Refugee and Host Population Empowerment (ReHoPE)

Stocktake Report

November 2017

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Executive Summary

This report presents the findings from the Refugee and Host Population Empowerment (ReHoPE) stocktake exercise undertaken in refugee hosting districts in Uganda. The specific objectives of the stocktake were to: (i) map existing funding flows, programmes and projects; (ii) identify priority gaps that need to be addressed within a joint programme framework; (iii) assess existing coordination and planning processes and the alignment of stakeholders with government priorities, plans and ReHoPE guiding principles. The purpose of the stocktake exercise is to inform the identification, design and scale up of effective programmes and interventions, aligned with ReHoPE principles and contributing to the achievement of ReHoPE objectives.

The stocktake will need to become an on-going process integrated into existing government coordination and planning processes at district and national levels with the quantity and quality of data improved over time. Consequently, the team conducting the stocktake has worked under the guidance of relevant Government officials, notably from the Office of the Prime Minister (OPM) and the National Planning Authority (NPA), and worked through existing coordination and planning structures in order to facilitate an on-going and sustainable process, whilst attempting to identify priority areas of intervention for scale up starting in 2018.

Primary and secondary data was collected from government, donors, United Nations (UN) agencies and implementing organisations. The stocktake has generated a lot of valuable information that can be built upon. Gaps in the quantity and quality of data mean that the analysis provides a general overview of indicative priorities. The environment, energy, water, sanitation and roads are found to be emerging priority sectors. Current funding for environmental protection appears to be particularly low in comparison to the needs articulated by key informants. Also, there is a need to scale up investment in capacity development for coordination, planning and implementation.

There is major ambition amongst the Government, donors, UN agencies and Nongovernmental Organizations (NGOs) to scale up support for both refugees and Ugandans to enable them to increase their resilience and self-reliance. This is being manifested, to some extent, in increased funding, programming and support to strengthen local government capacities.

However, interventions are often fragmented, short-term and the comparative advantages of different actors are not being adequately leveraged. Most projects have their own parallel implementation structures rather than aiming to strengthen local government services and capacities. Actors appear to be spreading themselves too thinly geographically and sectorally.

Efforts to ensure a more effective and sustainable longer-term response are hindered by a lack of clarity on how district level coordination and planning should be happening, the delays in establishing government-led national coordination mechanisms and the availability of resources lagging way behind

needs and ambitions. Incentive and accountability mechanisms to ensure timely, efficient and effective actions are very weak for all actors. The lack of joint fora and programme frameworks at district and national levels are fundamental constraints to a scaled up, coherent and comprehensive response.

The stocktake exercise reinforces the rationale and need for ReHoPE. The activities of different stakeholders are not well coordinated and data on funding is insufficient leading to high risk of gaps, duplications, missed opportunities to leverage comparative advantages, and inefficiencies as actors overstretch their capacities to try to fill gaps beyond their areas of core expertise.

The recommendations of the exercise are as follows:

> The Government of Uganda could communicate one, government led strategic framework with which all actors would align,
> The Comprehensive Refugee Response Framework (CRRF) Platform could involve a political dimension,
> The OPM could provide a high-level steer on how district level, joint coordination and planning can be improved,
> The CRRF Steering Group could identify the lead entity for an on-going stocktake process,
> NPA could provide harmonized guidance to local governments to coordinate the planning process and oversee the strengthening of capacity,
> District Chairs and Chief Administrative Officers could oversee on-going ReHoPE stocktake and prioritization processes leading to comprehensive district plans for resilience and self-reliance and inform sector prioritization outside their mandate,
> NPA could coordinate the development of a national, joint ReHoPE programme framework and common results framework,
> External donors could inform Ministry of Finance, Planning and Economic Development (MoFPED) of their funding commitments and criteria for the next 3 years in support of the CRRF, including the specific commitments relating to ReHoPE, and
> The forthcoming National Partnership Forum could provide an immediate opportunity to reach agreement on key decisions.

1. Introduction

This report presents the findings from the Refugee and Host Population Empowerment (ReHoPE) stocktake exercise undertaken by the ReHoPE Support Team[1] in 11 refugee-hosting areas[2] and at national level in Uganda between May – August 2017. Some information is also presented for Kampala. However, it was not possible to undertake a consultation workshop in Kampala in the time available.

1.1. The Refugee and Host Population Empowerment (ReHoPE) strategic framework

ReHoPE is a transformative strategic framework[3] aimed at bringing together a wide range of stakeholders in a harmonised and cohesive manner to more effectively promote the resilience and self-reliance of the entire population of the refugee hosting areas – both refugees and Ugandan nationals. ReHoPE supports the Government of Uganda's integration of refugees into the National Development Plan II (NDPII, 2015/16–2019/20), through the Settlement Transformation Agenda (STA), thereby making refugees part and parcel of the development agenda of Uganda. ReHoPE is a key component in the application of the Comprehensive Refugee Response Framework (CRRF), as stipulated in the New York Declaration on Refugees and Migrants[4] (19 September 2016).

1.2. Purpose and objectives of the stocktake

The purpose of the stocktake exercise was to inform the identification, design and scale up of effective programmes and interventions, aligned with ReHoPE principles and contributing to the achievement of ReHoPE objectives. The findings are expected to inform the design and implementation of joint programming, a common results framework and joint operating guidelines to promote alignment, complementarity and the leveraging of comparative advantage between ReHoPE partners.

The specific objectives of the stocktake were to:

- map existing funding flows, programmes and projects,
- identify priority gaps that need to be addressed within a joint programme framework, and

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[1] The ReHoPE Support Team is contracted by the World Bank to support all ReHoPE partners to further operationalize the ReHoPE strategy under Government of Uganda leadership, building on existing programmes and capacities.

[2] The refugee hosting areas are: Northwest Uganda - Adjumani, Arua, Koboko, Lamwo, Moyo and Yumbe; Southwest and Mid-West Uganda - Hoima, Isingiro, Kamwenge, Kiryandongo and Kyegegwa.

[3] https://ugandarefugees.org/wp-content/uploads/ReHoPE_Strategy-Report_2017_low-res.pdf

[4] https://ugandarefugees.org/wp-content/uploads/New-York-Declaration.pdf

- assess existing coordination and planning processes and the alignment of stakeholders with government priorities, plans and ReHoPE guiding principles

1.3. Methodology of the stocktake

1.3.1. Approach

The distinctive characteristic of this stocktake exercise was that it adopted a district wide approach assessing the provision of services and programmes (humanitarian and development) by the full range of actors (Government, donors, UN agencies and civil society) for the entire population in refugee hosting districts – both refugees and Ugandan nationals.

Given the limited availability of information on needs, coverage and gaps in service provision for refugees and host communities, the ReHoPE Support Team recognized early in the process that the stocktake will need to become an on-going process integrated into existing government coordination and planning processes at district and national levels with the quantity and quality of data improved over time. It was agreed to pursue a twin track approach that simultaneously builds stocktake and planning capacities whilst also identifying, planning and scaling up interventions on the basis of limited information.

In the light of this, the team adopted an approach to the stocktake with a strong emphasis on the process and consultation in line with the principles guiding the ReHoPE strategy, in particular:

- ☐ Promoting government ownership and leadership and multi-stakeholder engagement in joint stocktake, prioritisation and planning processes,
- ☐ Identifying, working through and ascertaining ways of strengthening, existing coordination and planning processes, and
- ☐ Facilitating an on-going process whilst mapping existing funding, services and projects, and identifying immediate priorities for scale up starting in 2018.

The Team received critical guidance from the Permanent Secretary in the Office of the Prime Minister (OPM) and frequently organized progress meetings with key stakeholders and district workshops and shared updates with partners through the Local Development Partners Group and other coordination mechanisms. At district level, a high degree of government leadership was observed as district political leaders and Chief Administrative Officers (CAOs) took a lead role in organising and facilitating multi-stakeholder workshops.

The stocktake not only mapped the existing services and projects but also assessed existing coordination and planning structures, capacities and processes at national and district levels. Opinions of stakeholders were elicited regarding the decisions, actions and the responsibilities of different actors required to further operationalize ReHoPE so as to promote more effective, coherent and sustainable services and interventions.

At the same time as the stocktake was taking place, the Government and partners were discussing the governance arrangements for the CRRF. The initial phase of consultations by the Team elicited the opinions of stakeholders on the governance arrangements required to scale up ReHoPE in the context of the CRRF. The findings of these consultations were included in a Progress Report disseminated in mid-June 2017 in order to inform discussions and decisions on CRRF governance arrangements and have been integrated into this current report.

1.3.2. Activities

The main data collection activities were as follows:

National level consultations with government, UN, donor and NGO partners

In May 2017, the Team undertook intensive consultations with government, UN, donor and NGO partners in Kampala. Consultations with national level stakeholders continued throughout the course of the stocktake. These discussions elicited stakeholder opinions on what is needed to further operationalize ReHoPE, including on the necessary coordination and governance arrangements at district and national levels.[5]

Collected and analysed data submitted into the ReHoPE online stocktake tool

An online tool for data entry (http://balinvestments.com/wb_rehope) was developed by the ReHoPE Support Team. Stakeholders, including donors, UN agencies, NGOs and government sectors that are known to be implementing services and programmes in refugee hosting areas were invited to enter information into the database using the tool. The team followed up with stakeholders in order to raise awareness of the stocktake, explain its relevance and to provide support and guidance in the submission of information. 48 organisations submitted information - 22 donors, 4 UN agencies and 22 implementing organisations. Information received by the end of June 2017 has been included in this report.

Analysis of government data sets

Additional information on health, water and sanitation was collected and analysed by the Team from government documents including the Ministry of Heath Physical Facility Inventory of 2012 which provides information about the health physical facilities available in the country and the Water Atlas of 2017 which provides information on matters concerning safe water supply, coverage, functionality and distribution. Adequate information was not available for other sectors. Existing documents and reports from the Uganda Bureau of Statistics and key service delivery sectors of health, education, water and livelihoods were analysed to identify the gaps existing within those sectors in terms of service delivery to the host population over the four-year period 2017-2020.

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[5] See Annex A.1 for a list of all people consulted during the stocktake

The team facilitated one-day district workshops in all districts except Kampala. The objectives of the workshops were to: (i) raise awareness and understanding of the stakeholders about ReHoPE; (ii) introduce and provide guidance to district level stakeholders on the ReHoPE stocktake so as to identify service delivery gaps and priority interventions, and (iii) review current district coordination and planning processes. In most of the districts, there was strong participation by political leaders, CAOs or acting CAOs, representatives from UN agencies, OPM refugee desk officers, district technical staff and NGOs.

