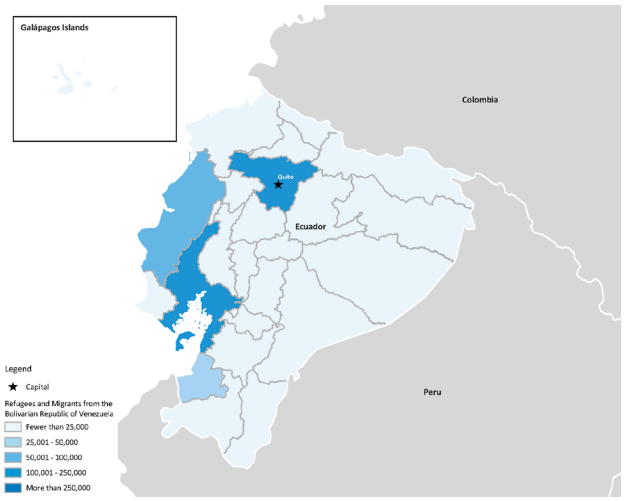
Ecuador currently hosts over half a million displaced Venezuelans. While a minority have applied for or been granted refugee status, most are classified as others in need of international protection, with some holding visas or other forms of legal status.

Country of origin	Refugees	Asylum-seekers	Others in need of intl. protection	Subtotals
Venezuela	1,540	5,370	495,304	502,214
Colombia	57,160	3,964	-	61,124
Cuba	230	169	-	399
Others	1,195	251	-	1,446
Total	**60,125**	**9,754**	**495,304**	**565,183**

Source: Population figures as of end-2022, available at UNHCR, n.d..

Most Venezuelans have settled in the province of Pichincha, including the capital city of Quito, with large populations also settling in the provinces of Manabí and Guayas (UNHCR, 2021).

Figure 1: Location of Venezuelan refugees and migrants in Ecuador



Sources: Population projections as of November 2022, available at R4V, 2023b.

Key education indicators

HDI ranking (2021)	95 of 191
Gross enrolment rate – Pre-primary (2021)	58.3%
Gross enrolment rate – Primary (2021)	96.1%
Gross enrolment rate – Secondary (2021)	100.9%
Gross enrolment rate – Tertiary (2020)	52.6%
Expected years of schooling	12.9
Learning adjusted years of schooling	8.7
Learning outcomes (compared to regional averages):	
Average score on reading, Grade 6 (2019)	684 (696)
Average score on mathematics, Grade 6 (2019)	720 (697)
Average score on science, Grade 6 (2019)	720 (702)

Sources: HDI ranking from UNDP, 2021; gross enrolment rates from UIS, n.d.; years of schooling from World Bank, 2020a; learning outcomes from ERCE, UNESCO, 2021.

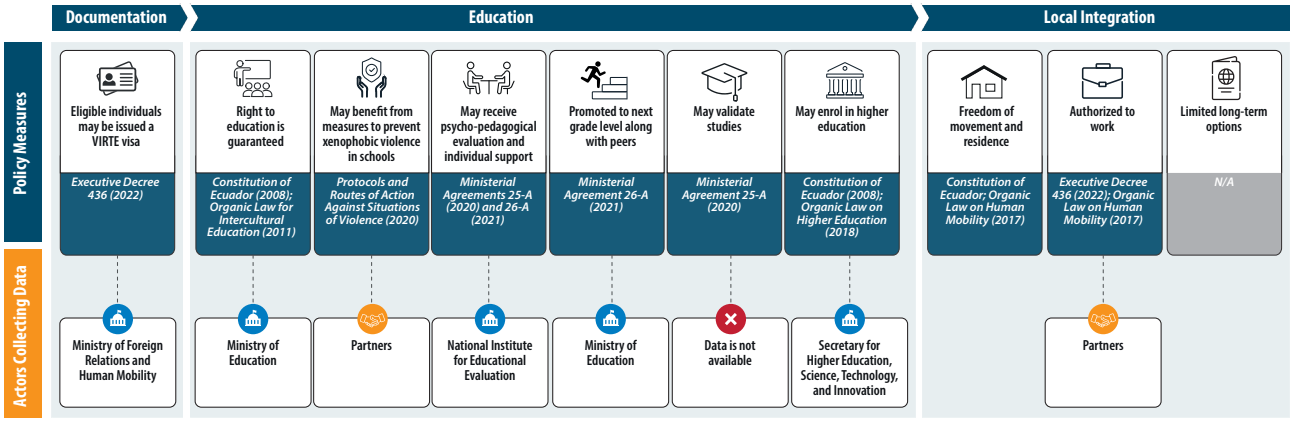
Inclusion of refugees in the national education system

Normative framework

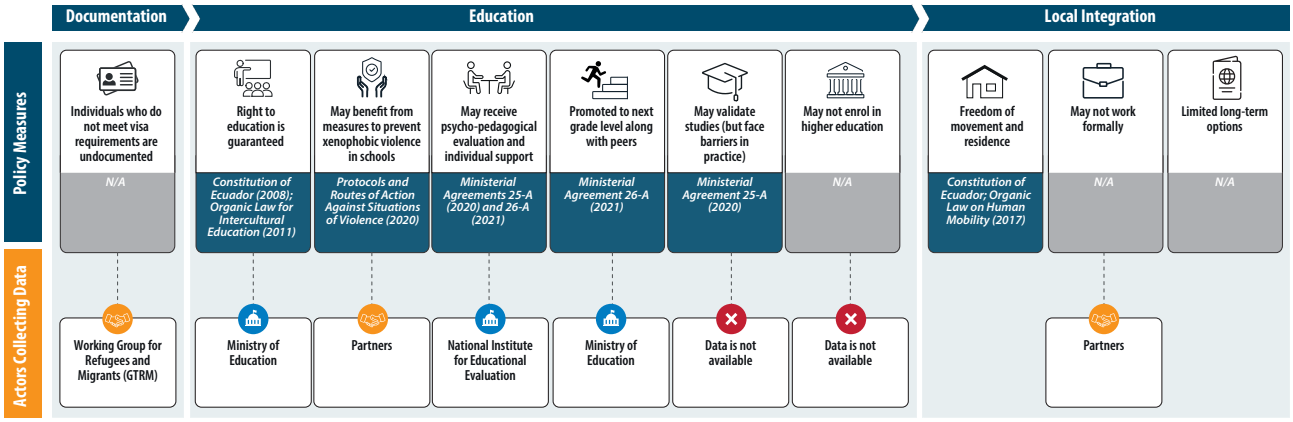
Ecuador is a signatory to the 1951 Refugee Convention, the 1967 Protocol, and the 1984 Cartagena Declaration. In 2017, the Organic Law on Human Mobility was adopted, reaffirming Ecuador's commitment to protect the rights of refugees as enshrined in the Constitution of Ecuador (2008). The Organic Law incorporates into domestic legislation an expanded definition of 'refugee,' which includes those forced to flee as a result of 'generalized violence, foreign aggression, internal conflict, massive violation of human rights, or other circumstances that have seriously disturbed public order' (Government of Ecuador, 2017). Despite a strong legal framework for refugee protection, the government of Ecuador has not used its national asylum system to grant legal stay to most Venezuelans. Although most Venezuelans meet the criteria for refugee status under the Cartagena definition (Freier et al., 2022), the government has relied on regular visas and temporary regularization measures to provide status to Venezuelans.

Overview: Policy pathway for refugee education

In Ecuador, legal frameworks and guidance documents issued by the Ministry of Education (MINEDUC) aim to uphold the right to education for all. Venezuelans in regular status may access education at all levels and participate in the labour market. Data collected by national actors allows for monitoring the needs of this population.



However, pathways to obtain legal status remain limited. As a result, a significant proportion of Venezuelans who remain in irregular status are excluded from accessing higher education and formal employment.



Documentation

In 2017, the Organic Law introduced a special visa for nationals of the Union of South American Nations (UNASUR), including Venezuelans. However, a fee of US$250 made the visa inaccessible for many, and it was eliminated in 2021 (Gandini and Selee, 2023). In 2019, Executive Decree 826 created the Exceptional Visa for Humanitarian Reasons (VERHU), although the process was open only to Venezuelans who had entered the territory regularly. In 2022, the Exceptional Temporary Residence Visa (VIRTE) was announced through Executive Decree 436, to be rolled out in three phases: for Venezuelans with regular entries (between Sept. 2022 and Aug. 2023); for other nationalities with regular entries (between Nov. 2022 and Nov. 2023); and for Venezuelans with irregular entries (between Feb. 2023 and Feb. 2024). Once granted, VIRTE recipients are granted legal stay for a period of two years, renewable only once for another two years (R4V, 2023).

The Ministry of Foreign Relations and Human Mobility (MREMH) publishes statistics on the issuance of VIRTE visas, with disaggregated data available by nationality, gender, civil status, age group, and province. Data on Venezuelans granted legal status through other means, including regular visas and refugee status, are also collected by the MREMH and published through annual Statistical Bulletins (Government of Ecuador, n.d.). While the government does not systematically publish data on migrants in irregular status, statistics collected by the Working Group for Refugees and Migrants (GTRM) provide an estimate of the total Venezuelan population, including refugees, asylum-seekers, and others in need of protection. Based on the total estimated population and official visa statistics, an estimated percentage of Venezuelans in regular status may be calculated (Gandini and Selee, 2023).

Number of Venezuelans issued a UNASUR or other regular visa (2016-June 2022): **150,106**
Number of Venezuelans granted a VIRTE visa (as of 21 July 2023): **56,190**
Estimated total Venezuelan population in Ecuador (2023): **502,214**
Estimated share of Venezuelans in legal status, lower/upper estimate (2022): **30% - 45%**

Sources: Data for UNASUR and other regular visas from official statistics provided in Gandini and Selee, 2023. VIRTE data (as of 21 July 2023) from MREMH, n.d.b.. Statistical Bulletins from MREMH, n.d.a.. Estimated total Venezuelan population from R4V, 2023a. Estimated share of Venezuelans in legal status cited from Gandini and Selee, 2023.

Education and training

Access to early childhood, primary and secondary education

The universal right to education is enshrined in the Constitution as well as the Organic Law for Intercultural Education (2011) and its General Regulation (2012), which reaffirm the right to education for vulnerable groups, including persons in situations of mobility. In addition, MINEDUC has adopted guidance to ensure equal access to schools for Venezuelan learners. Ministerial Agreement 25-A (2020), which updated and replaced guidance provided in Ministerial Agreement 42-A (2017), aimed to facilitate access by allowing enrolment at any time during the school year, removing documentation requirements, and implementing placement exams to determine grade assignment in the absence of educational records. The following year, Ministerial Agreement 26-A (2021) clarified the enrolment process for students in irregular status, stating that students may enrol using a unique identification code.

Enrolment data are collected in the national EMIS, AMIE (Archivo Maestro de Instituciones Educativas, or Master File of Educational Institutions) by nationality, with 'Venezuelan' added as an option in 2018. While some data are made publicly available on the MINEDUC Open Data portal, the number of learners in regular or irregular status is not indicated. Estimates of out-of-school Venezuelans may be provided by partner-led surveys, such as GTRM Joint Needs Assessments.

Number of Venezuelan students enrolled at all levels of education, 2022-2023: **55,759**
Percentage of Venezuelan children and youth (5-17 years old) not in school, 2022: **26.5%**

Sources: Enrolment from Datos Abiertos portal (as of 21 July 2023), available at MINEDUC, n.d.; percentage of Venezuelan children and youth in school from GTRM, 2022.

Safe learning environment

The right to a safe learning environment is enshrined in the Constitution, the Childhood and Adolescence Code (2002), and the Organic Law for Intercultural Education, all of which include objectives to eradicate school violence and ensure the integral development of children and youth. Guidance documents issued by MINEDUC, such as Protocols and Routes of Action against Situations of Violence Detected or Committed in the Educational System (2020), outline actions for the prevention of school violence, recognizing that sociocultural characteristics and situations of vulnerability, including migratory status, may generate violence by aggressors against victims. Implementation has prioritized districts with larger populations of Venezuelan students based on AMIE data (OREALC/UNESCO, 2022). National and partner-led initiatives have also aimed to prevent xenophobic violence through activities to promote social cohesion. The Seamos Amigos ('Let's Be Friends') initiative, launched by MINEDUC and UNICEF in 2019, aimed to promote cross-cultural communication through writing, art, and cooking activities (UNICEF, 2020).

Partner-led data collection efforts, such as the World Bank's Survey of People in Human Mobility and in Host Communities in Ecuador (Encuesta a Personas en Movilidad Humana y en Comunidades Receptoras en Ecuador, EPEC), has provided insight into school safety for Venezuelan learners. The survey collected data on experiences of discrimination and perceptions of safety in schools, on the way to school, in public transportation, and in other environments (World Bank, 2020b). While national education actors collect some data on safety (e.g. on sexual violence occurring in schools), statistics presented in MINEDUC publications do not disaggregate by nationality or legal status (MINEDUC, 2023).

Percentage of Venezuelans who have experienced discrimination in school (male/female): **1% / 9%**
Percentage of Venezuelan youth (12-17) who feel safe in school (vs. Ecuadorians): **51% (vs. 88%)**
Percentage of Venezuelan youth (12-17) who feel safe on the way to school (vs. Ecuadorians): **42% (vs. 83%)**

Sources: Venezuelan data from World Bank, 2020b; some national data available in MINEDUC, 2023.

Quality learning conditions

Ministerial Agreement 25-A (2020) outlines measures to ensure quality learning conditions for Venezuelan students, including through psycho-pedagogical evaluations and curricular adaptations. The document states that students who begin school outside of the regular enrolment period are placed into a mandatory preparatory period to ensure their readiness to enter the classroom setting. Ministerial Agreement 26-A (2021) reaffirms these measures and states that teachers are responsible for carrying out actions to support students as determined by District Education Directorates. Teachers and district officials are responsible for monitoring progress and assessing the need for additional support, with support lasting until the student has fully adapted to the new environment.

