



ROAD MAP FOR THE IMPLEMENTATION OF
THE COMPREHENSIVE REFUGEE RESPONSE FRAMEWORK IN UGANDA
2018-2020

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LIST OF ACRONYMS

CRRF	-	Comprehensive Refugees Response Framework
DfID	-	Department for International Development
DLG	-	District Local Government
DPG	-	Development Partners Group
DRC	-	Democratic Republic of Congo
DRDIP	-	Development Response to Displacement Impact
ECW	-	Education Cannot Wait
JLOS	-	Justice Law and Order Sector
LDPG	-	Local Development Partners Group
LG	-	Local Government
LGDP	-	Local Government Development Plan
MDAs	-	Ministries, Departments and Agencies
NFI	-	Non-food items
RWL	-	Refugee Welfare Leaders
SDG	-	Sustainable Development Goals
PS	-	Permanent Secretary
TOR	-	Terms of Reference
UN	-	United Nations
UNDAP	-	United Nations Development Assistance Plan
UNHCR	-	United Nations High Commissioner for Refugees
UNRC	-	UN Resident Coordinator
WASH	-	Water, Sanitation and Hygiene

1. BACKGROUND

Uganda, a country with a population of approximately 42 million, has a long history of hosting refugees and asylum seekers. On average, Uganda has hosted over 160,000 refugees per year since 1959, a number which fluctuates proportionally to security conditions in neighbouring countries.

Most recently, throughout 2016 and 2017, Uganda faced three parallel emergencies from South Sudan, the Democratic Republic of the Congo (DRC), and Burundi. By December 2016, the total number of refugees amounted to 982,716 persons, with a ratio of 24 refugees per 1,000 inhabitants. By the end of May 2017, in Uganda there were 30 refugees per 1,000 inhabitants. As of 1st October 2017, Uganda hosts more than 1,380,000 million refugees¹. With 1,034,106 refugees from South Sudan, 236,572 from DRC, 39,041 from Burundi, 35,373 from Somalia and others from elsewhere, Uganda is Africa's largest refugee hosting country and one of the five largest refugee hosting countries in the world. Indeed, Uganda is ranked among the seven least developed countries after Cameroon, Chad, the DRC, Ethiopia, Kenya and Sudan, who collectively host 4.9 million refugees, or 28 per cent of the global total.

Despite daily arrivals of refugees from South Sudan for more than a year, Uganda has kept its borders open and maintained its settlement approach, with host communities and District Local Governments at the frontline of the country's refugee response. With continued refugee influxes, Uganda is likely to host 1.8 million refugees by the end of 2018, mainly from South Sudan (1.38 million), the DRC (296,000), Burundi (55,000), and other nationalities. Among them are 375,000 new refugees estimated to flee from South Sudan (300,000), the Democratic Republic of the Congo (60,000) and Burundi (15,000) in 2018.

These trends have created a perpetual cycle of emergency response to urgent needs as well as a growing protracted refugee population, particularly in North West and South West Uganda. Durable solutions including voluntary repatriation will remain out of reach for the vast majority of refugees living in Uganda, leaving refugee-hosting districts with significantly increased populations for the foreseeable future.

Notwithstanding Uganda's progressive refugee policy and the contribution of refugees to the local economy, refugee-impacted areas remain at risk. The underlying poverty and vulnerability of refugees, their limited resilience to shocks, and insufficient viable economic opportunities contribute to higher overall poverty levels in refugee-hosting areas, which are often remote and less developed.

Refugee-hosting districts are now recognized under the vulnerability criteria of Uganda's National Development Plan 2015/16-2019/20 (NDP II), making them a priority for

¹ According to statistics received from Office of the Prime Minister.

development interventions and providing an opportunity to engage various actors to comprehensively respond to the humanitarian and development needs of refugee-hosting districts and the entirety of their population - both refugees and host communities. Particular focus must remain on the dual dimension on the peacebuilding: conflict prevention, resolution and mitigation of social conflict arising between hosts and newcomers over scarce resources and those related with conflicts at the origin of displacement.

1.1. Rationale for the Comprehensive Refugee Response in Uganda

While efforts already underway in Uganda inspired the New York Declaration on Refugees and Migrants (hereinafter: New York Declaration) and its Comprehensive Refugee Response Framework (CRRF), there is an urgent need for enhanced regional and international support to sustain Uganda's progressive response. Thus, in the spirit of responsibility sharing encapsulated in the New York Declaration and in full recognition of Uganda's international commitments to the protection of refugees, and in the face of an unprecedented mass influx into Uganda, in September 2016, Uganda declared its willingness to roll-out the CRRF, building upon and further strengthening existing efforts.

Recognizing that Uganda cannot handle the present massive refugee crisis alone, [the Kampala Declaration](#) maintains the progressive policies and safeguards the asylum space by calling for urgent support and a more equitable responsibility sharing between Uganda and the international community. In addition, in March 2017 at the Inter-Governmental Authority on Development (IGAD) Special Summit, the President of Uganda committed the Government to the Nairobi Declaration and delivering its accompanying Plan of Action. Although primarily focused on the plight of Somali refugees in the region and the need to find durable solutions, the Nairobi Declaration also represents the regional application of the CRRF, and includes IGAD Member States' pledges at the Leaders' Summit². Hence, it addresses the needs of both Somali and other refugees in the region. One of the requirements made by the Heads of State and Government in Nairobi in March was to develop national plans of action to deliver the Nairobi commitments. In order to align processes, this road map fulfils this requirement.