Following initial presentations and discussions, participants broke out into 8 groups based on the district sectors led by the sector heads to discuss the questionnaire and fill the data collection tool (See Annex A.2) that had been sent to the district earlier. Following the group discussions, the heads of sectors made presentations about their respective sectors, mainly focusing on three areas (i) the prevailing situation and/or gaps in service delivery and the potential interventions to address them, (ii) the coordination arrangement that exists with the partners, and (iii) partners supporting the sector, specific interventions they are involved in and their budgets. These were followed by reactions and discussions amongst all participants.

Annex B presents district stocktake reports that include information on population and demographics; local government sectoral budget allocations for financial years 2016/17 and 2017/18; current implementing partners per sector; and possible areas of intervention per sector.

2. Findings

The findings of the stocktake are presented under the following headings:

- Existing funding flows, programmes and projects
- Emerging gaps and priorities
- Coordination and planning processes

2.1. Existing funding flows, programmes and projects

In the following sub sections, the main findings are presented on the activities and funding of the following categories of stakeholder:

- Government of Uganda
- Donors
- UN agencies
- Implementing organisations

2.1.1. Government of Uganda

Analysis of public expenditure data reveals that in the financial year 2014/15 the Government allocated UGX 247.1 billion (USD 68.6million) to the eleven districts. This amount increased by seven percentage points to UGX 264.5 billion (USD 73.5 million), in FY2015/16, by ten percentage points to UGX 290.8 billion (USD 80.7 million) in FY2016/17 and dropped slightly by one percentage point in FY 2017/18 to UGX 287.7 billion (USD 79.9 million). These allocations are in the form of direct grants to Local Governments.

There are other funds to Local Governments that go through line ministries and other Government agencies such as Agriculture, Water and Environment, Local Government, Education, Gender, Labour and Social Development, Office of the Prime Minister, Uganda National Roads Authority (UNRA), Police, Judiciary, and Prisons etc.

Figure 1 below shows allocations per sector to Local Governments. The largest portion of Government allocations goes to education and health in all the three financial years of 2015/16, 2016/17 and 2017/18. Natural resources, water and roads and engineering have been consistently receiving low allocations.

Figure 1 Government allocations per sector in Local Governments
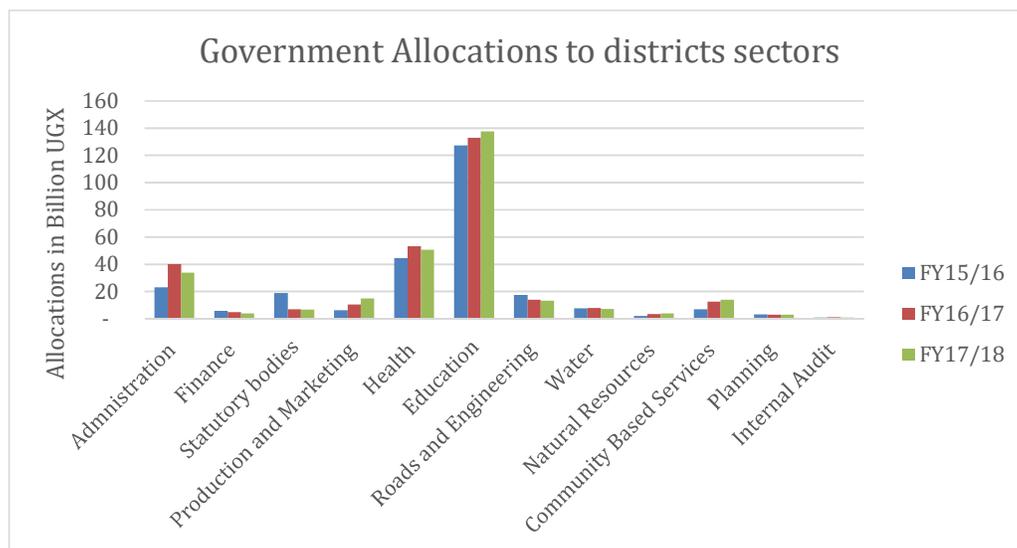
Figure 2 shows Government direct allocations per district over the four-year period. Whereas allocations for Arua, Yumbe and Kiryandongo districts have been rising over the years, the allocations for Lamwo and Koboko districts have been on a decline. The rest of the districts have a mixed trend in allocations. The fact that Lamwo and Koboko districts have experienced influxes of refugees and yet their allocations have been declining may suggest that allocations to Local Governments do not take into account the refugee influx and yet refugees benefit from the same services provided by the local governments, thus putting pressure on the available facilities.

Figure 2 Government allocations per district per year

Government allocations per district over four financial years
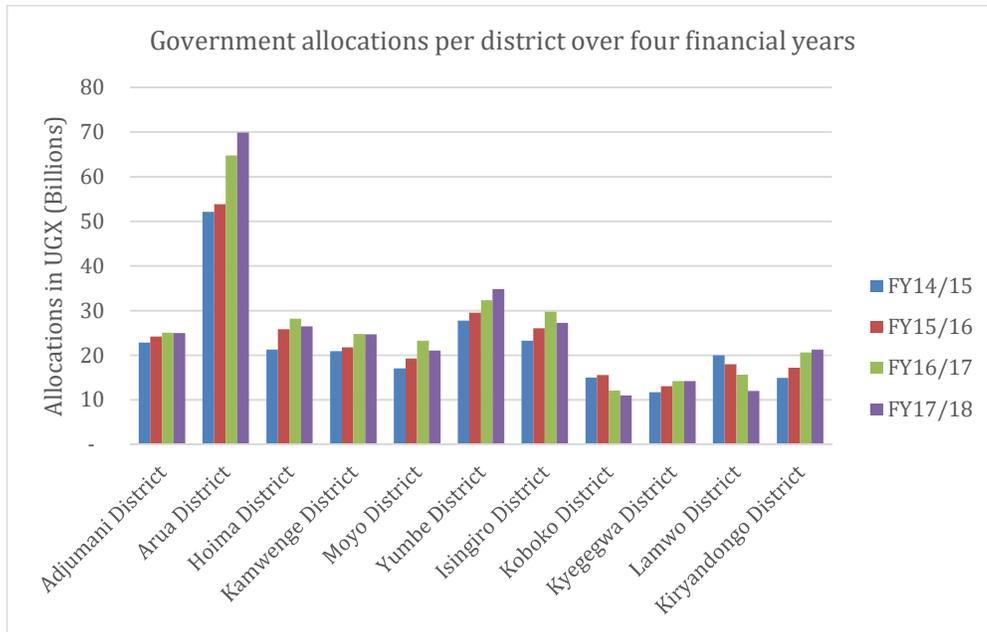
Figure 3 shows the per capita allocations over the two financial years, 2016/17 and 2017/18 for both with and without refugee scenarios. Moyo district has the highest per capita allocations in the without refugees' scenario while Lamwo district has the highest per capita allocations when refugees are factored in for both financial years 2016/17 and 2017/18. This could largely be explained by the high influx of refugees in Moyo where refugees are more than the host population (174,348 refugees and host population of 139,012) compared with Lamwo that had 28,969 refugees at the end of July 2017. Hoima district, however, which does not have as many refugees (45,805) compared to the host population (572,986) has relatively low per capita allocations for both scenarios across the two financial years and the same is true with Kyegegwa, Koboko, Kamwenge and Isingiro districts.

Figure 3 Government allocations per capita per district with and without refugees

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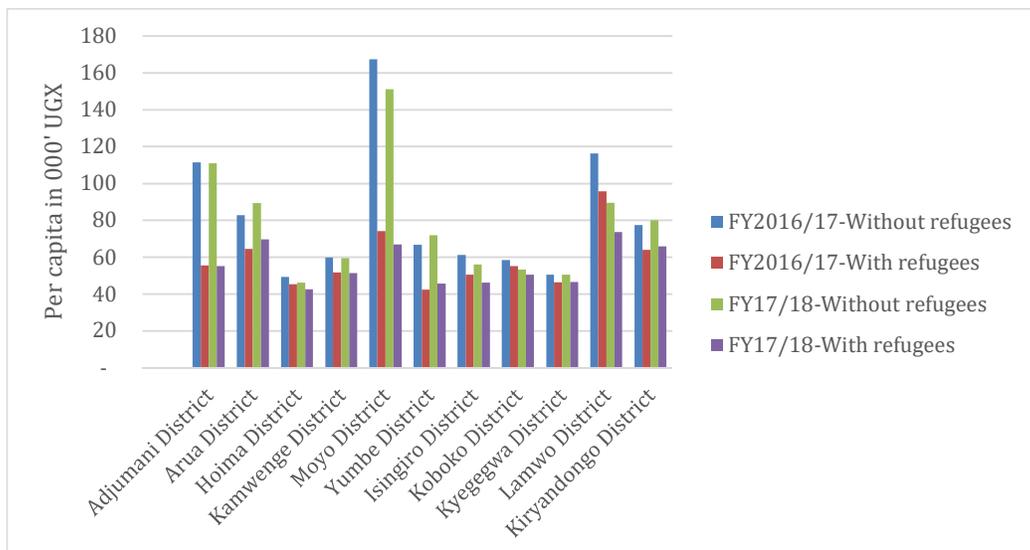
2.1.2. External donors

Twenty-two external (i.e. non-domestic) donors submitted information on their funding flows to refugee hosting districts covering the 11-year period 2011-2021 to the ReHoPE Team. The data was collected mainly through the online tool. However, some donors submitted information separately. This information was integrated with the data collected through the tool.

The total funding declared for the 11-year period was UGX 3,556 billion (USD 989m). The US Government provided 53% of this total through USAID (Food for Peace 14.5% and Development Assistance 6.4%) as well as through the US State Department's Bureau of Population, Refugees and Migration (PRM - 32%). DFID funding accounts for 25% of the total, and World Bank credits (DRDIP and NUSAF 3) account for 6.2% (See table in Annex A.3). It should be noted that some donors also provide funding for Uganda through contributions to multi-lateral organisations at Head Office level and such funding is not included in this data set.