Although limited, some data are available to monitor learning for Venezuelan students through national exam results. The end-of-secondary exam in place until 2020, Ser Bachiller, collected information on migratory status, including on type (internal displacement, international migrant, returnee, or refugee) and motion (including social conflict, natural disaster, and political persecution). It also collected information on students' experiences with discrimination. While data by migratory status were not published, in 2017-2018, a publication by the National Institute for Educational Evaluation (Ineval) included learning outcomes for students who reported experiencing discrimination by motive, including for being a migrant or refugee (Ineval, 2018). Although not specific to Venezuelans, these data provide an indication of the impact of discrimination on learning outcomes for migrant and refugee students. The current end-of-secondary exam, Transformar, is managed by the Secretary for Higher Education, Science, Technology, and Innovation (Senescyt), and allows for disaggregation of results by nationality. However, these data are not publicly available.

Percentage of students reporting discrimination based on being a migrant/refugee: **1.1%**

Average score of students reporting discrimination based on being a migrant/refugee, vs. average national score: **<720 (vs. 762)**

Sources: Information on data collection for the Ser Bachiller from questionnaires available at Ineval, n.d.a.. Data on discrimination available at Ineval, 2018.

Access to transitions

The Constitution states that the right to education includes universal access, permanence, mobility, and graduation from the education system for all learners, without discrimination. Ministerial Agreement 26-A (2021) reaffirms that at the end of the school year, students who have registered outside of the regular enrolment period and are participating in a preparatory period will be promoted to the next grade level, together with their peers.

The AMIE captures data on student drop-out and promotion rates by nationality, including for Venezuelans. Although not published on the Open Data platform, select data have been disseminated through MINEDUC presentations, providing an indication of transitions for Venezuelan learners compared to national learners.

Drop-out rate for Venezuelan students, 2021-2022 (vs. national rate): **8.37% (vs. 2.11%)**

Non-promotion rate for Venezuelan students, 2021-2022 (vs. national rate): **2.32% (vs. 1.26%)**

Promotion rate for Venezuelan students, 2021-2022 (vs. national rate): **89.30% (vs. 96.63%)**

Sources: Data presented by the Ministry of Education at the 3rd International Forum on Migration Statistics, 26 January 2023. Recording available at UNStats, 2023.

Certification of learning

The Constitution guarantees the right to education – including graduation – without discrimination. The General Regulation to the Organic Law on Intercultural Education states that the requirements to obtain a high school diploma (Bachillerato) include obtaining a minimum grade of 7/10 on the graduation exam. Ministerial Agreement 25-A affirms that completion of the graduation exam is required for validation of studies, although it does not specify whether students in irregular status may take the exam. While legal frameworks do not explicitly prevent validation of studies, in practice, individuals in irregular status are often unable to certify the completion of their studies (R4V, 2022).

While data on the total number of students graduating from secondary education each year are published by MINEDUC, data are not disaggregated by nationality. Furthermore, although Ineval publishes national exam results on its website, it has not published results on end-of-secondary exam results since 2019-2020.

Sources: Ineval, n.d.b.

Access to technical, vocational and tertiary education

The right to higher education is enshrined in the Constitution, which states that post-secondary undergraduate education is free, and the Organic Law on Higher Education (2018), which stipulates that higher education is a right and a public good. To apply for admission to higher education, students must first register on the website of the Senescyt. According to Senescyt, in 2023, students who are not citizens may only register if (1) their situation is regularized before the MREMH; (2) they have a passport with a valid visa until at least December 2023; and (3) they have a high school diploma approved by MINEDUC (Senescyt, 2023). Venezuelans in irregular status are therefore unable to access higher education.

Senescyt's Portal for Higher Education Statistics and Indicators includes dashboards on matriculation, scholarships, and degrees awarded by year. Although matriculation statistics are disaggregated by gender, ethnicity, and disability, they do not allow for the identification of Venezuelan students. However, the dashboard on degrees awarded includes both national degrees awarded by Ecuadorian universities and foreign degrees recognized in Ecuador, with country of nationality of recipients available for both. The dashboard allows for some insight into the participation of Venezuelans in higher education in Ecuador as well as the recognition of degrees obtained in Venezuela.

Number of degrees awarded to Venezuelans (2022): **294**
Most common area of study for Venezuelans (2022): **Social sciences, journalism, information, law (67)**
Number of foreign degrees recognized for Venezuelans (2022): **755**
Most common recognized degrees for Venezuelans (2022): **Health and well-being (265); Education (139)**

Source: Senescyt, n.d.

Local integration

The Organic Law on Human Mobility states that all non-nationals enjoy freedom of movement within the territory, a freedom also guaranteed by the Constitution. While Venezuelans in regular status have the right to work and access social security under the Organic Law, individuals in irregular status are restricted from accessing the formal labour market and fall outside of the scope of legal protections for workers. Per Executive Decree 436, individuals granted status through VIRTE may stay legally for two years, with the possibility of renewal for another two years (R4V, 2023). However, for Venezuelans in regular and irregular status alike, legal pathways to long-term residence in Ecuador remain limited.

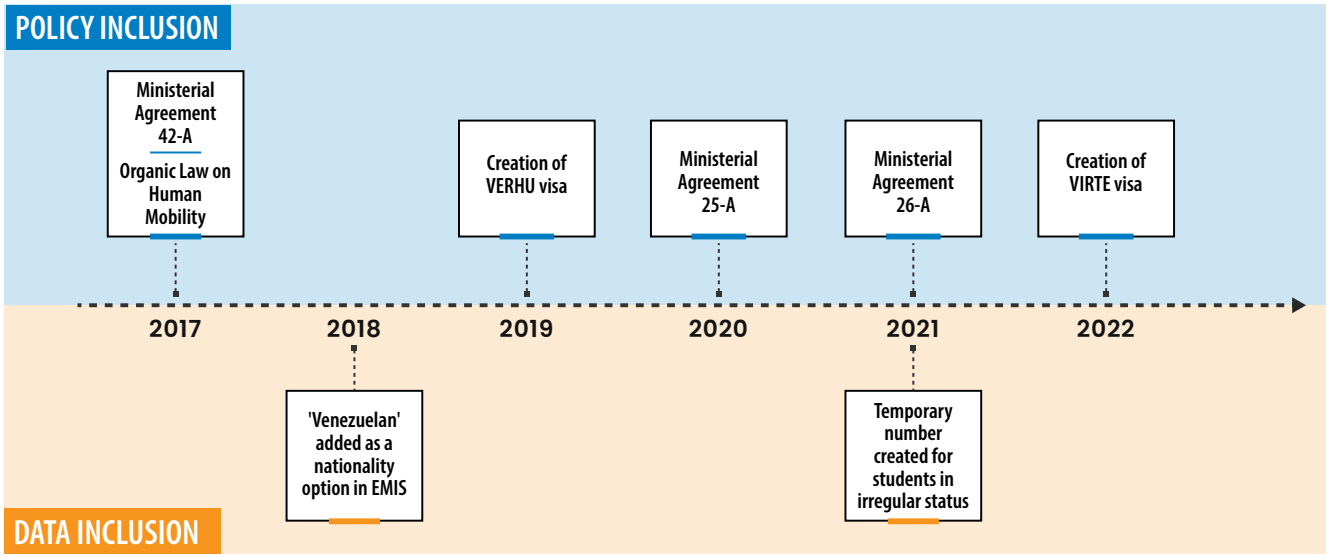
Although some data on the employment of Venezuelans have been collected through the Migratory Registry (El Comercio, 2020), national data are not systematically published. Data collection exercises conducted by partners, such as the IOM, allow for insight into labour market participation and employment outcomes. Survey results from 2021 reveal high levels of informality and low wages among the Venezuelan population, with the majority making less than the national minimum salary of US$400 per month, mandated by the Ministry of Labour.

Percentage of Venezuelans working without a formal contract (vs. national) (2021): **95.3% (vs. 51.2%)**
Percentage of Venezuelans making less than US$400 per month (2021): **93%**

Sources: El Comercio, 2020; Monitoring of Venezuelan Population Flow Round 12, IOM, 2021; minimum salary for 2021 from Ministry of Labour, 2020. National data on informality from INEC National Survey on Employment, July 2021.

Trajectory of inclusion of refugees in policy and data

Since 2017, national authorities have taken positive steps to include Venezuelans in policies and data systems. MINEDUC agreements have aimed to facilitate access by removing barriers related to documentation and allowing enrolment at any time during the year. Ministry-led initiatives have aimed to ensure the safety and quality of learning through individualized support and the prevention of school violence. However, access to documentation remains limited for many Venezuelans, impacting their ability to participate in higher education and in the labour market. While positive steps have been taken to include Venezuelans in national data systems, including AMIE, data on learning outcomes and completion of education for Venezuelan students remain limited.



Inclusion has been driven by strong political will on the part of authorities, which has allowed for the development of policies to ensure universal access. While the technical capacity of national authorities has enabled the inclusion of Venezuelans in data systems, challenges related to interoperability of systems and guidelines on data collection remain.

Enabling factors	Constraining factors
✓ **Strong political will has enabled positive steps towards policy and data inclusion**, underpinned by a commitment to universal citizenship and the right to human mobility as enshrined in the Constitution and the Organic Law for Intercultural Education. Political support has allowed for the development of inclusive policies that recognize the right to education for all, regardless of legal status.	✗ **Limited interoperability of national data systems serves as a barrier to generating more comprehensive data on the needs of Venezuelan learners**. Currently, data on out-of-school Venezuelans are not collected in any national data source. While estimates may be provided by partner reporting (e.g. through GTRM surveys), greater coordination between MINEDUC, the MREMH, and other national actors would allow for better data on the educational needs of all Venezuelan children and youth.

✓ **Technical capacity has enabled greater inclusion of Venezuelan learners in national data systems.** While the AMIE collected data on nationality prior to the start of the Venezuelan crisis, the addition of 'Venezuelan' as an option in 2018 allowed for the collection of data on the enrolment and progression of students from Venezuela. Furthermore, the creation of a unique identification code for registration for children in irregular status allows for tracking the trajectory of all Venezuelan learners in the education system.

✗ **Despite the inclusion of Venezuelans in education data systems, a lack of specific policy guidance on data collection and use limits its uptake in policy-making processes.** Key informants noted that existing legal and policy frameworks do not regulate the collection or use of education data on migrants and refugees, impacting data collection efforts at subnational levels as well as the use of data to inform targeted policies and interventions.

Recommendations

To the government:

- Expand pathways to regularization to ensure equal access to legal status and the ability to participate fully in all levels of education, including higher education, as well as access to socio-economic integration.
- Increase the public availability of data on enrolment, progression, completion, and learning outcomes for Venezuelan students, including disaggregation by migratory status.

To the international community:

- Reinforce financial and technical support to support capacity-building at the national and subnational levels and promote the dissemination and implementation of inclusive policies.
- Advocate for the inclusion of Venezuelan learners in regional learning assessments (such as the ERCE), along with the collection of disaggregated data on results, to inform more effective policies for refugee learning.

Jordan

Jordan is a lower-middle income country with a population of over 11 million inhabitants (World Bank, n.d.). It faces several interrelated development challenges, including resource scarcity and low institutional capacity across all sectors. Regional political instability and conflicts in the Syrian Arab Republic, Iraq, Yemen, and Israel-Palestine have given way to substantial refugee flows towards Jordan, adding pressure to public services.

Refugee context

As of 2022, Jordan hosts over 3.7 million refugees, including over 660,000 registered Syrians. However, many Syrian refugees are not registered or counted in official data sources. Estimations indicate that the total Syrian population in Jordan stands at 1.3 million, and that an estimated 640,000 are unregistered (UNICEF, 2022).

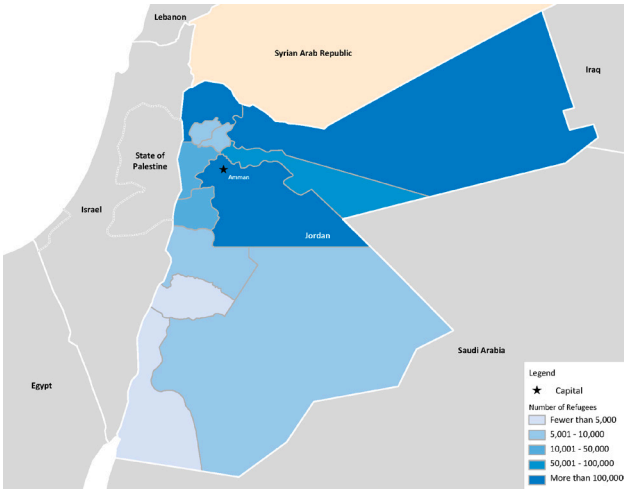
Country of origin	Registered refugees	Asylum-seekers	Unregistered refugees	Subtotals
Syrian Arab Republic	660,892	-	~640,000	~1,300,000
Iraq	30,835	31,297	-	62,132
State of Palestine	2,365,090	-	-	2,365,090
Others	6,034	13,880	-	19,914
Total	**3,062,851**	**45,177**	**~640,000**	**~3,700,000**

Source: Registered refugees include refugees under UNHCR's mandate and under UNRWA's mandate (for Palestinians). Population figures for registered refugees and asylum-seekers as of end-2022, available at UNHCR, n.d.a.. Number of unregistered refugees based on estimation in UNICEF, 2022.

Syrian refugees began arriving in Jordan in 2011 following the start of the Syrian crisis (UNHCR, 2023c). The February 2023 Türkiye-Syria earthquake in Türkiye and the Syrian Arab Republic further exacerbated the humanitarian situation in the region (ibid.). Syrian refugees are primarily located in the Amman, Mafraq, Irbid, and Zarqa Governorates. As of 2023, approximately 20% of registered Syrian refugees live in camps, while others are spread across urban, peri-urban, and rural areas (UNHCR, 2023a).

In addition to Syrians, Jordan hosts over 2.3 million registered Palestinian refugees, who fall under the mandate of UNRWA and are excluded from this paper's scope. Many Palestinians have been granted full citizenship in Jordan, though others remain undocumented (UNRWA, n.d.).

Figure 1: Location of Syrian refugees in Jordan



Sources: Population data from UNHCR, 2023a, based on data accessed in January 2023.