The data is not comparable between donors because respondents provided information for different timeframes and for different objectives, i.e. some donors provided information on both humanitarian assistance and ReHoPE related funding whereas others provided data only on the latter.

Figure 4 illustrates allocations of funds per year between 2014 and 2021. However, most complete data was provided for the years 2014 – 2017 and during this period, the US Government provided 69% of the total funds declared by donors. In 2017 alone, the total allocation by the donors who submitted data was UGX 1,116 billion (USD 310 million). Only a small number of donors provided information prior to 2014.

Figure 4 Donor funding allocations per year (UGX billion)
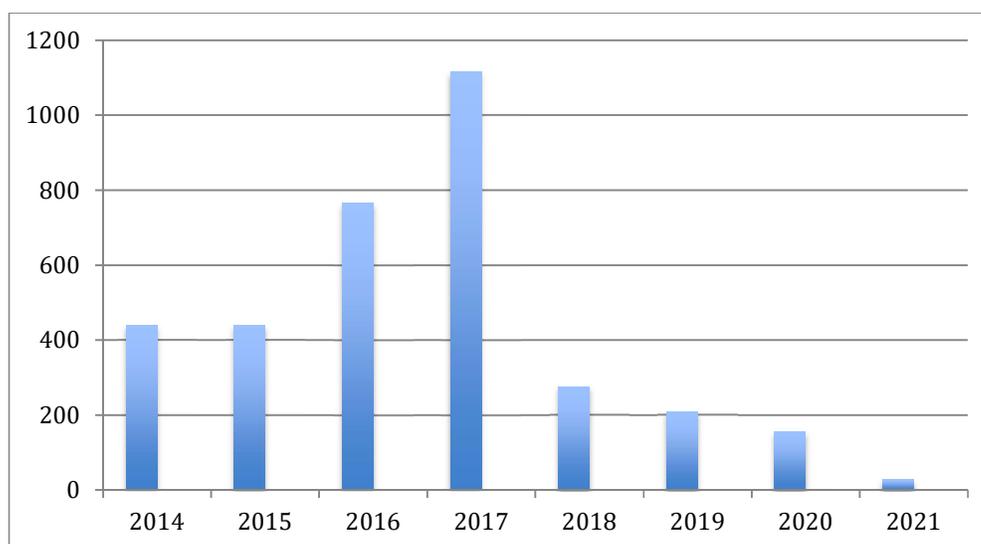

Figure 5 shows how donors allocated resources across the ReHoPE objectives, including multiple objectives and humanitarian assistance. The largest share of

donor funding was allocated to social services followed by humanitarian and multi-objective categories while the environment received the least share. The actual amount of humanitarian assistance is under-represented, as some donors did not provide data on this type of funding. Also, some humanitarian relief funding is included under the multi-objective category.

The data suggests that the primary focus of donors, in relation to ReHoPE strategic objectives, appears to be on support to social services and livelihoods. However, this finding needs to be treated with some caution. There is a need to take into account beneficiary numbers and costs of interventions under different objectives. The costs of financing the different focus areas may vary considerably, e.g. environmental protection may not be as costly as construction of schools and health centres.

Figure 5 Donor funding per objective (UGX billion)
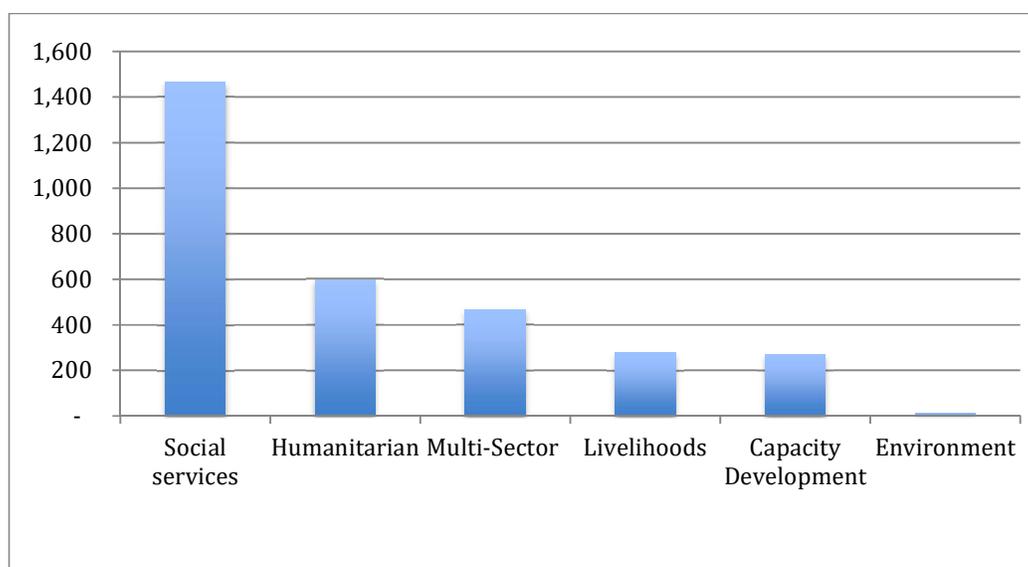
The actual amount of humanitarian assistance is under-represented due to misunderstandings of the scope of the stocktake exercise. Some humanitarian relief funding is included under the multi-objective category. However, the main reason for under-estimating humanitarian funding is that some donors only provided information on funding relating to ReHoPE strategic objectives. Also, some humanitarian donors did not submit any information.

Figure 6 shows the donor funds available per district, with Arua district taking the largest share and Koboko district the lowest amongst the 11 districts. Although the total availed funds reported by donors was USD 989 million, what could be disaggregated by district was USD 556 million only.

The data on allocations per district is lower than the total funds declared by donors due to some respondents not providing disaggregated data often because the funding has been committed but not yet allocated to districts. Before making comparisons of funding allocations per district there is a need to take into account population ($/capita) and compare with poverty levels, risk factors (e.g. drought) and refugee influxes.

Figure 6 Donor funding per district (UGX billion)
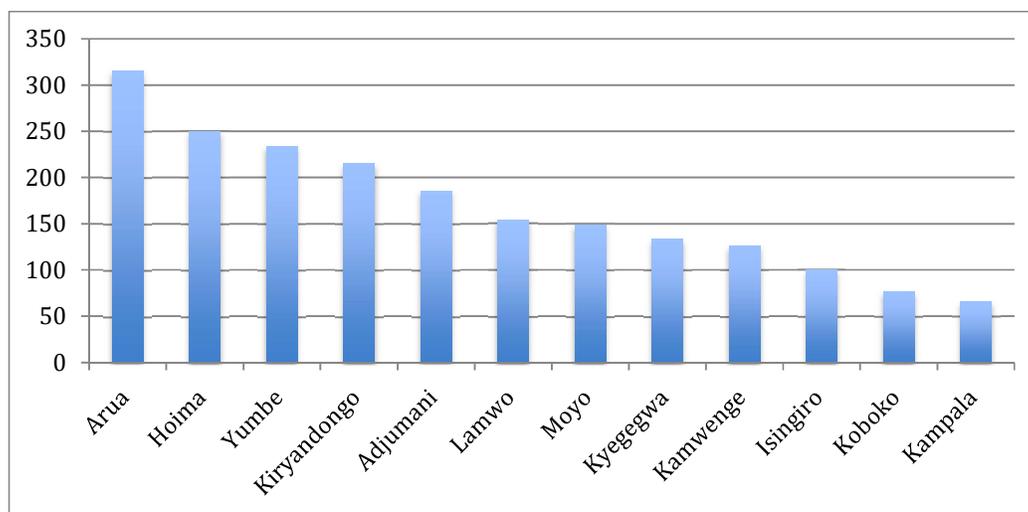
2.1.3. UN agencies, including International Organization on Migration (IOM)

UN agencies have been implementing ReHoPE related actions through the UNDAF since January 2016. ReHoPE, was reflected as a subset of the UNDAF outcome 1.4 on Peace, Security and Resilience. The ReHoPE-dedicated UNDAF Intervention 1.4.4.1 aims to "*strengthen the technical and functional capacities of OPM, MDAs, DLGs, civil society and leaders (community-, traditional-, and religious) to empower communities to build resilience in refugee impacted districts*"[6].

In early 2017, at the request of the UNCT, UNHCR reviewed all other joint work plans to identify and validate with agencies, the additional agency activities contributing to ReHoPE objectives or target districts, but anchored under a different UNDAF Outcome. This exercise resulted in estimates of expenditure in 2016 and funding requirements for 2017 – 2020.

The ReHoPE stocktake utilized this existing data set, undertaking additional analysis beyond that done in the internal UN stocktake (see Annex A.4). It was agreed with the UN Resident Coordinators Office (RCO) that the Team would identify gaps in this data and request UN agencies to provide additional data as required. Some agencies did subsequently provide updated information that was integrated into the data set. In addition, four UN agencies submitted data into the online tool. This data is presented separately in Annex A.5.

It should be noted that that the data presented below is focused on funding and activities specifically related to ReHoPE strategic objectives. It does not include humanitarian assistance or support for development activities indirectly related to ReHoPE. However, definitions of ReHoPE related activities were quite broad. For example, WFP's data includes funding for cash transfer programming.

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[6] p37 http://www.ug.undp.org/content/dam/uganda/docs/Uganda%20UNDAF%202016-2020.pdf

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Figure 7 shows the expenditure of UN agencies in 2016 and their funding requirements and commitments received for 2017. Collectively UN agencies spent USD 39 million in 2016 in refugee-hosting districts on activities relating to the four ReHoPE strategic objectives (Source: RCO Uganda). UNHCR (36%), UNICEF (29%) and WFP (20%) spent the highest proportion of the total funds, accounting for 83% of the total budget. It is notable that the agencies with the highest expenditure on resilience and self-reliance are those that have been most involved in the provision of humanitarian assistance to refugees.

Figure 7 Expenditure per UN agency 2016 & 2017 (USD)
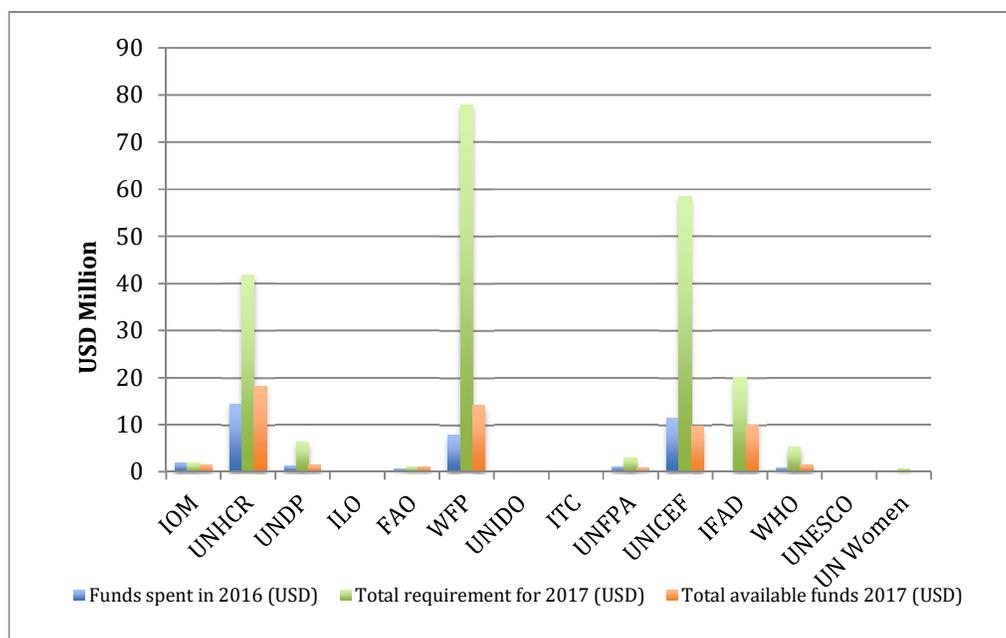
Collective funding requirements for 2017 total USD 217 million (UGX 769 billion). This is five and a half times higher than expenditure in 2016 and represents a major increase in commitments by some UN agencies towards resilience and self-reliance, as well as a response to recent refugee influxes. It is unclear, however, what the distribution of this intended support would be between refugees and host communities. It should be noted that in general UN agencies follow Government of Uganda guidance to target 70% of humanitarian resources to refugees and 30% to host communities.

It is notable that the agencies with the highest share of the total planned expenditure in 2017 are those with the highest spend in 2016, i.e. WFP (36% of total requirement), UNICEF (27%) and UNHCR (20%) – all planning major increases in spending. WFP was planning to increase its expenditure by almost 10 times, WHO by a factor of 6, UNICEF by 5 and UNHCR by almost 3. UNDP, FAO, UNFPA and UN Women also planned significant increases.

Out of the total funding requirement for resilience and self-reliance, only USD 58 million (UGX 209 billion) is secured for 2017 leaving a funding gap of USD 159 million (UGX 572 billion), 73% of requirements as of end June 2017. However, this does represent a 147% increase in funding compared with 2016. WHO received the largest increase in funding (x1.85) followed by WFP (x1.8), FAO (x1.8) and

UNHCR (x1.25). Notably UNICEF has not yet received commitments equal to 2016 levels. As a share of the total funding received in 2017, UNHCR is receiving 31%, WFP 24%, and UNICEF and IFAD 17% each. UN Women, UNICEF and WFP have funding gaps of over 80% and UNDP, UNFPA and WHO over 70%. Comparatively, UNHCR and IFAD are doing better in receiving planned funding, with funding gaps of 57% and 50% respectively.

Figure 8 presents UN expenditure per ReHoPE objective in 2016 (actual) and 2017 (planned). In 2016 the majority of the ReHoPE funding was spent in relation to integrated social services (71%), followed by sustainable livelihoods (21%) with only relatively small amounts spent on the environment (4%) and building the capacity of government and communities (4%). The 2017 planned expenditure represents a shift in emphasis between social services and sustainable livelihoods compared with 2016 with a big increase in focus on the latter. The proportion of funding for capacity building and the environment in 2017 remains similar to 2016 expenditure.

Figure 8 UN expenditure per objective (USD)

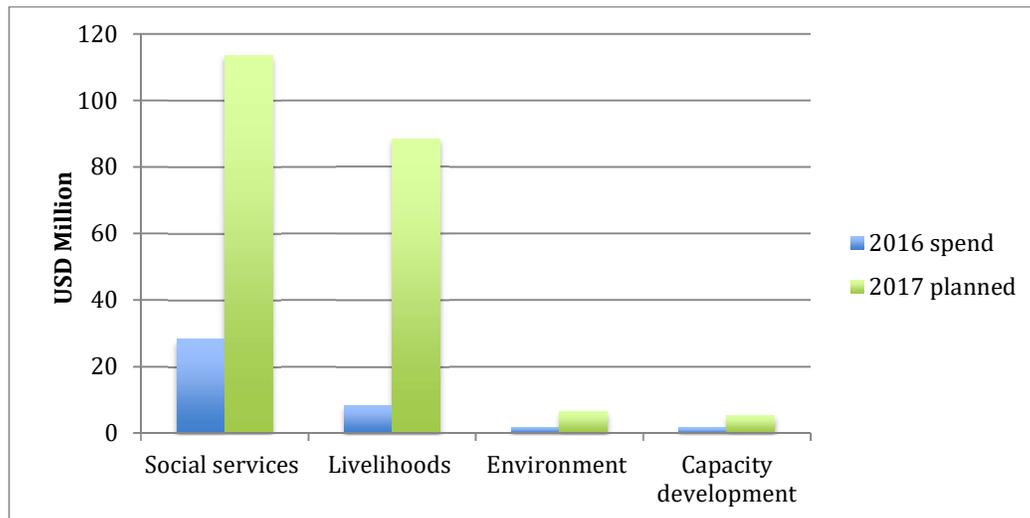Figure 9 shows the presence of UN agencies in each district indicating that UN agencies are most present in Arua and Adjumani districts (10 agencies in each) and least present in Lamwo district. Lamwo is a new refugee hosting district and so far, only UNHCR and WFP have indicated presence. It is not clear from the data provided why the concentration is higher in Arua and Adjumani compared to other refugee hosting districts.

Figure 9 Number of UN agencies per district
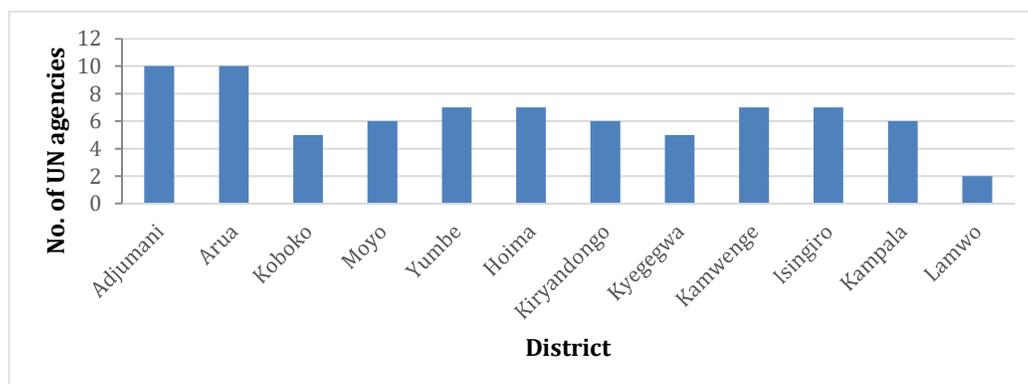
The amount of funding available collectively to UN agencies per district in 2017 is presented in Figure 10. Adjumani is due to receive the highest allocation by a significant margin while Lamwo and Koboko districts will receive the least allocation. The criteria for the district allocations are not yet clear.

Figure 10 Predicted UN expenditure per district 2017 (UGX billion)
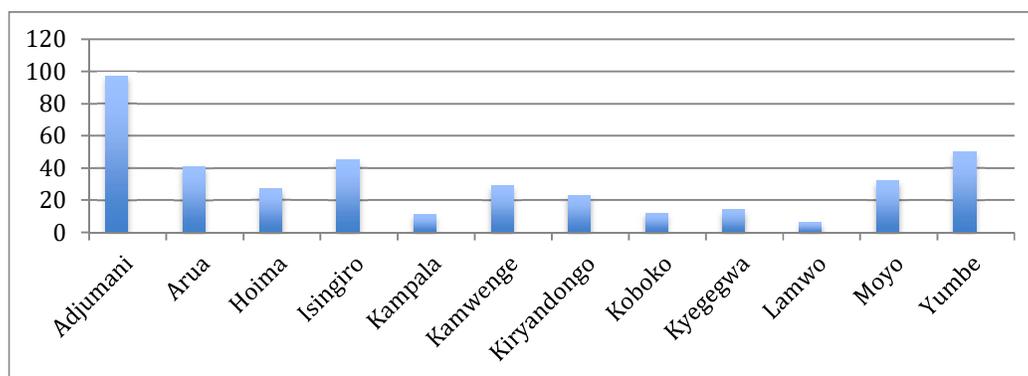
2.1.4. Implementing organisations

The number of implementing organisations per district is indicated in the Figure 11. Adjumani and Yumbe have the highest number of partners with Kyegegwa and Koboko having the lowest. Districts provided lists of implementing organizations working in the different sectors, and a total of 695 implementing organizations were identified for the 11 refugee hosting districts. Names of implementing organisations per sector per district are presented in the district profiles in Annex B. However, most districts did not have information on implementing organizations within the settlement areas while some districts also did not have any information of implementing organizations working outside the settlements. As such, the number of implementing organizations presented in this report is not exhaustive.
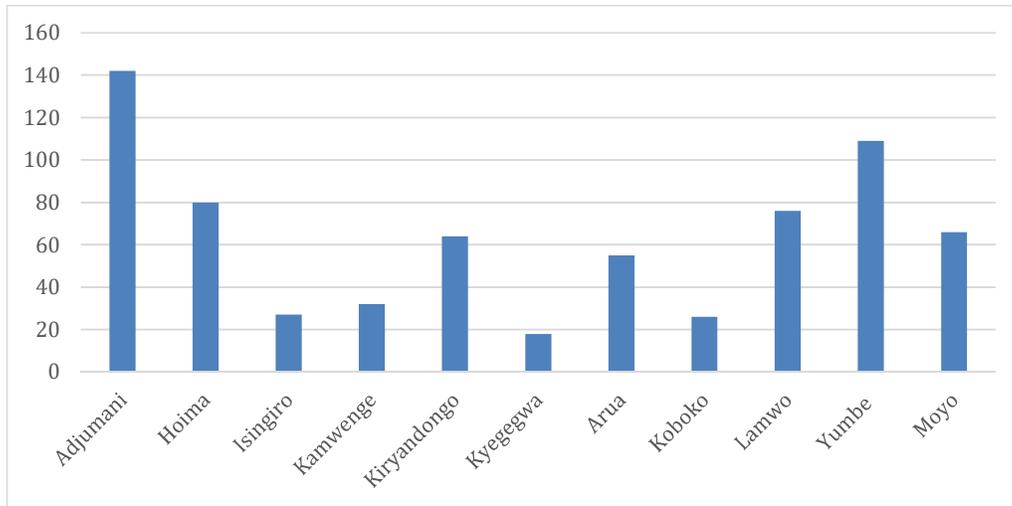
Figure 12 shows the distribution of implementing organizations across sectors with community based services sector having the highest distribution of partners (n=184), followed by health (n=140). The roads and engineering sector has the least distribution of partners. It should be noted that many partners are working in more than one sector.