Key education indicators

HDI ranking (2021)	102 of 191
Gross enrolment ratio – Pre-primary (2021)	26.6%
Gross enrolment ratio – Primary (2021)	79.9%
Gross enrolment ratio – Secondary (2021)	72.0%
Gross enrolment ratio – Tertiary (2021)	34.1%
Expected years of schooling	11.1
Learning adjusted years of schooling	7.7
Learning outcomes (compared to OECD averages):	
Average score on reading, 15-year-olds (2018)	419 (487)
Average score on mathematics, 15-year-olds (2018)	400 (489)
Average score on science, 15-year-olds (2018)	429 (489)

Sources: HDI ranking from UNDP, 2021; gross enrolment ratios from UIS, n.d.; years of schooling from World Bank, 2020; learning outcomes from the PISA 2018, OECD, 2018.

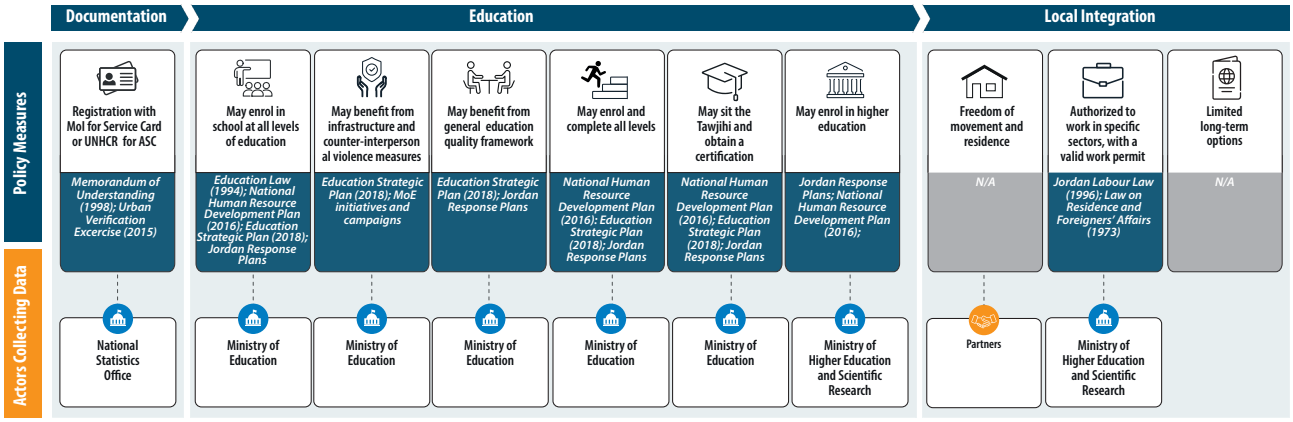
Inclusion of refugees in the national education system

Normative framework

Jordan is not a signatory to the 1951 Convention or the 1967 Protocol, nor has it enacted a refugee law. A Memorandum of Understanding signed in 1998 allows UNHCR to operate in the country and defines the rights of refugees in Jordan. The Syrian Refugee Affairs Directorate (SRAD), operating under the Ministry of Interior (MoI), is the domestic body responsible for managing Syrian refugee flows. In 2014, the Jordan Response Platform for the Syria Crisis (JRPSC) was established by the Ministry of Planning and International Cooperation (MoPIC) to ensure a coordinated response between the government, donors, and UN agencies. The JRSPC issues national strategies to guide the refugee response across sectors, including education (MoPIC, 2020). In 2016, the National Human Resource Development Plan (NHRDP) (2016-2025) included a goal to increase access to education for refugees as an important measure for national development.

Overview: Policy pathway for refugee education

While legal frameworks for refugees are limited, Jordan has adopted policies ensuring access to education for Syrian refugees, with some data available to monitor policy implementation. However, significant policy and data gaps remain, particularly for unregistered refugees.



Documentation

According to the 1998 MoU, refugees who register with UNHCR may be issued proof of registration, granting them legal status and an Asylum-Seeker Certificate (ASC), valid for one year on a renewable basis (UNHCR, n.d.c). Since 2014, Syrian refugees must also register with the MoI to obtain biometric Service Cards granting access to social services, including health care and education (NRC, 2016; UNHCR, n.d.b.). In 2015, an Urban Verification Exercise (UVE) was launched, allowing many refugees to receive MoI cards. However, issuance is contingent on presenting proof of residence, a health certificate, and an ID or birth certificate, which bars many Syrians from accessing the procedure (ibid.). MoI cards are valid for a period determined by the government (currently until December 2023) (Jordan Times, 2023).

Censuses conducted by the National Statistics Office collect population data by nationality, but not by protection status, noting that censuses are held on an irregular basis. UNHCR collects and disseminates data on refugees' location by province, disaggregated by nationality, gender, and age, allowing for an approximation of school-aged children. However, data are limited to registered refugees, estimated to represent half of the total Syrian population. There is therefore a substantial data gap, specifically for unregistered refugee children.

Estimated number of registered Syrian refugee children in Jordan (2023): **342,973**
Proportion of Syrian refugee children (% of registered Syrian population) (2023): **46.3%**

Sources: Data on Syrian refugee children from UNHCR, 2023b.

Education and training

Access to early childhood, primary and secondary education

The Ministry of Education (MoE)'s Education Strategic Plan (ESP) 2018-2025 and the NHRDP aim to expand access to education for refugees at all levels. Refugee education provision is also included in the Jordan Response Plan (JRP) 2020-2022. To absorb additional learners, the MoE has relied on a double-shift system, originally implemented in 1960 to accommodate Palestinian learners, with many Syrian students attending afternoon shifts (WBZ, 2017). In 2017, a former requirement to present an MoI card to enrol was waived, and circulars were disseminated to school principals to reaffirm that children should be enrolled regardless of status (Younes and Morrice, 2019). However, the requirement was reintroduced in 2019 (HRW, 2020). In 2021/2022, UNHCR noted that the MoE had waived the requirement for the first term of the academic year.

Jordan's national EMIS collects enrolment data at all levels disaggregated by nationality, including for Syrians. Although not made publicly available, enrolment data collected through OpenEMIS have been included in education sector and refugee response plans, as well as in updates published by the Education Sector Working Group (ESWG). The latest data reported in 2019 included enrolment of Syrian refugees by level in comparison to the total school-age population, along with breakdowns by type of school (double-shift/morning-shift/camp schools). However, in rare cases, students without a MoI card are not registered in OpenEMIS (Younes and Morrice, 2019), and are therefore not included in enrolment data or estimated school-age populations.

Percentage and number of Syrians enrolled in ECD (2019): **23% (4,591 of 19,951)**
Percentage and number of Syrians enrolled in basic education (2019): **68% (124,910 of 184,861)**
Number enrolled in double-shift/morning-shift/camp schools: **62,527/31,645/30,738**
Percentage and number of Syrians enrolled in secondary education (2019): **25% (6,936 of 27,315)**
Number enrolled in double-shift/morning-shift/camp schools: **568/5,122/1,246**

Sources: MoE, 2018; ESWG, 2019; MoPIC, 2020; Younes and Morrice, 2019.

Safe learning environment

The ESP, JRP, and HNRDP include specific goals to foster a safe learning environment for refugees and host community learners. Specifically, the ESP outlines several initiatives to prevent school violence, including the Ma'an ('Together for a Safe Environment') campaign and an anti-bullying programme (MoE, 2018). In 2017, the Nashatati ('My Activities') after- school programme was launched by the MoE, aiming to build life skills, promote social cohesion, and provide psychosocial support to students (Younes and Morrice, 2019). The ESP also sets targets for the construction of additional safe infrastructure and WASH facilities (MoE, 2018).

While the data landscape on school safety is limited, some MoE and partner initiatives have collected data on infrastructure safety and school violence. In 2015, the MoE and UNICEF conducted a nationwide report on school security measures and WASH facilities. Likewise, in 2015, the ESWG conducted a survey on barriers to education for 330 groups of children, including Syrians, including barriers related to safety.

Percentage of schools with sub-standard latrines nationally (2015): **35% of schools surveyed**
Groups citing bullying from other students as attendance deterrent (2015): **28 of 65 groups surveyed**
Groups citing discrimination as attendance deterrent (2015): **24 of 65 groups surveyed**
Proportion of Syrian households reporting school teasing (vs. Jordanian) (2018): **25% (vs. 20%)**

Sources: MoE, 2015; REACH and UNICEF, 2015; UNICEF, 2018.

Quality learning conditions

The JRP, ESP, and NHRDP provide a framework for the provision of quality education to all students, including refugees. The ESP includes targets for the improvement of the quality of assessments, school curriculum, ICT, and community participation in schools. It also highlights the need for specific training of teachers to deliver education to refugee students, including training to provide psychosocial support (MoE, 2018). However, only Jordanians may be employed as teachers; legal restrictions impede Syrian refugee teachers from exercising their profession (Ministry of Labour, 2020).

Since 2015, the Early Grade Reading and Mathematics Initiative (RAMP), run by MoE and funded by USAID and FCDO, reports data on reading and mathematics skills in Grades 2 and 3, with learning outcomes disaggregated by nationality. Data are published in MoE reports (key findings for 2021 available below). With regards to learning conditions, Jordan's OpenEMIS provides data on teacher numbers, pupil-to-teacher ratios, and national school and classroom numbers, including by location, although data on these fields for refugees are not accurate. Some information on training provided to school staff on delivering quality education has been made available in JRPs, including the number of school counselling staff trained on delivering psychosocial activities (MoPIC, 2017).

Percentage of correct answers in reading, G2 (Syrians in/out of camps, vs. general): **10.3% / 22.1% (vs. 26.5%)**

Percentage of correct answers in math, G2 (Syrians in/out of camps, vs. general): **34% / 42.5% (vs. 42.5%)**

Number of school counselling staff trained on psychosocial activities (2016): **521**

Source: Learning outcomes from MoE, 2021; number of trained staff from MoPIC, 2017.

Access to transitions

Refugees may transition through all levels of education. While the education system in Jordan has no end-of-cycle exams at the primary or lower secondary levels, promotion between Grades 1 to 11 is dependent on academic performance and attendance. Students who are absent for 39 or more days per academic year must repeat the grade the following year (UNICEF, 2018). A UNICEF-led programme (Makani) aims to prevent absenteeism through SMS alerts and home visits for students at risk of exceeding the limit, based on attendance data provided through the OpenEMIS portal (ibid.).

Individual-level data on enrolment by grade level and attendance are available based on OpenEMIS registration. This information is shared with relevant stakeholders, including UNICEF for the implementation of programming to prevent drop-out as noted above (UNICEF, 2018). OpenEMIS data are not made publicly available. In the absence of publicly available MoE data, a 2019 household survey conducted by the Department of Statistics and ICF included data on completion rates for Syrian students, published in the JRP 2020-2022.

Grade 7-10 completion rate for Syrians (vs. Jordanians) (2019): 4**1.2% (vs. 91.5%)**

Source: MoPIC, 2020.

Certification of learning

All students in Jordan sit the Tawjihi (General Secondary Education Certificate) exam at the end of upper secondary in both general and vocational tracks. Completion of the exam is mandatory to receive certification. Refugees may sit for the Tawjihi on the same basis as nationals upon paying registration fees. Due to historically low success rates, since 2017, all students '[are] allowed to receive the minimum passing rate of 40 per cent' and are eligible to apply for tertiary education regardless of their score (MoE, 2018, p. 32).

The MoE collects data on Tawjihi registration and pass rates, although datasets are not made publicly available. Some data have been published through MoE and press reports, as well as the MoPIC JRPs. However, publication is not systematic and data are fragmented, particularly on refugee scores. UNHCR also collects and disseminates, although not systematically, some data on the number of refugee students registered for the Tawjihi and the number of refugees who receive assistance paying registration fees.

Number of Syrians who sat the Tawjihi in 2015: **1,605 of 2,761 eligible students**
Number and percentage of Syrians who passed the Tawjihi in 2015: **536 (33.4%)**
Number of Syrians who passed the Tawjihi in 2020 (number receiving 95% or higher): **1,670 (154)**

Source: 2015 registration data and pass rates from MoPIC, 2016; 2020 results from UN, 2020.

Access to technical, vocational and tertiary education

Refugees may apply for admission to higher education upon presenting a valid Service Card, although they are required to pay international student tuition rates (UNHCR, 2021). To address this obstacle, some universities have offered reduced fees for refugees (UN, 2020). Various scholarships are available to remove financial barriers for refugees, including the Albert Einstein German Academic Refugee Initiative (DAFI) scholarship and the EDU-Syria scholarship programme (EU, n.d.).

The Ministry of Higher Education and Scientific Research (MoHE) publishes enrolment figures in higher education in its Annual Statistical Reports, disaggregated by nationality. MoPIC may also publish data on tertiary education in JRPs. However, these data are not systematically published. Education Dashboards produced by UNHCR include enrolment figures in higher education, as well as data on DAFI scholarship recipients, disaggregated by nationality.

Number of Syrians enrolled at undergraduate level (public/private universities) (2020): **1,663/5,262**
Number of Syrians enrolled at postgraduate level (public/private universities) (2020): **180/150**
Percentage of Syrians receiving university scholarships upon Grade 12 completion (2019): **22%**
Recipients of the DAFI scholarship (of which Syrians) (2021): **311 (297)**

Sources: Number of Syrians enrolled from MoHE, 2020; percentage receiving scholarships from MoPIC, 2020; DAFI scholarship data from UNHCR, 2021.

Local integration

Since the Global Compact on Refugees in 2016 and subsequent Ministerial authorization, Syrian refugees have the right to work in designated sectors, although employment is largely limited to low-skilled occupations including construction, agriculture, and manufacturing (Ministry of Labour, 2020). Syrian refugees may obtain a work permit after presenting a valid Service Card, undergoing a medical exam, and receiving a work contract. Refugees with a work permit are protected under the labour law and have the right to a minimum wage and social security (UNHCR, n.d.d.) However, many Syrians do not hold a work permit and are employed in the informal sector. Pathways to citizenship are limited for Syrian refugees (Robbin and Qiblawi, 2023).