Figure 12 Distribution of implementers across the sectors in the 11 districts
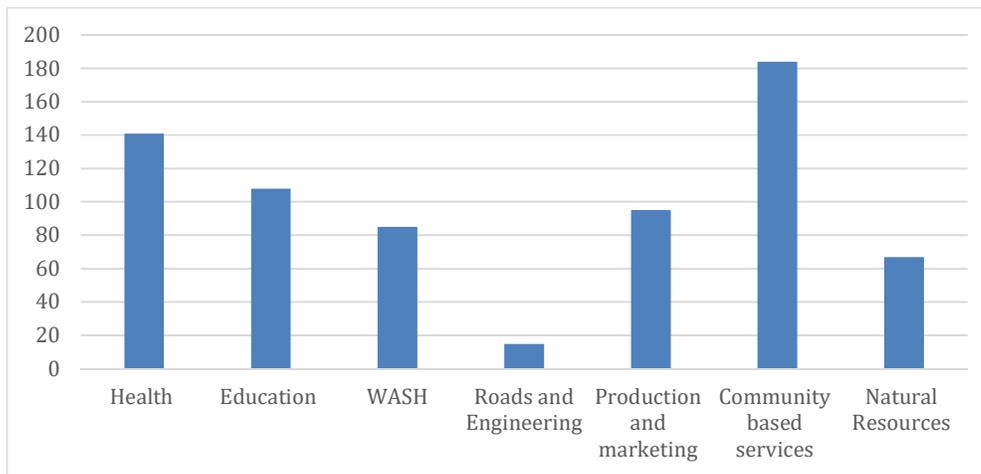
Figure 13 shows the distribution of implementing organizations per sector per district. Generally, distribution of implementing organizations in Roads and Engineering sector is low in all the districts. Even the few partners in the sector are concentrated only in settlement areas. This may suggest that most roads and bridges outside the settlement areas that have been degraded by the refugee activities are largely not attended to.

With the increasing demand for energy, housing materials and land for agriculture and settlements due to influx of refugees, there is pressure on natural resources. Compared with other sectors which have high concentration of partners, natural resources sector seems not to have been prioritized yet by a majority of partners

Figure 13 Number of implementers per sector per district
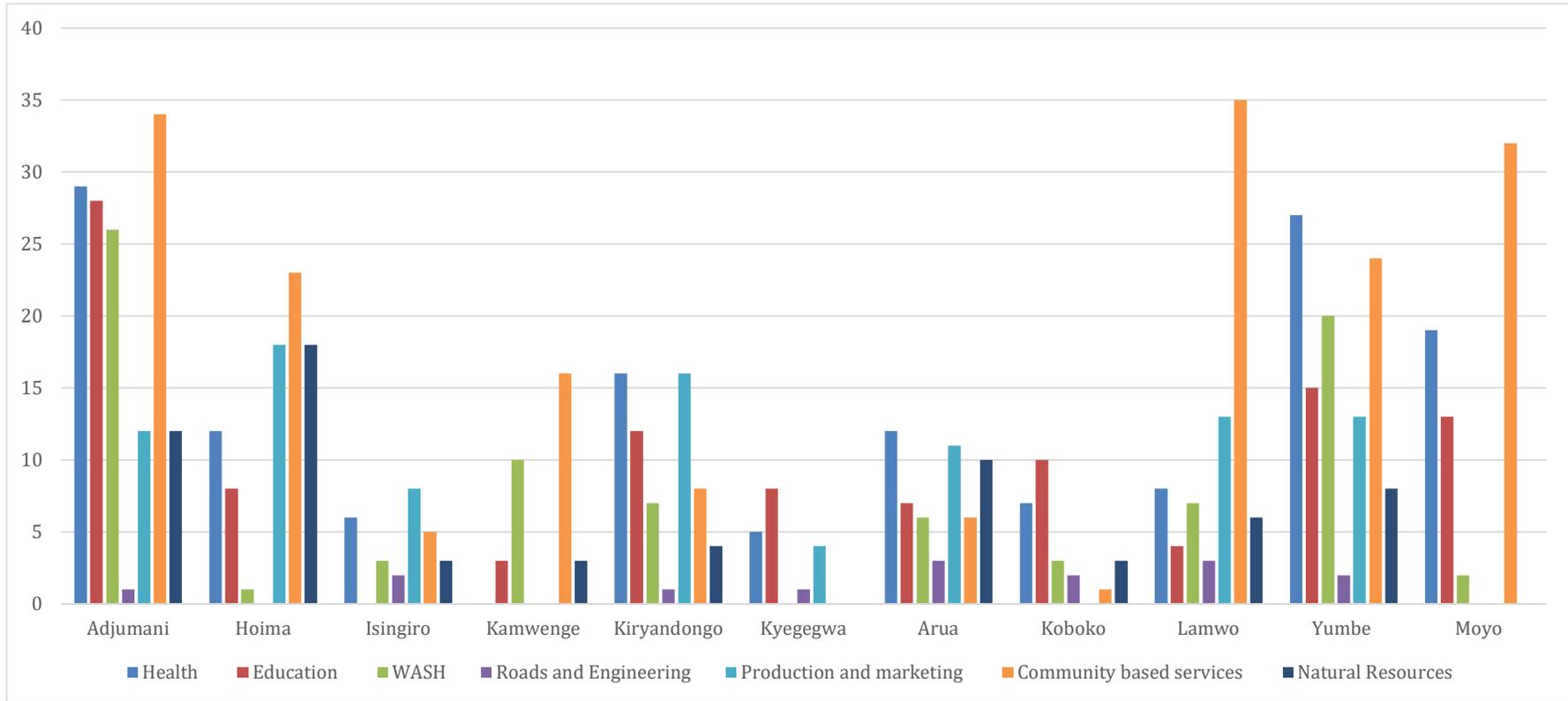
given the high degradation of the environment and its importance to other sectors. There is low distribution of partners within the WASH sector in the refugee hosting districts with the exception of Adjumani, Yumbe and Kamwenge districts. However, stakeholders within these districts indicated that even with this low distribution of partners, if their resources and efforts were pooled together to deliver larger water schemes than individual smaller schemes, they would produce big impact.

Only 22 implementing partners submitted information through the online tool. Figure 14 shows funds received by the implementing partners by ReHoPE objective.

Figure 14 Funds received by implementers by ReHoPE objective
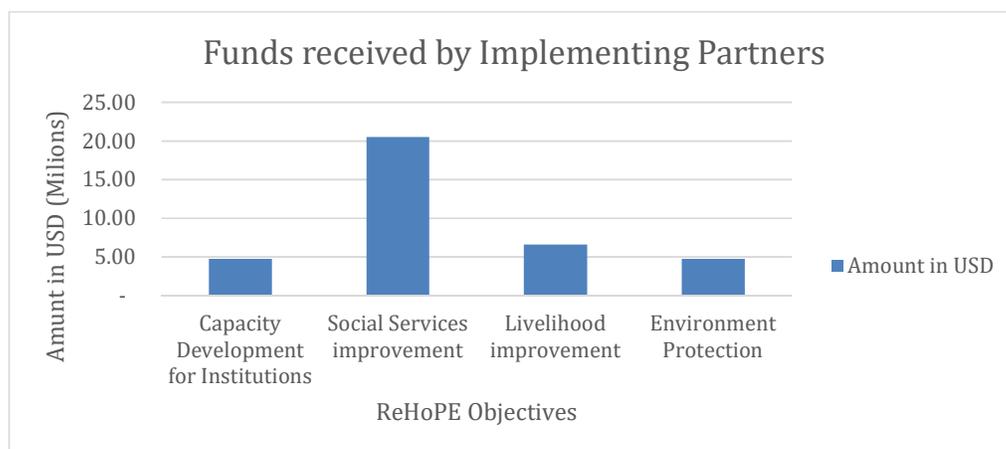
Consistent with the donor and UN Agency data, the largest share of funding is supporting social services, followed by livelihoods. It should, however, be noted that the twenty-two implementing partners who submitted information through the tool provide only USD 36.6 million, representing about 4% of the total USD 989 million availed by the donors. Information on the activities and the corresponding budgets of the partners identified through the districts remains unknown since this is never provided to the districts. Information on names of the 22 implementing partners, amount received and source of funding is presented in Annex A.6.

2.1.5. Next steps

The data collected to date is far from being comprehensive and is often not comparable within and between data sets. The lack of detailed information available means it is not possible to identify when different stakeholders are providing information on the same funding and activities. Therefore, for the time being, we need to treat these data sets separately, recognising that there is duplication of information between them. The following activities are key next steps in improving the quantity and quality of data as the stocktake process moves forward:

- Proactively encourage stakeholders who have not yet provided information to do so and invite respondents to provide updated information.
- Integrate data that was submitted after the deadline for this exercise into the next stocktake analysis and report.
- Encourage stakeholders to submit data on all activities in the districts disaggregated by humanitarian, resilience and self-reliance and others types of development assistance.
- Clarify the timeframe for which data should be provided.
- Request respondents to submit data disaggregated by year, district, sector and implementing partner.

It will be necessary to further develop the stocktake methodology, including the procedures for reporting by different actors. The MoFPED could take the lead in integrating information from development partners into the existing Aid Management Platform, and using the data to inform discussions in the CRRF Steering Group.