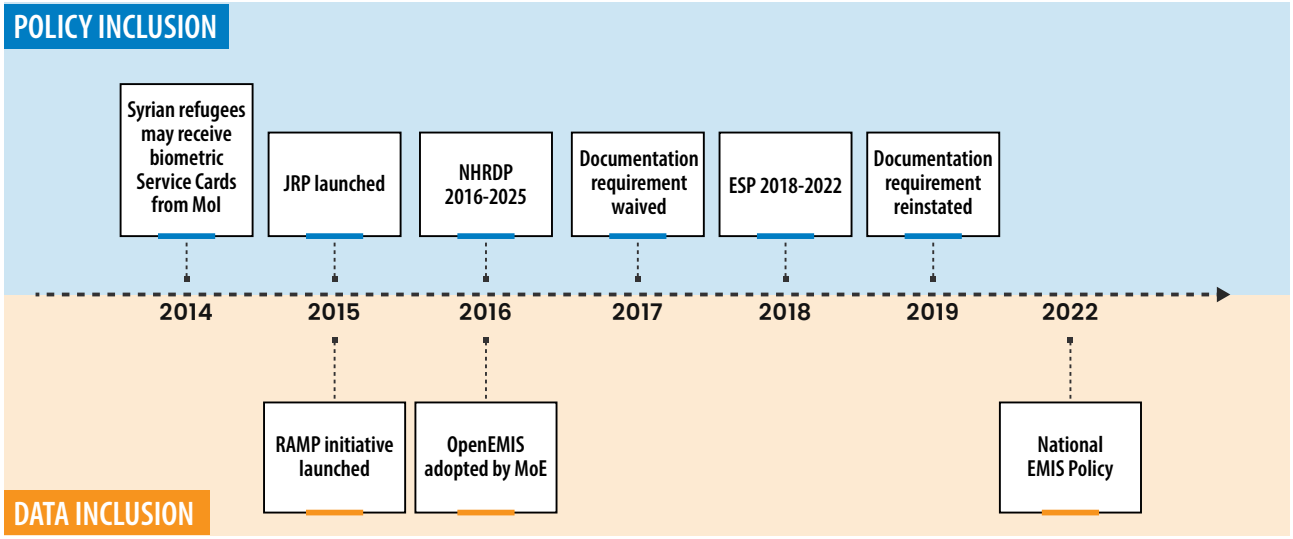
The Department of Statistics (DoS) publishes employment data disaggregated by sector, gender, and nationality, including Syrians, but provides no disaggregation by protection status. Partners, such as the ILO and UNHCR, support data collection and dissemination through household surveys.

Proportion of employed Syrians holding a valid work permit, pre-Covid (2020): **23%**
Average pre-Covid monthly wage of Syrians vs. Jordanians (2020): **JOD ~190 vs. ~370**
Average pre-Covid monthly wage of Syrians with/without a valid work permit (2020): **JOD ~225 vs. ~175**

Sources: National employment data available at DoS, 2020; 2020 data on work permits above from ILO, 2021.

Trajectory of inclusion of refugees in policy and data

Although a non-signatory to international refugee law, Jordan has followed a positive trajectory for the inclusion of refugees, both in education policy and in data systems since the onset of the Syrian crisis in 2011. A number of factors have enabled and constrained efforts towards inclusion.



Enabling factors	Constraining factors
✓ **Political will has been instrumental in fostering an inclusive policy landscape for education.** Jordan has enacted several comprehensive and coordinated policies favouring inclusion in the national education system, including the JRP, ESP, and NHRDP. Inclusive policies have further paved the way towards broader inclusion in data landscapes, including in the new national EMIS policy. However, gaps remain, particularly in ensuring equal access to higher education and employment.	✗ **A major barrier to the tracking of refugee learners is their lack of documentation.** An estimated 660,000 Syrians are undocumented in Jordan. From a data perspective, undocumented refugees are not captured in national data systems, including in EMIS. EMIS data should be further disaggregated to include disaggregation by protection status to allow for evidence-based policy formulation.
✓ **Collaboration with and funding from the international community** have provided Jordan with guidelines and support in responding to the influx of Syrian refugees. Funding provided by donors through the Jordan Compact has been instrumental in enabling Jordan to provide education to Syrian refugees, although there is a need for financing levels to be sustained. The Regional Refugee and Resilience Plan (3RP) acts as a strong coordination platform between Member States, UNHCR, and donors, both in terms of policy responses and data dissemination.	✗ **Insufficient capacity at the local and central levels hinders data collection, quality assurance, and analysis processes.** Schools, field directorates, and central departments are understaffed, and few staff members are trained on EMIS data collection and analysis processes (UNESCO & IDP Norway, 2022). Data collection processes may be somewhat inefficient as schools often collect data (at least partly) manually, which may lead to mistakes and delays. Key informants also reported barriers in data access, with lengthy request processes.

Recommendations

To the government:

- Formulate long-term policies to provide better learning conditions and outcomes for refugees, including by integrating Syrians in classes alongside Jordanian peers.
- Establish more systematic and regular population censuses to capture accurate data on total numbers of Syrian refugees living in Jordan to ensure informed decision-making.
- Ensure all Syrian refugees are reflected in OpenEMIS and provide disaggregation by documentation type to allow for monitoring of educational progression for all refugees.

To the international community:

- Direct funding and capacity-building towards systematic data collection and regular dissemination efforts.
- Systematize collaboration with the Government of Jordan to reinforce the publication of EMIS data online.

Pakistan

Pakistan is a lower-middle income country in central Asia with a population of over 235 million (World Bank, 2021). It faces challenges including an oversaturated education system and an out-of-school rate of 44% – the second highest rate globally (UNICEF Pakistan, n.d.). Regional political instability and conflict have given way to high levels of forced displacement, alongside internal displacement spurred by deteriorating climatic, security, and economic conditions. Recent events, including the United States withdrawal from Afghanistan in 2021 and flooding in 2022, have led to further refugee flows.

Refugee context

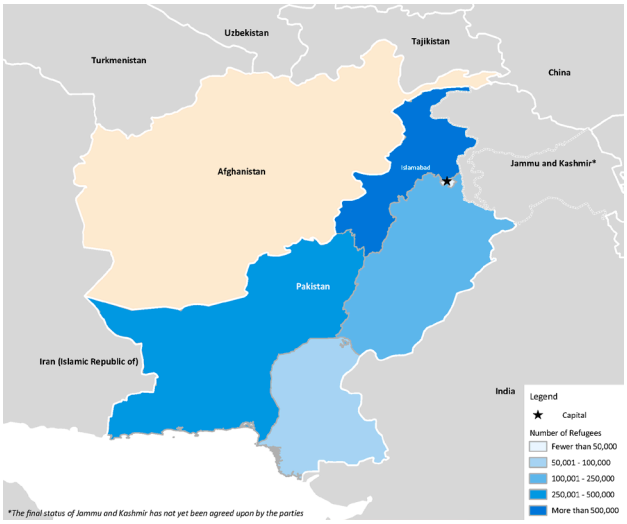
As of 2022, an estimated 3.7 million Afghans are living in Pakistan. Afghan refugees hold a variety of status types, as will be discussed in later sections.

Documentation type	Number
Registered Afghan refugees (PoR cardholders)	1,316,257
Afghan Citizenship Card (ACC) holders	840,000
Unregistered members of registered families	140,872
Undocumented Afghans	775,000
New arrivals	600,000
Total number of Afghans in Pakistan	**3.7 million**

Source: Data from UNHCR, 2023a. Data for ACC holders, new arrivals and undocumented refugees are estimations only.

Afghan refugees arrived in Pakistan in several waves, starting in 1979 with the Soviet invasion of Afghanistan. Subsequent waves followed the War on Terror (2001) and allied troops' withdrawal in 2021, which resulted in the Taliban takeover (EUAA, 2022). Refugees are dispersed across 54 refugee villages in Khyber Pakhtunkhwa (KP), Balochistan, and Punjab, and in urban areas including Peshawar and Quetta, the capitals of KP and Balochistan. UNHCR and the government estimate that half of all Afghan refugees are under 18 years old (GoP & UNHCR, 2022).

Figure 1: Location of Afghan refugees in Pakistan



Sources: Population data from UNHCR, 2023b, based on data accessed in January 2023.

Key education indicators

HDI ranking (2021)	161 of 191
Gross enrolment ratio – Pre-primary (2019)	83%
Gross enrolment ratio – Primary (2019)	95%
Gross enrolment ratio – Secondary (2019)	45%
Gross enrolment ratio – Tertiary (2019)	12%
Expected years of schooling	9.4
Learning adjusted years of schooling	5.1
Learning outcomes	
Percentage of Grade 8 students achieving Grade 2-level competencies in literacy (2021)	74%
Percentage of Grade 8 students achieving Grade 2-level competencies in numeracy (2021)	63%

Sources: HDI ranking from UNDP, 2022; enrolment rates from UIS, n.d.; years of schooling from World Bank, 2020; learning outcomes from ASER, 2022.

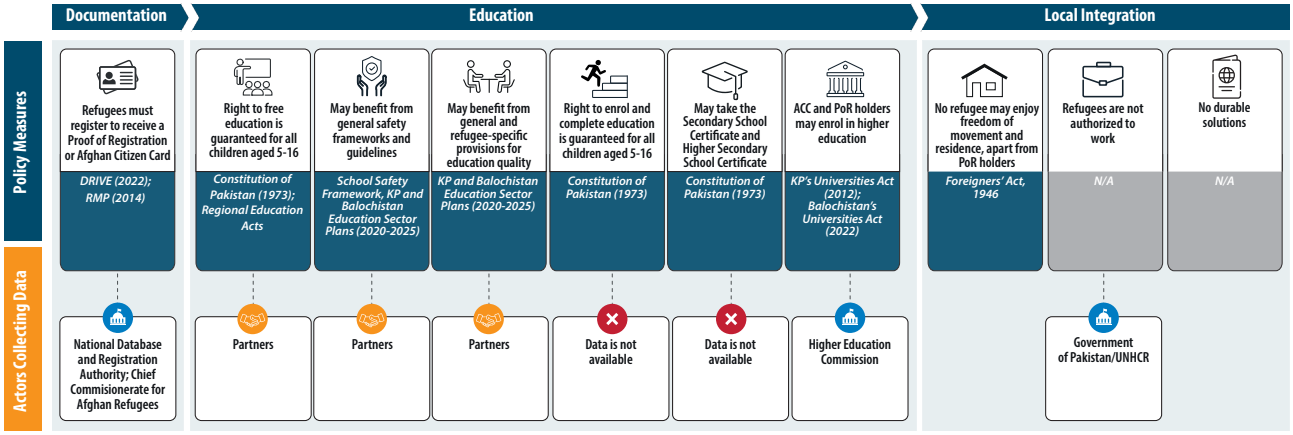
Inclusion of refugees in the national education system

Normative framework

Pakistan has not ratified the 1951 Refugee Convention or its 1967 Protocol, nor has it implemented national refugee legislation. Refugees are thus treated as provided by the Foreigners Act (1946). The Ministry of States and Frontier Regions (SAFRON) is responsible for managing refugee affairs, with the Chief Commissionerate for Afghan Refugees (CCAR), established in 1979, responsible for affairs related to Afghan refugees and coordination of provincial CARs (CCAR, n.d). In 2012, Pakistan, Iran (Islamic Republic of), Afghanistan and UNHCR adopted the Solutions Strategy for Afghan Refugees (SSAR), which aims to guarantee equitable responsibility sharing across countries and coordinate regional and national policy responses. In 2017, Pakistan adopted the **Comprehensive Repatriation and Management Policy of Afghan Nationals (RMP).** While the national response is primarily based on support for voluntary repatriation, the government has committed to strengthening access to social services, including health care and education (UNHCR, 2022b).

Overview: Policy pathway for refugee education

While refugees are granted access to education in Pakistan, limited data is available to monitor their progression, and options for local integration are restricted.



Documentation

In 2006, the government and UNHCR conducted a joint biometric campaign to issue cost-free Proof of Registration (PoR) biometric cards issued by the National Database and Registration Authority (NADRA) (GoP and UNHCR, 2022). Cards were renewed in 2010–2012 and 2014–2015, with validity extended until 2020. In 2022, a Documentation Renewal and Information Verification Exercise (DRIVE) was conducted to issue new PoR cards, valid until 30 June 2023, to former cardholders (UNHCR, n.d.b). Children of PoR cardholders may receive their own at the age of 5 (UNHCR, n.d.c). PoR holders enjoy the right to remain in Pakistan, freedom of movement, and exemption from Foreigners Act regulations. Under the National Action Plan (2014), Afghans entering Pakistan must follow regular visa regulations, and may seek asylum with UNHCR upon arrival (UNHCR, 2022b). In 2017, 840,000 Afghans received an Afghan Citizen Card (ACC), which regularized their stay but provided less protection than the PoR (EUAA, 2022). Afghans without a PoR or ACC are undocumented.

For PoR holders, data are collected by the government and UNHCR through DRIVE. DRIVE data include breakdowns by age, gender, arrival dates, province of origin in Afghanistan, ethnicity, location, and specific needs. UNHCR also documents refugee arrivals through its operational data portal, including breakdowns by protection status (PoR, ACC, undocumented refugees, and undocumented family members of registered refugees).

Number of Afghan children holding a PoR (2022): **661,161 (51.5% of PoR cardholders)**

Sources: GoP and UNHCR, 2022.

Education and training

Access to early childhood, primary and secondary education

The Constitution of Pakistan (18th Amendment, Art. 25, 2010) guarantees free and compulsory education for all children between the ages of 5 and 16, to be provided by provincial authorities. Afghan refugees may enrol in school upon presenting a valid birth certificate[33] or a PoR or ACC card (Hervé, 2018). Education laws in refugee-hosting provinces have reaffirmed the universal right to education, including the Free Compulsory Primary and Secondary Education Act (2017) in KP, the Compulsory Education Act (2014) in Balochistan, and the Free and Compulsory Education Act (2014) in Punjab. Provincial ESPs, including the KP ESP 2020/21 – 2024/25 and the Balochistan ESP 2020-2025, have included measures to improve access to education for refugees.

KP's ESP provides for the inclusion of refugees in Annual School Censuses, but public reports do not include disaggregated refugee data. No other provincial or national education data sources disaggregate enrolment by refugee status. UNHCR disseminates data on refugee enrolment in quarterly updates, but covers PoR holders only. In 2018, UNHCR conducted a Mapping of Education Facilities and Refugee Enrolment in Main Refugee Hosting Areas and Refugee Villages in Pakistan, providing disaggregated enrolment figures for refugees in 25 high-density Afghan refugee population districts and 45 refugee villages.

Total enrolment of Afghan refugees (and enrolment rate) (2017): **119,403 (22%)**

Children supported with access to primary education (2022 Q4): **80,609**

Children supported with access to secondary education (2022 Q4): **12,239**

Children supported with access to non-formal education (2022 Q4): **18,463**

Sources: 2017 enrolment data from UNHCR, 2018; 2022 data from UNHCR, 2022a.

Safe learning environment

The Pakistan School Safety Framework (PSSF), developed in 2017 by the National Disaster Management Authority (NDMA) with support from UNICEF, provides for the implementation of a School Safety Plan and establishes guidelines for the MoE to incorporate safety and DRR measures in schools, including through safety sensitization and trainings. KP and Balochistan's ESPs include measures to improve WASH facilities, although no refugee-specific provisions are included.

National EMIS and KP's ASC provide data on WASH facilities in government schools (such as latrine or drinking water access) but do not provide information specific to refugee access to such facilities. A UNHCR report mapping Afghan education included an overview of WASH facilities shortages in refugee village schools.

Proportion of urban schools identifying toilets as missing facilities (2018): **29%**

Proportion of schools in refugee villages identifying toilets as missing facilities (2018): **28%**

Source: Data from UNHCR, 2017.

Quality learning conditions

KP and Balochistan's ESPs both establish plans for the phased implementation of the Minimum National Standards for Quality Education (2016), which include measures related to teacher training, facilities, examinations, and textbooks. In Balochistan, the ESP included the provision of textbooks in Pashto and Dari in its strategy. KP provides for the implementation of the Single National Curriculum to improve education quality, including in refugee schools.

33 This applies for the 20% of the refugee population that are not registered. Given low levels of birth registration in Pakistan (~40% in 2018), it is likely that many Afghan refugees are excluded as a result (UNICEF, 2023).

Data related to educational quality for Afghan refugees are limited. The national EMIS and KP's ASC provide literacy rates and pupil-to-classroom and pupil-to-teacher ratios at all levels of education. However, while Afghan refugees are included in the reports, the data are not disaggregated. Likewise, ASER Reports do not disaggregate by protection status or nationality. In the absence of national data, UNHCR's one-time report mapping Afghan education provides some data on infrastructure shortages.

Proportion of urban schools missing classroom facilities: **29%**

Proportion of schools in refugee villages missing classroom facilities: **28%**

Proportion of primary schools in refugee villages missing classroom furniture: **95%**

Source: Data from UNHCR, 2017.

Access to transitions

The Federal Board of Intermediate and Secondary Education (FBISE) regulates two exams for learners in Pakistan: the Secondary School Certificate (SSC) in Grade 10 and the Higher Secondary School Certificate (HSSC) in Grade 12. Students must pay fees to sit SSC exams (FBISE, n.d.). Afghan refugees may sit for the SSC and progress to higher secondary education upon receiving a passing grade (provided they met the documentation requirements for enrolment).

National EMIS provides data on transition rates every year, but the data are not disaggregated by nationality or by refugee status. The FBISE does not publish exam results, nor are results published by UNHCR.

Certification of learning

The 18th Amendment of the Constitution (Art. 25) guarantees education provision to refugees, thereby ensuring access to exams. As such, Afghan refugees can sit the HSSC at the end of Grade 12 upon paying fees, and obtain certification of learning upon receiving a passing grade.

Data on HSSC results and certification of learning is not made publicly available. Just as with the SSC, results are not disseminated by the FBISE or UNHCR.

Access to technical, vocational and tertiary education

Tertiary education is regulated by the Higher Education Commission (HEC). The **HEC Vision 2025**[34] aims to increase tertiary enrolment, including for disadvantaged students and girls. The KP Universities Act (2012) provides that education shall be 'open to all' and grants institutions autonomy in admissions. Similar provisions are made under the Balochistan Universities Act (2022). Public sector universities have allocated quotas for refugees (UNHCR, 2021). However, refugees are required to present a valid ID and visa to enrol in higher education, which in practice hinders access. HEC provides scholarships for Afghan refugees, including the Afghanistan Scholarship Programme (ASP) at Lahore University of Management Sciences (LUMS)-Lahore and the Allama Muhammad Iqbal Scholarships for Afghan Nationals, with recipients selected jointly by HEC and the Embassy of Pakistan in Kabul (HEC, 2017; ibid., 2020). Afghans may also apply for Scholarships for Nationals of Least Developed Countries of OIC (HEC, 2021). UNHCR provides DAFI scholarships to refugees in Pakistan.

34. While the HEC Vision 2025 is not available online, a summary of the policy by Universities UK International is available here.

The HEC publishes data on tertiary enrolment of foreign students, but does not disaggregate by nationality or refugee status. However, it disseminates data on Afghan nationals receiving scholarships in its Annual Reports, available from 2003/04 to 2020/21. UNHCR's 2021 DAFI report provides data on the number of refugees obtaining scholarships to study in Pakistan, as well as on their country of origin and field of study. Almost all recipients were from Afghanistan. Country-specific DAFI reports are not published on a regular basis.

Afghan nationals receiving HEC scholarships (2021): **2,789**
Afghan refugees receiving the DAFI scholarship in Pakistan (2021, male): **492**
Afghan refugees receiving the DAFI scholarship in Pakistan (2021, female): **149**

Sources: Data on HEC scholarships from HEC, 2021; data on DAFI scholarships from UNHCR, 2021.

Local integration

Per the Foreigners Act of 1946, undocumented refugees may not work. Likewise, PoR holders do not have the right to work in Pakistan (EUAA, 2022). Thus, 2.8 million Afghans do not have access to the formal labour market and are confined to work primarily in the informal sector. Access to legal status beyond the PoR is limited for most Afghans.

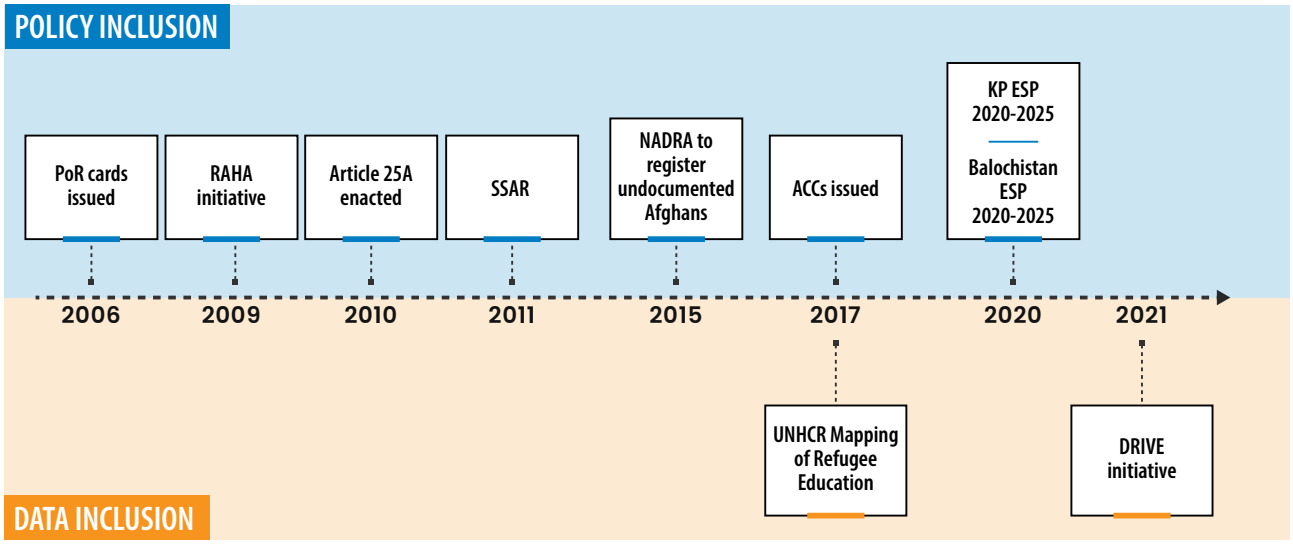
The 2022 DRIVE report included data on income source and levels, employment type, and employment sectors for PoR cardholders. It did not cover ACC holders or undocumented refugees.

Number (percentage) of refugees employed in daily wages labour (2021): **120,727 (17.2%)**
Number (percentage) of refugees with a self-owned business (2021): **49,026 (7%)**
Number (percentage) of refugees with permanent/salary-based employment (2021): **10,303 (1.5%)**
Number (percentage) of refugees with no income source (2021): **430,915 (61.3%)**

Source: Data from GoP and UNHCR, 2022.

Trajectory of inclusion of refugees in policy and data

Pakistan has followed a positive trajectory for the inclusion of refugees in education policy. Progress on data is less clear: while KP and Balochistan provide for further refugee data inclusion in EMIS, initiatives at the national level remain limited. Enablers and barriers to further policy and data reform are outlined below.



Enabling factors	Constraining factors
✓ **At the provincial level in Khyber Pakhtunkhwa and Balochistan, there are clear signs of political will to include refugees in education from a policy lens.** Both KP and Balochistan's ESPs for 2020-2025 included provisions to facilitate access to education for refugees, as well as for enhanced quality of learning. ESPs also provide for improved M&E systems, thereby paving the way towards greater inclusion of refugees in data systems.	✗ **A major barrier to the tracking of refugee learners is the lack of documentation for refugees.** UNHCR estimates that 775,000 refugees are undocumented in Pakistan. This hinders Afghan refugees' access to higher education institutions, where a valid passport and visa are required to enrol. From a data perspective, undocumented refugees are not reflected in national data systems, including in EMIS. The 840,000 ACC holders are also not reflected in data collection, including DRIVE.
✓ **Collaboration with UNHCR and other data partners will help pave the way towards refugee inclusion in data systems.** The 2022 DRIVE Report, which provided substantial data on refugee needs, employment, and educational attainment, sets a positive precedent for data on refugee education. Similar joint data collection efforts could provide crucial insights to policy-makers in the future.	✗ **A lack of resources and capacity for national and provincial EMIS impedes data collection, processing, and dissemination processes.** KP and Balochistan's recent ESPs acknowledge a lack of resources and efforts to improve M&E processes. KP's ESP notes difficulties in engaging technical specialists in relevant M&E institutions. Balochistan similarly notes that efforts to standardize data collection across all school types and digitize data for public access have thus far been limited.

Recommendations

To the government:

- Establish systematic exchanges of information between central and local levels to favour multilevel learning. Provincial policies and practices, such as KP's integration of disaggregated refugee data in its ASC, can help inform federal policy-making for the inclusion of refugees in education policy and data systems.
- Integrate variables on refugee educational attainment and school safety in national EMIS to improve evidence-based interventions.

To the international community:

- Direct funding and capacity-building efforts towards enhanced data collection and dissemination efforts.
- Systematize collaboration with the Government of Pakistan in conducting reviews of refugee populations' needs. UNHCR should support the expansion and systematization of DRIVE going forward.

Peru

Peru is an upper-middle-income country with a population of over 33 million (UNDP, 2022). It shares borders with Ecuador, Colombia, Brazil, Bolivia (Plurinational State of), and Chile. Over the past six years, the country has seen the resignation or removal of five presidents from office. In December 2022, the impeachment of former President Castillo led to violent protests and unrest (OHCHR, 2023b).

Peru has historically experienced high rates of emigration. Approximately half a million Peruvians were displaced as a result of internal armed conflict between 1980 and 2000 (CJA, n.d.). Since 2016, Peru has become the second largest hosting country of displaced Venezuelans in Latin America and the Caribbean, flipping historical migration patterns (UNDP, 2022b).

Refugee context

As of 2022, Peru hosts over 1.5 million Venezuelan refugees and migrants. While over 500,000 have applied for asylum, the majority of Venezuelans are classified as 'others' in need of international protection. Some Venezuelans included in this category hold forms of temporary legal status.

Country of origin	Refugees	Asylum-seekers	Other	Subtotals
Venezuela	4,763	531,788	969,817	1,506,368
Colombia	734	1,738	4,977	7,494
Cuba	546	3,009	-	3,555
Others	500	881	2,442	3,823
Total	**6,543**	**537,461**	**977,236**	**1,521,240**

Source: Population figures as of end-2022, available at UNHCR, n.d.. 'Other' includes other people in need of international protection and others of concern.

Since 2015, political and economic turmoil has generated a large-scale exodus of Venezuelans from their homeland. Leading factors driving displacement include widespread violence, political instability, poverty, and food insecurity. The majority of Venezuelans in Peru live in urban areas, including over one million who have settled in the capital city of Lima (R4V, 2022).

Figure 1: Location of Venezuelan refugees and migrants in Peru

Sources: Population projections as of November 2022, available at R4V, 2023.

Key education indicators

HDI ranking (2021)	84 of 191
Gross enrolment rate – Pre-primary (2021)	91.3%
Gross enrolment rate – Primary (2021)	107.1%
Gross enrolment rate – Secondary (2021)	98.2%
Gross enrolment rate – Tertiary (2020)	71.2%
Expected years of schooling	13.0
Learning adjusted years of schooling	8.6
Learning outcomes (compared to regional averages):	
Average score on reading, Grade 6 (2019)	741 (696)
Average score on mathematics, Grade 6 (2019)	759 (697)
Average score on science, Grade 6 (2019)	723 (702)

Sources: HDI ranking from UNDP, 2022a; gross enrolment rates from UIS, 2021; years of schooling from World Bank, 2020; learning outcomes from the ERCE, UNESCO, 2021.