2.2. Emerging sectoral gaps and priority areas for intervention

The refugee hosting districts are amongst the poorest and most vulnerable in Uganda. The impacts of refugees have only partly been mitigated by the provision of humanitarian assistance. During the district stocktake, the district stakeholders identified areas of intervention in each sector across the 11 districts to address the challenges that exist in service delivery and livelihood support. The proposed areas of intervention per sector per district are compiled in Annex A.8 and an overview of commonly proposed areas of intervention per sector for all 11 districts is presented in Annex A.9.

The prevailing situation of sectors across the 11 districts and the proposed interventions are non-specific and not supported by hard evidence due to lack of sufficient data. This reflects inadequate systems and capacities in planning processes in the districts. Furthermore, most of the proposed interventions involve the construction or rehabilitation of physical infrastructure and assets, e.g. (Schools, health centres, houses for accommodation, boreholes, roads etc.) and the availability of human resources (e.g. teachers, medical personnel, etc.) with little regard to the maintenance of these assets, the quality of service provision (e.g. technical capacities of staff, systems) and community development capacities. These may require more assessment if investment decisions are to be made.

The assessment of the priorities and other accompanying information provided by the districts seem to suggest that the impact of refugees has largely been felt on environment and energy sources, water and sanitation and road infrastructure. Accordingly, therefore, specific interventions in these sectors could have the first call on resources in the short to medium term and then education, health, production/livelihoods and crosscutting sectors in the medium to long term. Box 1 presents the general situation in the priority sectors and the commonly proposed interventions for the short to medium term.

Box 1 The situation and commonly proposed areas of interventions in the 11 refugee hosting districts (water, sanitation, environment, energy and roads)

Situation	Commonly proposed areas of interventions
Water, Environment and Sanitation	
❖ Water coverage is reported critically low in some of districts and in many of the sub-counties. For instance, water coverage in Kyegegwa district is at 27%, in Isingiro district at 37%, and in Yumbe district at 38%. ❖ Sub-counties such as Buseruka, Kyangwali and Kabwoya in Hoima; Bwizi, Kahunge sub-counties and Kamwenge T/C in Kamwenge district; Rwentuha, Ruyonza, Mpara, Kasule, Kakabara, Kabweza, Hapuyo, and Kyaka II in Kyegegwa; Omugo, Aiivu and Pawor in Arua district; Insingiro TC, Mbaaare, Masha, Rushasha, Kashumbe, Ngarama, Kikagate and Endiinzi in Isingiro; Midigo, Kerwa, Kei, Kuru, Ariwa, Lodonga, Drajini, Ondravu and Romogi in Yumbe; Northern and Southern Divisions in Koboko district and Mutanda in Kiryandongo all have coverage levels below 50%. ❖ With the influx, demand on water resources has gone up necessitating more drilling of boreholes and motorized schemes that have eventually led to the lowering of the water table and reduced functionality of water sources especially in the west Nile region. Most of these water sources have since dried up. To protect the aquifers and harness them sustainably, there is need to carry out a detailed mapping of the water sources with a view to applying appropriate technologies in the different areas that provide the much-needed water in a more sustainable manner. ❖ Limited sources and facilities for water for production (watering animals and crops). ❖ Poor waste management is commonly reported in all districts.	❖ Supporting construction of piped water schemes (piped schemes seem to be more preferable due to declining functionality and water table); ❖ Supporting drilling of boreholes/motorized where water table is high; ❖ Supporting establishment of gravity flow schemes where applicable; ❖ Supporting construction of valley tanks, and dams, especially for animals and crop production; ❖ Development of waste management and treatment systems for town Councils and institutions like hospitals and schools; ❖ Construction/ establishment of waste sludge processing system (Lagoons) and provision of emptier for Town councils and large institutions, like hospitals.

Environment and energy sources	
❖ Degraded ecosystems (eroded hills, encroachment on wetlands, deforestation, etc.). ❖ Absence of sustainable energy sources for cooking and lighting in institutions like schools, hospitals and households. The most common source is firewood which is not sustainable.	❖ Supporting establishment of tree nurseries to support re-forestation and afforestation. ❖ Supporting development and provision of energy saving sources e.g., energy -saving stoves to institutions (schools, hospitals, etc.) and households; Supply of briquettes at subsidized prices; promotion of use of bio-gas from waste. ❖ Supporting promotion of establishment of woodlots at household level and in settlements to provide source of firewood for cooking. ❖ Supporting use of solar system and provision of solar panels in schools and health facilities. ❖ Supporting skills provision to communities in soil/water conservation practices
Roads infrastructure	
❖ Heavy vehicles to settlements have destroyed road infrastructure (culvert, bridges, and roads) outside of settlements. The tendency is to work on roads in the settlements, leaving those outside the settlements where these heavy vehicles pass unattended. ❖ Some critical access roads in all the districts require rehabilitation and/or maintenance. ❖ Need for maintenance of urban/ town council roads in many districts. ❖ Many districts have broken bridges and/or some road spots requiring culverts.	❖ Supporting construction of critical bridges connecting sub-counties and in some areas provision of culverts. ❖ Supporting rehabilitation and maintenance of some selected critical district access roads currently in bad shape- Each district has specific priority roads that need to be rehabilitated/ maintained. ❖ Supporting maintenance and in some areas upgrade of some the critical urban roads. ❖ Upgrading of some critical roads to bitumen standard like Koboko-Moyo-Adjumani-Atiak road.

The stocktake successfully initiated the development of district profiles that provide a snapshot of the current situation, including the needs of the entire population, who is doing what, where, gaps and priority areas for intervention per sector. In addition, government-led, multi-stakeholder workshops were facilitated involving both humanitarian and development actors in joint analysis and planning.

Further local government-led prioritisation processes are needed to provide a short and prioritised list of interventions which may serve as a 'menu of response options' allowing agencies to see where they fit in over different timeframes and utilise their comparative advantages to support a comprehensive development and humanitarian plan. With further elaboration and prioritisation, the district profiles could provide the basis for the development of sectoral and district multi-stakeholder plans within district sectoral and technical planning committees.

2.3. Coordination and planning processes

During the stocktake, the opinions of stakeholders on coordination and planning processes at national and district levels were solicited, including views on how they could be strengthened in order to promote an integrated humanitarian-development approach in refugee hosting districts. The consultations provided an opportunity to review the extent to which stakeholders are aligning with ReHoPE principles, many of which relate to coordination and joint planning. The findings from these consultations are presented in this section.

2.3.1. Local government coordination and planning processes

Local government coordination mechanisms exist at both technical and political levels. The key technical coordination mechanisms are the sectoral coordination committees and District Technical Planning Committees (DTPC). The DTPC under the chair of the CAO meets on a quarterly basis to discuss sector plans and budgets, review implementation, and consolidate priority sector plans into district plans. The District Executive Committee is the key district political coordination mechanism.

The NGO Act 2016 requires District and Sub-County NGO Monitoring Committees to be established in order to coordinate, monitor and provide information regarding activities and performance of NGOs in the districts and sub-counties respectively. However, this is still a new piece of legislation and its regulations are yet to be gazetted to operationalize it. There are also separate refugee response coordination structures, including sectoral working groups at regional and settlement levels co-led by OPM Department of Refugees and UNHCR.[7]

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[7] https://ugandarefugees.org/wp-content/uploads/Uganda-Refugee-Response-Coordination-Structure-25-April-2017.pdf

Although there are efforts by the district sectoral heads to promote closer collaboration of all sector players through convening of sectoral meetings, there is very limited participation of partners (both those working in settlements and host communities) in such meetings despite being invited, and the NGO Act requiring partners to work closely with Local Government.

In the majority of districts, partners, especially those operating within the settlement areas, do not share information on their planned activities, budgets, areas of operation with the districts to enable them to plan and supervise their activities. In general, it would seem that implementing partners, whether working in host communities or in settlements, are able to receive funding and operate without engaging with local government and without any consequences.

At a project level implementing organisations appear to adopt an approach that encourages community participation and empowerment. However, this is lacking at a strategic level due to the weak coordination structures and capacities. There is very limited direct involvement of refugee representatives in district planning processes nor is there systematic involvement of host community representatives in refugee coordination and planning structures.

There is limited involvement of local governments in the refugee issues within the settlements in all districts. The activities of humanitarian actors in the refugee settlements are not integrated within the district processes of planning, budgeting, monitoring and reporting. This has created a divide between settlement areas and the rest of the districts. Refugee management and protection is a centralized government function. OPM is mandated to coordinate the activities of the partners within the settlements, and the Local Governments are rarely involved.

Another challenge raised by many districts, especially in West Nile is that they are not aware of the criteria being used by the partners to allocate resources to the districts. In some districts like Moyo, where the refugee population represents 55 percent of the total population (180,000 refugees as opposed to 145,000 nationals), the needs for services have more than doubled, yet allocations by both Government and partners (i.e UNHCR) have remained the same as before the influx.

There is generally a challenge of inadequate capacity in local governments in planning and budgeting process, local development management, coordination of development stakeholders, equipment and logistics, skills and staffing of key service sectors such as health and education, to be able to deliver improved services.

Coordination challenges are widely known both at district and national levels. Key findings from the stocktake are the views of stakeholders on how district coordination and planning process might be strengthened. These are summarized in Box 2.

Box 2 Opinions on strengthening coordination & planning (Source: interviews and district workshops)

- There is a need for one, comprehensive district plan that integrates district development plans and district refugee response plans, ensuring coherence between them. Activities to support the resilience and self-reliance of refugees and host communities should be integrated into these comprehensive district plans.
- Local Governments and the OPM Department of Refugees both have vital, complementary roles to play and need to work together more closely.
- Local Government sector working groups should promote closer collaboration of all sector actors (humanitarian and development) by sharing information and experiences, coordinating joint situational analysis and needs assessment, identifying priority interventions, agreeing on implementing partners, developing comprehensive sector plans and ensuring accountability and review of programs.
- The active participation of the full range of development and humanitarian actors in local government coordination mechanisms, including sectoral working groups, is vital.
- There is a need for a common district platform that brings together development and humanitarian actors, including representatives of host and refugee communities, to integrate their planning. The District Technical Planning Committees, chaired by CAOs, are widely seen as the appropriate platform for developing comprehensive district plans, informed by multi-stakeholder sectoral plans.
- The sharing of written information, e.g. plans, MoUs etc. between Local Governments and OPM Department of Refugees and between settlement partners and Local Governments, is a critical, short-term step towards improved coordination and planning.
- District political leaders, through the District Councils, have a vital oversight role to play in ensuring coordination, and joint planning is occurring and in approving comprehensive district plans.
- In order for the districts to strengthen and sustain the functioning of their coordination mechanisms, there is need for reliable sources of support. These resources should be determined during the work planning and budgeting of sectors.
- There is a need to promote the functioning of District and Sub-County NGO Monitoring Committees in order to ensure better participation of partners in district coordination mechanisms.
- Donors have a critical role to play in checking that the plans of implementing partners have been developed with and approved by Local Governments, as well as OPM Refugees where the support relates to refugees.