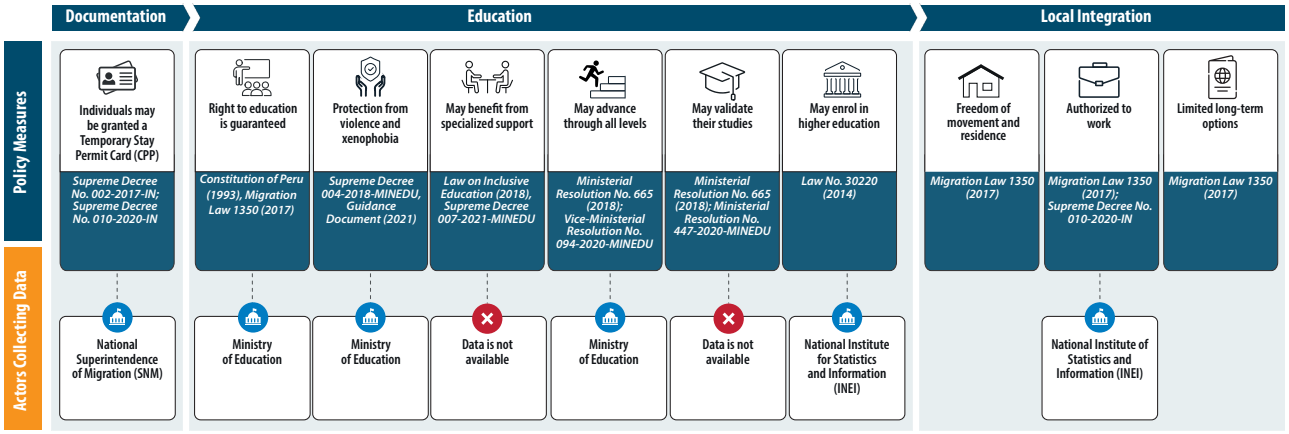
Inclusion of refugees in the national education system

Normative framework

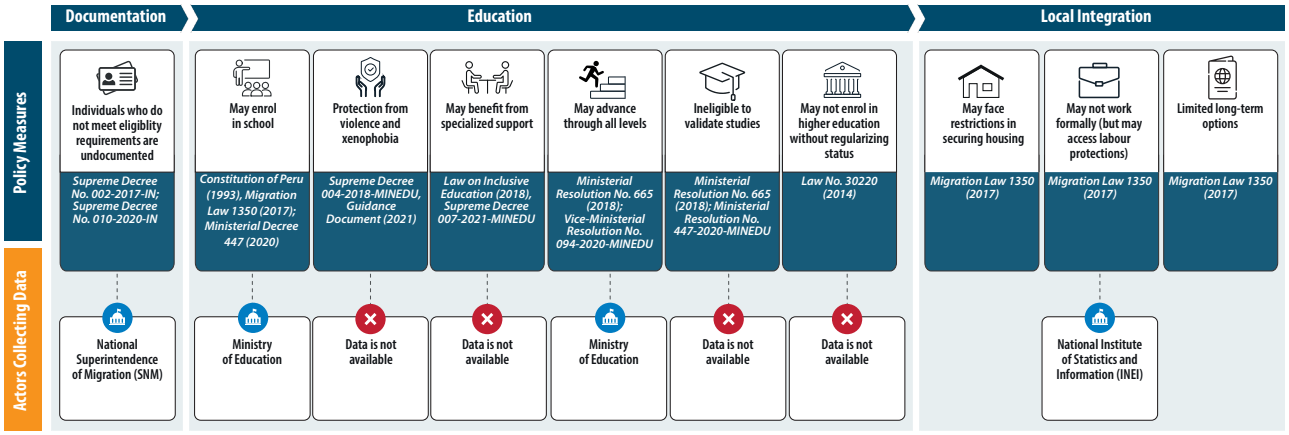
Peru is a signatory to the 1951 Convention, the 1967 Protocol, and the 1984 Cartagena Declaration. In 2002, Law 27891 (the Refugee Law) incorporated Peru's international and regional commitments into domestic law and set out an expanded definition of 'refugee' based on the Cartagena definition, which includes those forced to flee due to 'mass violation of human rights, foreign aggression, internal conflict, foreign occupation or domination, or events seriously disturbing public order.' The law further states that temporary protection status may be granted in case of a mass influx of individuals. In addition to protections under the Refugee Law, Legislative Decree 1350 (2017) (the Migration Law) grants equal rights to all migrants, regardless of legal status. Despite a strong regulatory framework for refugee protection, Peru has granted refugee status to a small number of Venezuelans, while over half a million applications remain unresolved.

Overview: Policy pathway for refugee education

In Peru, Venezuelans in regular status enjoy access to the national education system at all levels, backed by a strong legal framework. National data systems capture some statistics on participation in education and the workforce.



However, many Venezuelans remain in irregular status in Peru. While they may enrol in school, individuals in irregular status face obstacles to obtaining certification and enrolling in higher education.



Documentation

In 2017, Supreme Decree 002-2017-IN introduced the Temporary Stay Permit (Permiso Temporal de Permanencia, PTP), designed to grant Venezuelans who had entered the country through regular entry points access to legal status. During three application windows in 2017 and 2018, eligible Venezuelans were issued a permit valid for one year. Following its expiration, PTP holders were given the option to apply for an identification card (Carnet de Extranjería) with special resident status. In 2017, the Migration Law introduced the possibility for Venezuelans to apply for a humanitarian migration visa at a Peruvian consulate in Colombia, Ecuador, or Venezuela. Implemented by Resolution 177 in 2019, this status allowed legal stay for up to 183 days, after which time recipients were required to transition to a humanitarian migratory status. In 2020, Supreme Decree 010-2020-IN created the Temporary Stay Permit Card (Carnet de Permiso Temporal de Permanencia, CPP), open to Venezuelans with irregular entries during certain application windows. The deadline for application has been extended through a series of resolutions, with the final deadline expected in October 2023. However, the current administration has indicated that no further extensions will be granted (El Peruano, 2023).

The National Superintendence of Migration (Superintendencia Nacional de Migraciones, SNM) collects data on the number of Venezuelans granted legal status through regularization programmes. While these data are not made publicly available, figures provided by SNM present an estimated number of Venezuelans who have obtained legal status through the PTP, CPP, a humanitarian visa, refugee status, or other means as of April 2022 (Gandini and Selee, 2023). Data are also collected by the National Institute of Statistics and Information (INEI) through the Survey Directed to the Venezuelan Population Residing in Peru (Encuesta Dirigida a la Población Venezolana que Reside en el País, ENPOVE), which collects information on Venezuelan households in eight cities, including on migratory status.

Estimated number of Venezuelans with legal status (April 2022): **605,769**
Estimated total number of Venezuelans in Peru (December 2022): **1,490,673**
Estimated percentage of Venezuelans in regular status (April 2022): **30 –50%**

Sources: Estimated number of Venezuelans with legal status from figures provided by SNM, cited in Gandini and Selee, 2023.

Education and training

Access to early childhood, primary and secondary education

The right to education at the initial, primary and secondary levels is guaranteed by the Political Constitution of Peru (1993). Since 2018, the Ministry of Education (MINEDU) has taken steps to eliminate barriers to access for refugee and migrant students. In 2018, Ministerial Resolution 665 granted students without documentation the ability to enrol by submitting a sworn statement. In 2020, Ministerial Resolution 447 removed requirements related to certification of prior studies, and Vice-Ministerial Resolution 094 provided for the evaluation and placement of students in appropriate grade levels. In 2019, the Regional Directorate of Education of Metropolitan Lima launched Lima Aprende (Lima Learns), a strategy to decrease the number of out-of-school children in the metropolitan area, including Venezuelans (UNESCO, 2020).

The national EMIS (Sistema de Información de Apoyo a la Gestión de la Institución Educativa, SIAGIE) collects enrolment data by district. The variable 'country of birth' has been collected since 2011 (OREALC/UNESCO, 2022). While official databases do not publish data by country of birth, information is made available through MINEDU reports and publications. Results of the latest ENPOVE survey provide estimated 2021 net enrolment rates for school-age Venezuelans.[35]

Number of Venezuelans enrolled in basic education, all levels (2022): **135,322**

Number of Venezuelans enrolled, initial / primary / secondary (2022): **29,431 / 72,735 / 33,156**

Net enrolment rate for Venezuelans, initial (vs. national) (2021): **84.9% (vs. 76.2%)**

Net enrolment rate for Venezuelans, primary (vs. national) (2021): **98.9% (vs. 92.0%)**

Net enrolment rate for Venezuelans, secondary (vs. national) (2021): **91.1% (vs. 84.5%)**

Safe learning environment

The right to learn in safe conditions is underpinned by Law 29719 (2011), which aims to monitor and prevent violence and harassment in schools. In recent years, MINEDU has developed policies to ensure safe learning conditions for Venezuelan and host community students alike. In 2018, Supreme Decree 004-2018 was adopted, establishing guidelines for coexistence in schools. In 2021, a Guidance Document for the Prevention of Discrimination and Xenophobic Bullying provided further guidance for the protection and integration of Venezuelan students. At the subnational level, Lima Aprende included programming to promote coexistence, targeting schools with high enrolment of Venezuelans and high incidence of violence reported through the SíseVe platform (see below) (Alcázar and Balarin, 2021).

MINEDU collects data on school violence through the SíseVe Platform, which allows students and school staff to report incidents in a confidential and secure manner. While the platform initially required students to enter a national identity number to access the reporting form, in 2020, an update to the platform aimed to ensure access for Venezuelan students by accepting a wider range of documentation types (Alcázar and Balarin, 2021). Students may access the form using a national ID, residence permit (Carnet de Extanjería), or temporary permit; however, it remains unclear how students without documentation may report incidents. While the system does not allow for identification of the nationality of students, it is possible to identify incidents of harassment based on xenophobia (Saffirio and Klenner, 2020). Furthermore, school-level data allow for analysis of incidents occurring in schools with higher Venezuelan enrolment rates (Alcázar and Balarin, 2021). Information is made available to authorities at local, regional and national levels for monitoring and follow-up. In addition to SíseVe, data collected by ENPOVE provide insight into discrimination experienced by Venezuelan children and youth, based on a set of questions related to experiences with discrimination and violence by age group (INEI, 2019).

Number of reported cases of harassment based on xenophobia (2020): **43**

Percentage of Venezuelan children (5-17 years) who have experienced discrimination: **20.4%**

Percentage of Venezuelans who have experienced discrimination in schools (all ages): **6.7%**

Source: Information on reporting platform from Alcázar and Balarin, 2021, Vice-Ministerial Resolution No. 262-2019-MINEDU, and from the SíseVe platform. Number of reported cases from Saffirio and Klenner, 2020. Data on discrimination from INEI, 2019.

35. The ENPOVE is limited to eight cities and is therefore not nationally representative of the Venezuelan population in Peru. In particular, the 2022 survey appears to underrepresent Venezuelans in irregular status, who make up 35.3% of the surveyed population—in contrast with estimates that 50-70% of the population remained in irregular status in 2022 (Gandini and Selee, 2023).

Quality learning conditions

Law 30797 (2018) (the Law on Inclusive Education), together with Supreme Decree No. 007-2021-MINEDU, allow refugee students to benefit from services for inclusive education, defined as education for any group or population with vulnerabilities. Through the classification of refugees and migrants as a vulnerable group, the policies have allowed Venezuelan students to benefit from pedagogical and psychosocial support. While no policies specifically aim to address the learning needs of refugees and migrants, Venezuelan students who require additional assistance are integrated into existing remedial spaces where they may receive additional academic support.

There are limited data available on the quality of education or learning outcomes of Venezuelan students. Learning outcomes in Peru are measured by national assessments including the Census Evaluation (Evaluación Censal de Estudiantes, ECE) and the Sample Evaluation (Evaluación Muestral, EM), and by international assessments including the PISA, ERCE, and ICCS. While aggregate results are published by MINEDU through the Consultation System for Evaluation Results (Sistema de Consulta de Resultados de Evaluaciones, SICRECE), results do not allow for the identification of Venezuelan refugees and migrants.

Source: SICRECE webpage, MINEDU, n.d..

Access to transitions

Ministerial Resolutions 665 and 447 reaffirm that Venezuelan refugees and migrants may progress throughout all levels of the national education system. Upon completion of each academic period, students may be promoted or held back in the same grade level based on their performance. The resolutions further state that individual-level data on validation and continuation to subsequent levels will be recorded in SIAGIE.

Given that SIAGIE collects data on country of birth during registration, it is possible to track the number of students who drop out of school or repeat a grade level by country of birth, providing a measure of the extent to which Venezuelan students are progressing through education in comparison to their peers. While not available on online databases, data from previous school years have been published through MINEDU reports.

Dropout rate for Venezuelans compared to Peruvian students, 2021-22: **19.0% (compared to 1.9%)**

Dropout rate for Venezuelans compared to Peruvian students, 2019-20: **17.4% (compared to 2.3%)**

Source: MINEDU, 2022.

Certification of learning

While Venezuelans in regular status are eligible to graduate and receive certification for the completion of studies, students in irregular status face obstacles to completing their studies due to a lack of documentation. Per Ministerial Resolution 447, students without the required documents may enrol in school only upon submission of a sworn declaration, in which they commit to providing the missing documentation before the end of the school year to complete their enrolment. While this policy may create barriers to transitioning between any grade levels, it has been noted as a particular obstacle for the issuance of certificates to students in irregular status (UNESCO, 2020).

Although individual data on the educational trajectories of Venezuelan students may be monitored through SIAGIE, limited data have been made publicly available.

Access to technical, vocational and tertiary education

Law 30220 (2014) (the University Law) states that while non-national students do not require a visa to enrol in Peruvian universities, they must regularize their status before the start of the academic semester. It also states that universities have the freedom to determine procedures to admit students. Education at public universities is free for all students.

The data system of the National Superintendency of Higher University Education (SUNEDU), the Integrated Information System for University Higher Education, does not make enrolment figures publicly available. However, some data on the participation of Venezuelans in technical, vocational and university education in Peru are available through ENPOVE results, including an estimated net enrolment rate in the 2018 report.