The joint responsibilities and complementary roles of Local Governments and the OPM Department of Refugees was a major recurring theme during the consultations. Box 3 outlines proposed responsibilities in promoting the

resilience and self-reliance of both Ugandans and refugees, including ensuring that basic, humanitarian needs are met.

Lead actor	Responsibility
OPM Department of Refugees	Streamlining asylum processes and procedures for grant of refugee status in Uganda.
	Coordination of provision of assistance to meet the immediate needs of refugees which cannot be met through local government services.
	Coordination of contingency planning to scale up national and international assistance for refugee influxes.
	Coordination of provision of security to asylum seekers, refugees, and humanitarian workers.
	Ensuring updated, secure and reliable data on refugees and asylum seekers.
Local Government	Coordination and monitoring of activities of all actors to improve service delivery to both refugees and nationals in the district.
	Coordination of the district planning process and production of overall district development plan, including contingency planning to scale up local government services.

Key informants emphasised that Local Governments, OPM Department of Refugees and their respective partners need to work better together to ensure complementarity between their actions and facilitate transition from short-term humanitarian support to a longer-term development response. Leadership does not necessarily mean that the lead actor is responsible for implementation. For example, where it is possible for the immediate humanitarian needs of refugees to be met by local government services then they can be. Conversely, where humanitarian actors have capacity to help strengthen local government services for both Ugandans and refugees then this can be leveraged.

2.3.2. National level coordination and planning

During the consultations, stakeholders emphasised the importance of ensuring that mechanisms for coordinating activities in refugee-hosting districts are integrated into existing central government structures and processes. Under the Constitution, the Prime Minister is responsible for coordination and implementation of government policies across Ministries, Departments and other public institutions with the main objective of minimizing duplication and maximizing synergies during implementation of mandates across ministries, departments and agencies.

The framework is composed of the following structures:

- The Policy Coordination Committee (PCC) is a Cabinet committee chaired by the Prime Minister and is responsible for policy coordination and

monitoring progress on the implementation of government programs. The Prime Minister also chairs the National Partnership Forum which brings together Government and development partners to share priorities of Government and agree on common actions.

- The Implementation Coordination Steering Committee (ICSC), which consists of Permanent Secretaries and is chaired by Head of Public Service and Secretary to Cabinet, directs implementation activities.
- The multi-sectoral Technical Implementation Coordination Committee (TICC), chaired by the Permanent Secretary OPM, coordinates and monitors program implementation across ministries and sectors.
- Below the above framework are the 16 Sector Working Groups, which are responsible for development sector plans and their implementation within the overall National Development Plan.
- The National Planning Authority is responsible for coordinating and harmonising development planning in the country and support local capacity development for national and decentralised development planning.

For the time being, there is not full clarity or consensus on how the governance arrangements for the CRRF platform will align with the wider national coordination framework.

Key informant views on ReHoPE national coordination in the context of the CRRF

ReHoPE forms a critical component of Pillar Three of the Ugandan CRRF model, with its focus on resilience and self-reliance. There is agreement that CRRF coordination mechanisms be embedded within the Government Coordination framework under the Office of the Prime Minister. The structures include a multi-stakeholder CRRF Steering Group and a CRRF Secretariat.

Some stakeholders called for more clarity regarding the relationship between ReHoPE, the CRRF and the STA. Many people, especially in Government, are calling for one comprehensive, government owned strategic framework (and terminology) that all partners would use and align with.

During the early phases of the stocktake many stakeholders expressed concern at the slow progress in establishing CRRF governance mechanisms and that they were not being adequately consulted. There were strong demands, for a single mechanism through which all stakeholders can engage with each other. Nearly all people spoken to called for fast-tracking the process for developing CRRF governance arrangements and hence the further operationalization of ReHoPE.

Following a CRRF workshop in June 2017 led by OPM Department of Refugees, a multi-stakeholder working group was established specifically to develop the ToRs for the CRRF Steering Group and Secretariat. However, some dissatisfaction continued with the level of consultation with some stakeholders reporting that they had not received drafts nor had a chance to provide input after the June workshop.

The key characteristics of the CRRF Steering Group voiced by key informants in Government, donor and UN agencies and civil society are presented in Box 4.

Functions: strategic decision-making, ensuring coherence and mutual accountability, oversight of the Secretariat

High-level (political): The strategic and accountability functions and the importance of ensuring coherence across government and partners suggest that the Steering Group should have a political dimension to facilitate a harmonized and inclusive strategic discussion on overall prioritization and key policy issues.

Multi-stakeholder: Includes balanced representation by relevant government ministries and departments as well as from all the development and humanitarian partner groups (multilateral and bilateral donors, UN agencies and civil society). A key priority should be to enable the participation of local governments, host communities and refugee representatives.

Integrated with existing structures and processes: A sub-committee of an existing high level government coordination mechanism such as the National Partnership Forum, whose membership could be broadened to include civil society and private sector participants

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Stakeholders recognised the critical role the NPA plays in promoting and supporting comprehensive and integrated plans at district and national levels and yet it has been playing a limited role in guiding the districts in integrating refugee matters in development planning. It also noted that NPA as an institution is constrained by the limited resources and technical capacities.

Recognising that there are existing government entities already performing most of the technical functions required to operationalize CRRF and ReHoPE, many stakeholders argued that the CRRF technical unit should be lightweight and play facilitation, support and capacity building roles, perhaps even being called a Technical Support Team rather than a Secretariat. Many partners have already pledged support to the CRRF platform, and in that regard it will be important to agree on a harmonized approach to capacity building focused on strengthening existing institutions, including through support to line agencies with available capacities and mandates in key areas, rather than developing parallel structures in OPM.

Whilst existing structures will be the starting point for coordinating and supporting ReHoPE implementation, it is also recognised that there are current manpower and technical capacity gaps across government departments and agencies. Hence, technical assistance is required and could be reviewed bi-annually to determine its continued relevance.

Key characteristics of the CRRF Secretariat articulated by stakeholders are listed in Box 5.

- The role of the CRRF Secretariat could be to provide technical assistance and build capacities of ministries, agencies and departments and local governments performing the functions of planning, resource mobilisation and allocation and monitoring and evaluation in the context of CRRF/ReHoPE.
- The CRRF Secretariat could work under the oversight of the PS/OPM who may delegate to a senior officer in OPM to oversee the work of the Secretariat on a day-to-day basis and report to her. The head of the Secretariat should have the authority to convene staff from across relevant government departments and agencies.
- Aligned with an existing government coordination structure such as the Technical Implementation Coordination Committee (TICC).
- The Coordinator should have good knowledge of both humanitarian and development approaches and be committed to supporting a comprehensive and integrated response in refugee hosting districts.
- The CRRF Secretariat could be composed of local and international Technical Advisers (TAs), with the majority being local, who would play a support function to the existing structures, filling gaps in staffing and promoting enhanced skills and procedures. International TAs could be seconded from donor partners. Development Partners could provide financial support to Government to recruit the local TAs who would perform their role on a full-time basis.
- Existing technical structures and capacities should be utilised wherever possible.
- A Technical Working Group (TWG), similar to the joint Sector Working Groups, could be established consisting of staff from existing government structures and meet once per month. The members of the TWG would provide a link between the TST and the respective sectors. The TWG members would be the focal persons with whom TST can work to strengthen capacities of individual sectors, ministries, agencies and departments whenever there is need. Representatives of development partners, UN agencies and civil society could also be invited to participate.

Whilst discussions on CRRF coordination arrangements have been ongoing, development and humanitarian partners improved coordination between themselves, through the UNDAF and UN coordination mechanisms (e.g. UN Country Team and UN Programme Reference Group) and the Local Development Partners Group (LDPG). NGOs are in the process of establishing their own coordination mechanism relating to the CRRF. A CRRF Development Partners Group, involving UN agencies, bilateral and multilateral donors and NGOs has also been established. Furthermore, the UN RCO is leading a process of clarifying and mapping funding commitments by donors in follow up to the Solidarity Summit.

3. Conclusions

The stocktake exercise has collated a lot of information that can be built upon within on-going, government-led monitoring and planning processes. Stocktake and prioritisation processes have been initiated within existing structures. However, there are questions about how sustainable they will be without strong leadership and oversight from national and district levels and increased resources and technical capacities. The exercise has also generated information on the challenges to coordination and joint planning processes and views on how they may be addressed in the future.

The lack of comprehensive and disaggregated data on needs and existing activities and funding mean that further consultation and analysis will be needed to come to definitive conclusions on strategic questions such as the priority interventions in each district, priority geographical areas for scaling up ReHoPE related actions and how much funding is required. In particular, harmonized input from stakeholders will be critical in order to compare data across sectors, districts and years.

Despite these limitations, it is indeed possible to draw some conclusions on the progress which is being made in scaling up ReHoPE related activities and promoting a coherent, comprehensive approach to the needs of refugees and Ugandans in refugee hosting districts.

The ReHoPE strategy and stocktake consultations suggest that progress should be happening in relation to the outcomes listed in Box 6 in order to improve the resilience and self-reliance of both Ugandans and refugees.

Box 6 Key outcomes required for improving resilience and self-reliance

- Increased coordination between local government and OPM Department of Refugees in the planning and provision of services and programs for Ugandans and refugees.
- Increased coordination and alignment by partners with government led processes and plans.
- Strengthened coordination, planning and implementation capacity of local and national government and other local actors, including civil society organizations.
- Development of district wide, government led, multi-stakeholder plans for resilience and self-reliance, aligned with District Development Plans, informed by evidence.
- At national level, increased coordination between government institutions and partners in the mobilization and provision of financial and technical assistance, the monitoring of progress and impact and the sharing of learning.
- Scale up of multi-year funding, services and programs for resilience and self-reliance of both Ugandans and refugees by both GoU and partners.