Net enrolment rate for Venezuelans between 17–25 years old (vs. national) (2018): **1.3% (vs. 33.1%)**

Source: Venezuelan enrolment data from INEI, 2019. National enrolment data from the 2018 National Household Survey (Encuesta Nacional de Hogares, ENAHO), presented in National Commission for UNESCO, 2022.

Local integration

Venezuelans in regular status face no restrictions on movement or residence in the territory. Migration Law 1350 and the decrees establishing PTP and CPP authorize individuals to work during the duration of their legal status, although they are subject to hiring quotas and increased tax rates applicable to all non-nationals. For Venezuelans in irregular status, long-term solutions are limited. In 2023, an amendment to the Migration Law stated that migrants must present proof of regular status to rent a property, penalizing individuals who rent to migrants in irregular status (OHCHR, 2023a). Without regular status, individuals may not undertake formal employment. Nonetheless, the Migration Law states that all individuals benefit from labour protections, regardless of legal status.

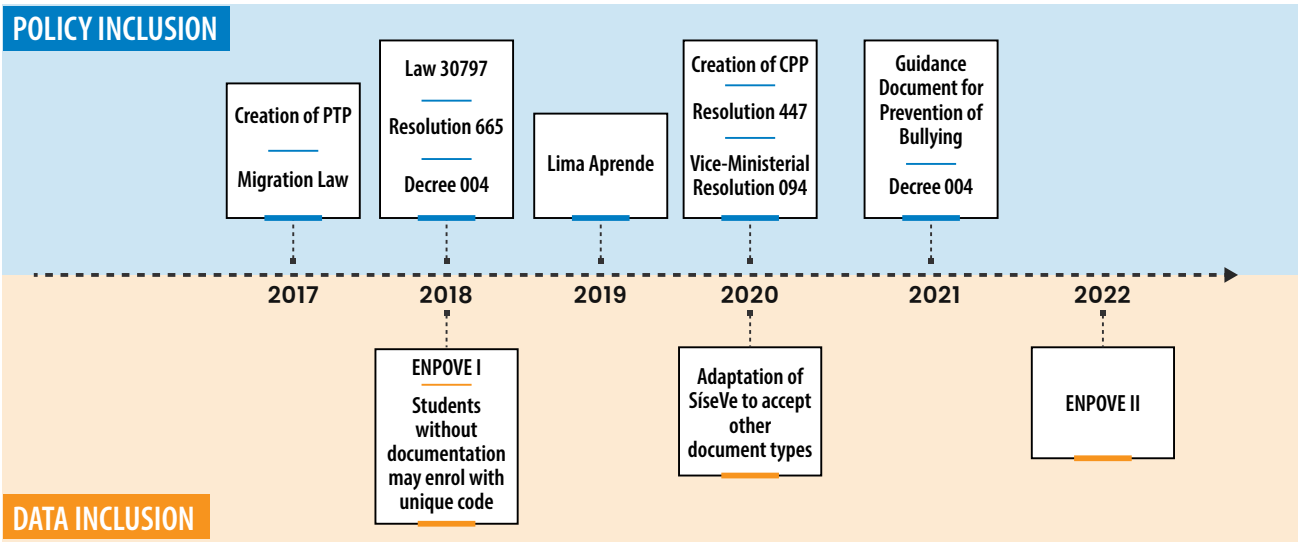
Data on the socio-economic integration of Venezuelans have been collected through the ENPOVE. The 2022 survey collected information on the number of Venezuelans of working age (defined as 14 years or older) engaged in economic activity, as well as rates of employment in the formal and informal sectors, average wages, and living conditions. The survey also collected data on the long-term intentions of respondents, with the majority indicating that they intend to settle in Peru permanently.

Percentage of Venezuelans in economic activity (vs. national): **82.0% (vs. 71.9%)**
Percentage of Venezuelans employed in informal sector (vs. national): **80.8% (vs. 76.8%)**
Average monthly income for Venezuelans (vs. national): **US$324 (vs. US$359)**
Percentage of Venezuelans intending to settle in Peru permanently: **75.3%**

Sources: Venezuelan data from INEI, 2022. Average income in Peruvian *soles:* S/1,200 (vs. S/1,327.5). National data based on 2021 statistics from the INEI Employment dashboard.

Trajectory of inclusion of refugees in policy and data

Since 2017, the government of Peru has taken steps to ensure the inclusion of Venezuelans from both a policy and data systems lens. Positive developments include the creation of the PTP and CPP, and the adoption of resolutions granting flexible enrolment procedures for students in irregular status. Nonetheless, as highlighted in the sections above, significant gaps in both policy and data exist, particularly for Venezuelans who remain in irregular status.



Enabling factors	Constraining factors
✓ **The active engagement of national education authorities in regional coordination mechanisms has enabled efforts towards greater inclusion.** Specifically, the role of MINEDU as co-lead of the education sub-group under the Peruvian Working Group for Refugees and Migrants (GTRM), created in the framework of the R4V, has played a key role in shaping the development of inclusive policies. Furthermore, coordination with R4V has allowed for greater dissemination of education data for Venezuelans, collected by MINEDU and made publicly available through R4V platforms.	✗ **Frequent government turnover and the absence of a clear policy narrative have hindered the development of inclusive refugee policies.** This may be observed in the limited scope of regularization programmes, which have left many Venezuelans without access to legal status. While children in irregular status may enrol in schools, their options for higher education and formal employment are limited. At the subnational level, while initiatives such as Lima Aprende have removed obstacles to access, the temporary nature of ministerial resolutions and changes in government officials impede their sustainability.
✓ **The prioritization of data by donors has enabled greater availability of data on Venezuelan refugees and migrants, including through the ENPOVE.** The survey was carried out with support and funding from the World Bank, UNHCR, IOM, the United Nations Population Fund (UNFPA), and UNICEF, and has allowed for the generation of extensive data, including on enrolment rates and employment for Venezuelans in regular and irregular status alike.	✗ **Limited analysis and use of data collected on Venezuelan students serves as a barrier to uptake into decision-making processes.** According to key informants, existing data is not being used efficiently by national authorities. A lack of interoperability and data sharing across key agencies that provide services to the Venezuelan population, including the migration and health sectors, has also been noted as a key obstacle.

Key recommendations

To the government:

- Expand access to regularization through the extension of current deadlines to apply for the CPP and remove barriers to access including entry requirements and application fees.
- Develop a clear and comprehensive education policy that ensures that all students have equal opportunities to fully participate in and complete their studies, regardless of legal status.
- Contribute to enhanced coordination of efforts across sectors and at all levels of government in order to promote a cohesive response, including strengthening of data sharing between agencies.

To the international community:

- Provide technical assistance and support to national authorities in developing evidence-based policies to meet the needs of Venezuelan refugees and migrants, guided by a long-term perspective for inclusion.
- Advocate for increased financial resources to support the implementation of inclusive education policies and enable the provision of necessary infrastructure and staff to meet the needs of Venezuelan students.

Uganda

Uganda is a landlocked country in East-Central Africa with a population of over 45 million (World Bank, 2022). It faces several development challenges, including low GDP per capita growth rates, vulnerability to climate change risks, a fragile policy and institutional framework, and low human capital levels (World Bank, 2023). Uganda has hosted refugees for several decades. Regional political instability and conflicts, specifically in South Sudan and the Democratic Republic of the Congo, have given way to high refugee numbers in recent years.

Refugee context

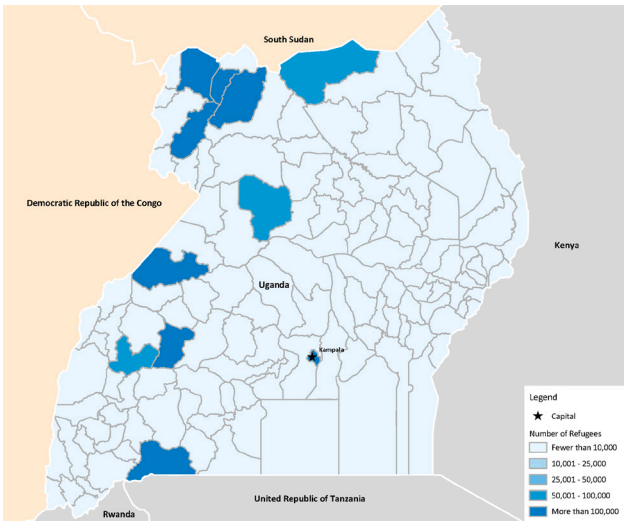
As of 2022, Uganda hosts 1.5 million refugees and asylum-seekers. The largest share originates from South Sudan, which has been undergoing one of the world's most serious humanitarian crises since its independence from Sudan in 2011 (CARE, 2021). The second largest share comes from the Democratic Republic of the Congo. In the aftermath of the 2003 civil war, the country has been plagued by sectarian violence and human rights abuses causing mass displacement (UNHCR, 2022a).

Country of origin	Refugees	Asylum-seekers	Subtotals
South Sudan	854,242	28	854,270
Democratic Republic of the Congo	476,222	3,142	479,364
Somalia	51,192	10,371	61,563
Burundi	39,104	1,529	40,633
Rwanda	20,969	2,282	23,251
Others	21,794	14,841	36,608
Total	1,463,523	32,166	1,495,689

Source: Population figures as of end-2022, available at UNHCR, n.d..

Most refugees are hosted in settlements in the northwest, as well as in the Nakivale settlement in the South. A significant number of urban refugees live in Kampala.

Figure 1: Location of refugee camps and settlements in Uganda



Sources: Population data from UNHCR, 2023b, based on data accessed in January 2023.

Key education indicators

HDI ranking (2021)	166 of 191
Gross enrolment ratio – Pre-primary (2017)	14.4%
Gross enrolment ratio – Primary (2017)	102.7%
Gross enrolment ratio – Secondary (2017)	24.2%
Gross enrolment ratio – Tertiary (2016)	5.1%
Expected years of schooling	6.8
Learning adjusted years of schooling	4.3
Learning outcomes (compared to regional averages):	
Average score on reading, Grade 6 (2013)	512 (532)
Average score on mathematics, Grade 6 (2018)	523 (542)

Sources: HDI ranking from UNDP, 2022; gross enrolment rates from UIS, n.d.; years of schooling from World Bank, 2020; learning outcomes from the SACMEQ IV, 2013, available at MoES, 2017a.

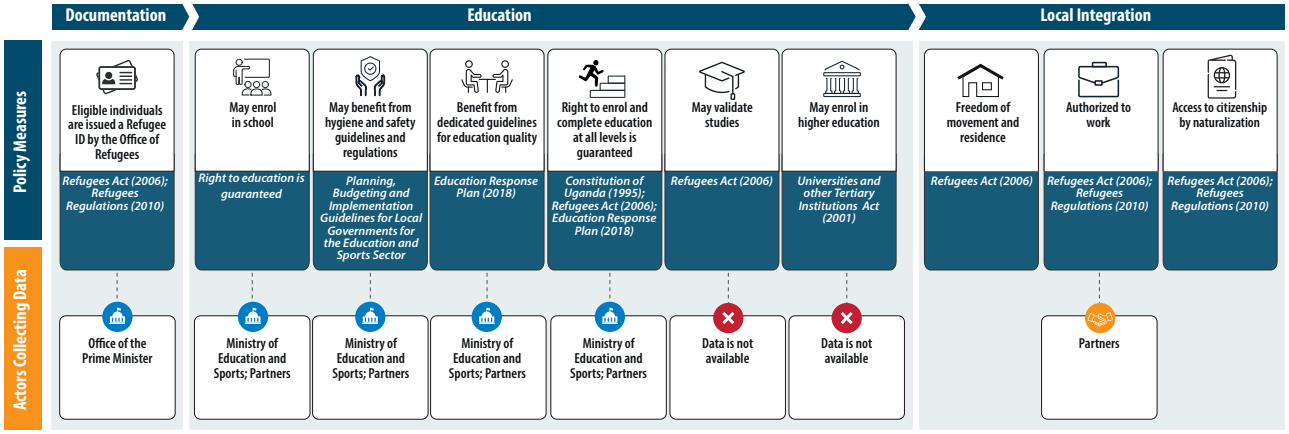
Inclusion of refugees in the national education system

Normative framework

Uganda is a signatory to the 1951 Convention, the 1967 Protocol, and the 1969 OAU Convention, and has enshrined the rights of refugees in domestic law through the Refugees Act (2006). The Act gives recognized refugees the right to work and move freely across the country, while the Refugees Regulations (2010) grant access to land use and other rights. This legal framework provides a solid backdrop against which inclusive policies to strengthen refugee integration in Ugandan society, such as the **Settlement Transformation Agenda (STA) (2015)**, are formulated. In recent years, Uganda has also endorsed numerous relevant global frameworks, including the Global Compact on Refugees, and has become one of the pilot countries implementing the Comprehensive Refugee Response Framework.

Overview: Policy pathway for refugee education

Access to education is supported by a strong legal and policy framework favouring durable solutions for refugee integration. Data are collected by national actors as well as by partners and community-led initiatives.



Documentation

The Refugees Act stipulates that a person may qualify for refugee status according to the definitions in the 1951 Convention, the OAU Convention, or 'a well-founded fear of persecution for failing to conform to gender discriminating practices' (Art. 4). Uganda grants *prima facie* recognition to individuals from South Sudan and the Democratic Republic of the Congo. In the case of the Democratic Republic of the Congo, *prima facie* recognition concerns people from Eastern provinces, as well as those entering the country through the specific entry points; in contrast, those who go straight to urban centres or settlements undergo individual status determination with the Refugee Eligibility Committee (UNHCR, 2022b). Recognized refugees are issued a national ID card by the Office of Refugees upon obtaining recognition of status, with registration conducted jointly by the Office of the Prime Minister (OPM) and UNHCR through the Profile Global Registration System (ProGres) identity management system.

During the registration process, refugee data are collected by the OPM through UNHCR's ProGres, including biometric information, status determination, and demographic data. This includes numbers of children and breakdowns by location, gender, and disability. These data are used as part of the Refugee Response Monitoring System to enhance policy coordination across a range of domains, including education (OPM, n.d.).