3.1. Coordination between government entities

There is recognition of the need for much greater coordination and joint leadership between Local Governments and the OPM Department of Refugees, starting with improved dialogue and sharing of information. Current coordination is insufficient and systems of support for refugees and Ugandans are continuing to operate in parallel. There is a lack of clarity on divisions of responsibility and the best methods of collaboration at district level. Fears about loss of mandate and access to resources are inhibiting improved coordination and joint work. During the stocktake district workshops, Local Government and OPM representatives recognised the need to increase information sharing on activities and plans and to work together more closely.

3.2. Coordination and alignment by partners with local governments

Whilst coordination between the OPM Department of Refugees, UNHCR and humanitarian partners is good, the engagement and alignment of partners with Local Governments is weak in relation to support both for Ugandans and refugees. Partners are typically not sharing information on their funding and activities and there are no harmonised criteria for reporting. There are few incentives for partners to coordinate with Local Governments. Representatives of partner organizations participating in the stocktake district workshops acknowledged the importance of sharing information with Local Governments on their activities and engaging in district coordination mechanisms.

3.3. National level coordination mechanisms

At national level, there are signs of improved coordination between development and humanitarian partners. However, the process of establishing overall government-led, multi-stakeholder CRRF governance structures (high level Steering Group and Secretariat) has been slower than planned. The platform has now been established, and the operating modalities are being worked out. There are strong calls from stakeholders to clarify one, government strategic framework, encompassing the CRRF, STA and ReHoPE, with which all actors could align.

3.4. Capacity of local government

Local government capacity to coordinate, plan, implement and monitor services for refugees and host communities remains inadequate. Numerous partners are implementing projects to strengthen capacity in the refugee hosting districts. However, there is still little coordination of these efforts resulting in the risk of duplication, gaps and high transaction costs for both partners and local governments.

3.5. Comprehensive district plans for resilience and self-reliance

The inadequate coordination processes mean that there has not yet been any progress in developing joint district plans. The stocktake workshops did result in an increased recognition of the need for such plans informed by joint stocktake

and prioritization processes, but such efforts need to be anchored in existing planning processes.

3.6. Scale up of multi-year funding, services and projects

The Government of Uganda is making a major contribution to the protection and management of refugees. The approval of the DRDIP IDA credit and programme is a significant step in increasing support to local governments to enhance services for host communities in response to the refugee influx. It is expected that further additional resource allocations to refugee hosting districts will become available in support of local government capacities and services in recognition of the needs and impacts of refugees.

Donors are also providing vital resources for humanitarian assistance for refugees, as well as increasing their funding for resilience and self-reliance of both host communities and refugees. However, as evidenced by the pledges at the Solidarity Summit, the emphasis is still on the former and the availability of multi-year funding is limited. UN agencies have shown significant commitment and ambition in scaling up projects in support of both communities but are constrained by resource limitations.

3.7. Emerging priorities

The stocktake has generated a lot of valuable information that can be built upon but gaps in the quantity and quality of data mean that the analysis only provides a general overview of indicative priorities. The environment, energy, water, sanitation and roads are emerging priority sectors. Current funding for environmental protection appears to be particularly low in comparison to the needs articulated by key informants. Also, there is a need to scale up investment in capacity development for coordination, planning and implementation.

3.8. Summary

There is major ambition amongst the Government, donors, UN agencies and NGOs to scale up support for both refugees and Ugandans to enable them to increase their resilience and self-reliance. This is being manifested, to some extent, in increased funding, programming and support to strengthen local government capacities.

However, interventions are often fragmented, short-term and the comparative advantages of different actors are not being adequately leveraged. Most projects have their own implementation structures rather than aiming to strengthen local government services and capacities. Actors appear to be spreading themselves too thinly geographically and sectorally. A consequence of enhanced government led prioritisation and coordination might be the improved division of labour between partners and individual agencies focusing their efforts on a smaller number of districts and/or sectors.

Efforts are hindered by a lack of clarity on how district level coordination and planning should be happening, the delays in establishing government-led national

coordination mechanisms and the availability of resources lagging way behind needs and ambitions. Incentive and accountability mechanisms to ensure timely, efficient and effective actions are very weak for all actors. The lack of joint fora and programme frameworks at district and national levels are fundamental constraints to a scaled up, coherent and comprehensive response.

The stocktake exercise reinforces the rationale and need for ReHoPE. The activities of different stakeholders are not well coordinated and data on funding is insufficient leading to high risk of gaps, duplications, missed opportunities to leverage comparative advantages, and inefficiencies as actors overstretch their capacities to try to fill gaps beyond their areas of core expertise.

4. Recommendations

This section has recommendations for actions to be taken to further operationalize ReHoPE in the context of the CRRF and STA.

4.1. The Government of Uganda could communicate one, government led strategic framework with which all actors would align

There is a need for high level political clarification on the one government led strategic framework for a comprehensive refugee response in Uganda, integrating the STA, CRRF and ReHoPE. It is proposed that the Government further communicates that the CRRF is the overarching, government led framework (encompassing the five pillars[8]) for protecting the rights of both refugees and Ugandans in refugee hosting districts. The Government could also recognize the ReHoPE strategic framework as an integral, government owned and led component of the CRRF focused on supporting the resilience and self-reliance of Ugandans and refugees and thereby operationalizing the STA.

4.2. The CRRF Steering Group could develop a political dimension as soon as possible

Given that ReHoPE is an integral component of the CRRF it is vital to ensure that the CRRF governance mechanisms are appropriate for the operationalization of ReHoPE. The CRRF Steering Group is necessary in order to provide strategic decision-making and ensure mutual accountability. The Government may, therefore, wish to consider ways of ensuring that the Steering Group has the political authority to convene stakeholders from across government and partners and promote a coordinated and integrated response. A key consideration is how to enable the participation of local governments, host communities and refugee representatives.

4.3. OPM could provide a high-level steer on how district level, joint coordination and planning can be improved

A high-level steer on joint, district level coordination and planning processes, involving local government, OPM Department of Refugees, MDAs and the range of development and humanitarian partners working in each district is urgently required. The steer could benefit from input by the NPA and could provide clarity on how coordinated planning and reporting should be taking place, the benefits that will ensue and the consequences if it does not. It could also include a table outlining the divisions of responsibility between Local Government and OPM Department of Refugees building upon the table presented in the findings of this report. The steer might request District Councils and CAOs to oversee the strengthening of local government sectoral coordination mechanisms, District Technical Planning Committees and NGO Monitoring Committees and require the

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[8] I. Admission and Rights, II. Emergency Response and Ongoing Needs, III. Resilience and Self-reliance, IV. Expanded Solution and V. Voluntary Repatriation

OPM Department of Refugees to play a strong role in ensuring that refugee response plans are aligned with broader district development plans.

4.4. The CRRF Steering Group could identify the lead entity for an on-going stocktake process

The CRRF will require an integrated information system, including data on the humanitarian and development funding flows and activities of the range of implementing stakeholders. The CRRF Steering Group could identify the lead for this information system and the roles of different actors within this system, including OPM Department of Refugees, MoFPED and NPA. The ReHoPE team could then hand over the stocktake database and provide methodological recommendations on how to move forward, based upon lessons learnt from the current exercise. In the meantime, NPA could request districts to continue the stocktake and prioritization process initiated by the ReHoPE Support Team in order to inform mid-term reviews of DDPs. During future stocktake exercises it will be important to clearly specify the timeframe for which information is required and encourage the provision of data disaggregated by year, sector and district.

4.5. NPA could provide harmonized guidance to local governments to coordinate the planning process and oversee the strengthening of capacity

The local government capacity to coordinate, plan, implement and monitor services for refugees and host communities is currently insufficient. The NPA could oversee the strengthening of this capacity in the refugee hosting districts and propose innovations as may be required for its improvement.

4.6. District Chairs and CAOs could oversee on-going ReHoPE stocktake and prioritization processes leading to comprehensive district plans for resilience and self-reliance and inform sector prioritization outside their mandate

It is recognised that local government planning and implementation capacity is generally weak in all districts in Uganda and it will take time and resources to address the challenges. The long-term goal of ReHoPE is to integrate actions to support the resilience and self-reliance of refugees and host communities into District Development Plans (DDPs) and Sector Development Plans (SDPs) based on identified needs. However, there is also commitment amongst stakeholders to scale up such actions in the short-term. Hence an incremental approach involving short-term steps needs to be identified, e.g. building on the initial multi-stakeholder stocktake and prioritization workshops to identify district priorities for scale up starting in 2018. There is a need to recognise that short-term priorities and interventions will be based upon sub-optimal information, analysis and planning. Where possible, interventions should be prioritised that have already been identified in DDPs or the NDPII. Where new priorities are identified, the programmes should be coherent with, and an addendum to, DDPs or SDPs.

4.7. NPA could coordinate the development of a national, joint ReHoPE programme framework and common results framework

The upcoming mid-term review of DDPs and the NDP II provides an opportunity to revisit district and national planning in light of the recent refugee influx. District priorities and plans could be collated into a national ReHoPE programme framework 2018-2020, which would also include the actions of central government and other stakeholders in supporting the districts. There will be a need to ensure integration and coherence between the ReHoPE Programme Framework and the humanitarian Refugee Response Plans, which also contain actions to promote resilience and self-reliance.

4.8. External donors could inform MoFPED of their funding commitments and criteria for the next 3 years in support of the CRRF, including the specific commitments relating to ReHoPE

Clarity of donor funding commitments could help incentivize district and national level planning processes. Building on on-going efforts to clarify commitments made during the Solidarity Summit, donors could share additional information with the MoFPED on their commitments for the 2018-2020 period – including those who did not make commitments at the Summit. Donors could provide additional incentives for joint planning by requiring implementing organisations to demonstrate how they are engaging and aligning with government led priorities and plans. This could be coordinated by the MoFPED as part of the implementation of the existing Aid Management Platform.

4.9. The forthcoming National Partnership Forum could provide an immediate opportunity to reach agreement on key decisions

The annual National Partnership Forum chaired by the Prime Minister and attended by Ministers and Heads of Mission, is a critical opportunity to endorse and communicate key deliverables including the overall government led Ugandan Comprehensive Refugee Response Framework; the CRRF High Level Steering Group; the high-level steer on district coordination and planning; and the ReHoPE national joint programme framework.