Estimated number of refugee children in Uganda (2020): **838,783 (58.9%)**

Source: Data from UNHCR, 2022b.

Education and training

Access to early childhood, primary and secondary education

The Constitution of Uganda (1995) grants the right to education 'to all persons' (Art. 30), while the Refugees Act grants refugees access to primary education on the same basis as nationals, and treatment no less favourable than non-nationals for all other levels. The Education and Sports Sector Strategic Plan 2017–2020 (ESSP) and Education Response Plan for Refugees and Host Communities (ERP, 2018) reaffirm this right, outlining specific objectives and measures to promote inclusive and quality education for refugees and host communities, and setting specific targets for refugee enrolment by year. The ESSP 2022–2026 and second ERP (ERP II) reinforce these measures.

Enrolment data were previously captured by the Ministry of Education and Sports (MoES) through the Annual School Census (ASC). Education Abstracts provided enrolment data at the primary and secondary level disaggregated by nationality. EMIS is currently undergoing reform and is set to include disaggregated data on refugee enrolment. Since ASC discontinuation in 2017, UNHCR data have filled some gaps, providing enrolment data on schools located in refugee settlements. As a result, refugee enrolment data are more current than national enrolment data. While UNHCR disseminates some data through its Operational Data Portal and education dashboards, refugees who attend schools outside of settlements are not reflected.

Number of refugees enrolled pre-primary / primary / secondary level (2022): **65,996 / 298,019 / 23,516**

Gross enrolment rate at primary level, Congolese refugees (2022): **41%**

Gross enrolment rate at primary level, South Sudanese refugees (2022): **37%**

Gross enrolment rate at secondary level, Congolese refugees (2022): **5%**

Gross enrolment rate at secondary level, South Sudanese refugees (2022): **12%**

Sources: Data from UNHCR, 2022c.

Safe learning environment

The MoES' Planning, Budgeting and Implementation Guidelines for Local Governments (2021) provides general guidance to District Education Officers (DEOs) on ensuring safe and healthy learning conditions. This includes the provision of grants for the rehabilitation of schools impacted by natural disasters and construction of WASH facilities, measures to promote menstrual hygiene and guidance on latrine ratios. The ERP also provides objectives and targets for safety and aims to provide safe school infrastructure, including classrooms, latrines, and water points (MoES, 2018).

Until its discontinuation in 2017, the ASC provided data on school safety, including on the availability of adequate WASH infrastructure, across levels, although it did not provide specific safety data on refugees. Nonetheless, data collected and disseminated by UNHCR provides insight into safety conditions in schools attended by refugees, including on pupil-latrine ratios.

Pupil-latrine ratio in refugee schools, pre-primary level (2022 Q3): **1:57 (against 1:49 target)**

Pupil-latrine ratio in refugee schools, primary level (2022 Q3): **1:63 (against 1:58 target)**

Pupil-latrine ratio in refugee schools, secondary level (2022 Q3): **1:35 (against 1:34 target)**

Source: UNHCR, 2022c.

Quality learning conditions

The 2018 ERP aims to strengthen the quality of education through the recruitment of additional teachers and the construction of additional classrooms in settlement and non-settlement areas. It aims to reduce pupil-teacher ratios, and sets specific targets for reducing student-classroom and pupil-textbook ratios (MoES, 2018).

UNHCR publishes data on student to teacher ratios, student to textbook ratios and student to classroom ratios, as well as estimated teacher and desk shortages, providing insight into the quality of education received by refugees. However, UNHCR data only cover schools within refugee settlements. Some data on refugee learning outcomes are available through community data collection led by Uwezo, which provides insight into refugee literacy and numeracy rates (Uwezo, 2018).

Student to teacher ratio, pre-primary/primary (2022 Q3): **1:79 / 1:73**

Student to classroom ratio, pre-primary/primary/secondary (2022 Q3): **1:186 / 1:131 / 1:71**

Student to textbook ratio, primary/secondary (2022 Q3): **1:5 / 1:4**

Percentage of refugees completing P2 numeracy tasks up to division: **44.6% (vs. 53.2% host)**

Percentage of refugees able to read and understand a P2 story: **27.6 % (vs. 33.2% host)**

Source: Teacher, classroom, and textbook data from UNHCR, 2022c; learning outcomes data from Uwezo, 2018.

Access to transitions

The Uganda National Examinations Board (UNEB) sets three exams for all learners: the Primary Leavers Exam (PLE), the Uganda Certificate of Education (UCE) at mid-secondary level, and the Uganda Advanced Certificate of Education (UACE) at upper secondary. Based on universal primary and secondary education policies, nationals in universal (public) schools sit these exams for free. The Refugees Act provides for fee remission at the primary level, allowing refugees to sit the PLE for free (Art. 29). However, in practice, refugees may be charged fees at the primary level, and must pay fees for the UCE and UACE as government grants are not provided to refugee schools (MoES, 2018).

While UNEB publishes PLE and UCE results annually, public reporting includes no indication of nationality or refugee status. In 2020, UNHCR disseminated UNEB data for schools located in refugee settlements. This included an analysis of the PLE results of 8,564 students in 157 primary schools across 11 settlements, and the UCE results of 727 refugees and 397 host community students in 13 schools across nine settlements. A comparison of 2019 results with results in prior years reveals that the percentage of refugees passing both exams has increased. While these data provide some insight into refugee transitions in recent years, reporting is not systematic.

PLE pass rate in refugee schools (2019): **90% (compared to 81% in 2017)**

UCE pass rate in refugee schools (2019): **88% (compared to 84% in 2018)**

PLE pass rate (refugees/national average) (2021/22): **83%/91%**

Sources: Data from UNHCR, 2020 and UNHCR, 2023b.

Certification of learning

According to the Refugees Act, refugees are granted access to secondary education on the same basis as all other non-nationals. They are therefore eligible to sit the UACE and certify their learning if they obtain a passing grade, and qualify for higher education if they achieve adequate scores.

UNEB publishes data on individual students' UACE results every year but does not include disaggregation by protection status or nationality. While refugee-hosting districts are included in the list, there are no breakdowns by refugee status publicly available.

Sources: UNEB results available at Advance Africa, 2023.

Access to technical, vocational and tertiary education

The Universities and Other Tertiary Institutions Act (2001) states that institutions may admit the candidates of their choice, including nationals or non-nationals, granted that they have attained a minimum score of 2Ps in the UACE. Refugees pay the same fees as nationals (UNHCR, 2021a) and have access to loans and scholarships. UNHCR provides the Albert Einstein German Academic Refugee Initiative (DAFI) scholarship to some refugees in Uganda.

UNHCR Education Dashboards provide insight into the number of refugees holding a higher education scholarship. Moreover, annual DAFI reporting provides data on the number of refugees obtaining a DAFI scholarship, as well as data on their country of origin and whether they participate in student clubs, volunteering, or internships.

Number of refugees holding higher education scholarships (2022): **490**

Number of refugees holding the DAFI scholarship (2021): **389**

Top countries of origin of DAFI scholarship holders (2021): **South Sudan (293), Democratic Republic of the Congo (55), Rwanda (19)**

Source: Scholarship data from UNHCR, 2022c; DAFI data from UNHCR, 2021a,

Local integration

According to the Refugees Act and Refugee Regulations, recognized refugees are granted freedom of movement and the right to work, as well as the ability to exploit and buy land. Other durable solutions envisaged in Ugandan refugee policy include voluntary repatriation. While the Refugees Act provides that refugees may apply for citizenship by naturalisation, the Constitution prohibits children born to parents who were refugees at the time of their birth from accessing citizenship by registration, therefore limiting access to long-term permanent status.

Partner-led household surveys provide information on refugee integration. The World Bank's 2018 Refugees and Host Communities Household Survey collected data on employment rates with breakdowns by age, gender, arrival year, and employment type. Survey data have been published through UNHCR reports.

Gross employment rate for refugees (vs. nationals) (2021): **29% (vs. 64%)**

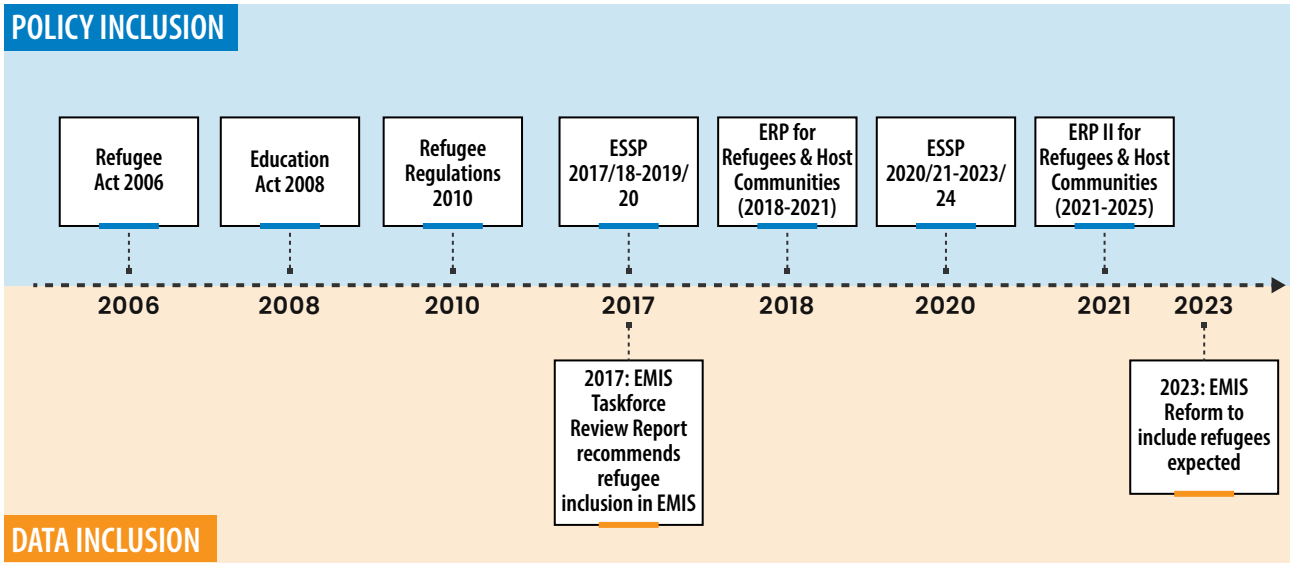
Youth unemployment among male refugees (vs. nationals) (2021): **47% (vs. 12%)**

Youth unemployment among female refugees (vs. nationals) (2021): **40% (vs. 15%)**

Source: Employment data from UNHCR, 2021b.

Trajectory of inclusion of refugees in policy and data

Policy inclusion in Uganda has followed a positive trajectory since the 2006 Refugees Act. Likewise, positive efforts to include refugee data in EMIS are expected with the roll-out of the new EMIS policy in 2023.



Enabling factors	Constraining factors
✓ **Political will has been instrumental in fostering an inclusive policy landscape.** This has been reflected in the government's ratification of international agreements, promulgation of national legislation, and inclusion of refugees in EMIS reform. Political will may be tied to regional history; the current president was a refugee in Tanzania in the 1970s, and the Pan-African ideology espoused by post-colonial leaders remains strong in policy-making circles (Betts, 2021).	✗ **The costliness of EMIS programmes, compounded by insufficient funding, undermines data collection and dissemination efforts.** The current EMIS is based on costly technology (e.g. stand-alone servers and communication networks, and centralised data entry interface. Fundings gaps hinder M&E efforts. Most national EMIS modules, including GIS, finance, HR, inspection and school outcomes, are non-operational. District-level EMIS is also dysfunctional (MoES, 2017b).
✓ **Collaboration with donors and funding partners has been instrumental in the practical implementation of enhanced data collection**, including the new EMIS, expected to roll out in 2023. Uganda enjoys close collaboration with a wide range of donors, including the FCDO, UNHCR and UNESCO. Partners provide advice- and resource-based input to the MoES, including refugee data in the case of UNHCR.	✗ **Under the discontinued EMIS, coordination in national data collection efforts between the central and district levels was low.** The EMIS/DEMIS decentralised structure gave way to a stand-alone system at the district level (MoES, 2017b). While information on the new EMIS is limited, an effective reform may provide mechanisms for strengthened, coordinated multilevel information exchange.

Recommendations

To the government:

- Establish systematic exchanges of information between the central and local levels, making reporting of DEO data to the central level regular and automatic.
- Ensure that all relevant stakeholders, specifically DEOs, the ERP Secretariat, Uwezo, and development partners, partake in EMIS reform roll-out to ensure informed policy evaluation.

To the international community:

- Direct funding and capacity-building efforts towards the effective implementation of the ongoing EMIS reform.
- Support the inclusion of refugee data and the empowerment of district-level data collection and reporting in talks.

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unesco
United Nations
Educational, Scientific
and Cultural Organization

UNHCR
The UN Refugee Agency

Paving pathways for inclusion

Towards evidence-based policy-making for refugee education

In 2022, there were over 34 million refugees worldwide, with approximately 40% being children. With displacement now averaging ten years or more, refugees might spend the majority of their educational journeys in their host countries. The successful inclusion of refugee children and youth in national education systems is a way to safeguard their learning, build social cohesion, and give them the tools to rebuild their lives. This inclusion requires a strong policy-data nexus, with comprehensive policies and data collection efforts across various dimensions to monitor progress and design targeted interventions. Despite this, refugees are often unaccounted for in policy-making and data collection efforts. In response to this challenge, UNESCO, in collaboration with UNHCR, has produced this report to identify pathways for effective and sustainable inclusion. Through an analysis of policies from the top 35 low- and middle-income refugee-hosting countries, and seven in-depth case studies, this report explores the intrinsic linkages between policy and data along pathways for refugee inclusion, identifying promising practices and barriers and enablers along the way. For policy-makers and education stakeholders, this will serve as a reference for evidence-based policy-making for refugee education and inform efforts towards achieving Sustainable Development Goal 4, guaranteeing equitable access to safe and quality education for all.

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4 QUALITY EDUCATION

Sustainable Development Goals