This roadmap is also aligned with the Djibouti Declaration on Refugee Education in IGAD Member States and its action plan, which was adopted by Ministers in charge of Education in Djibouti on 14 December 2017. At the global level, the global compact on refugees—which is currently under development and which will be adopted before the end of 2018—will aim also to enhance responsibility sharing for refugee protection by building a more predictable base of support for refugees and the countries and communities that host them around the world.

² The Leaders' summit on Refugees, co-hosted by the US, the UN Secretary General, Ethiopia, Canada, Mexico, Germany, Sweden and Jordan, took place on 20 September 2016, following the UN Summit on Refugees and Migrants on 19 September 2016.

From the outset, this roadmap recognizes that the best way to solve the challenges of hosting refugees is to prevent conflict and the root causes of forced displacement. Above all, Uganda's diplomatic engagement in peace and security efforts in the region, including in the South Sudan conflict of playing an intermediary role in support of IGAD's efforts to bring an end to the crisis, as well as its engagement in Somalia are recognized as critical acts of diplomatic leadership by example.

In addition, Uganda will continue to be called upon to host refugees now and, in the future, and is leading the way to live up to its responsibilities enshrined in the Convention Relating to the Status of Refugees and other legal instruments.

Moving towards a comprehensive refugee response model that includes a coordinated, whole of government approach, in the middle of an emergency response, offers a critical opportunity to simultaneously design predictable and sustainable responses, built on real time lessons learned, which address both the needs and rights of refugees and host communities alike. Indeed, in this context, hosting refugees may catalyse longer term development and resilience strategies for local Ugandan communities.

The global objectives of the CRRF are to: (i) ease pressure upon host countries; (ii) enhance refugee self-reliance; (iii) expand access to third-country solutions; and (iv) support conditions in countries of origin to support return in safety and dignity.

CRRF's objectives in Uganda

- ✓ Support Government policy and protect asylum space
- ✓ Support resilience and self-reliance of refugees and host communities
- ✓ Expand solutions, including third country options
- ✓ Support Uganda's role in the region and invest in human capital and transferrable skills

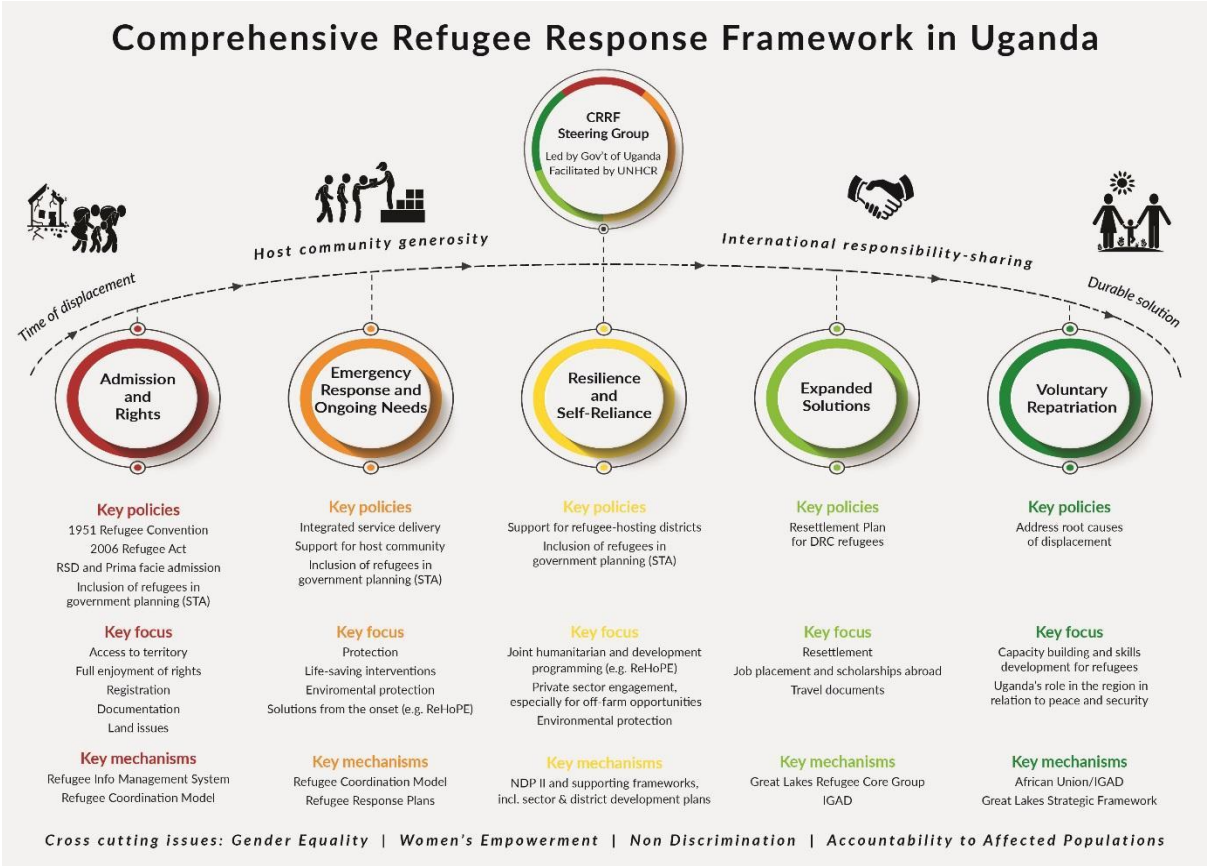
This document, endorsed on 31 January 2018, sets out the vision of the CRRF in Uganda and provides strategic guidance on its implementation. The Road Map articulates the CRRF pillars of engagement, identifies stakeholders and principles of partnership, CRRF coordination structures, outlines the practical application of the CRRF, and identifies short- and longer-term priority interventions.

1.2. CRRF Pillars of Engagement in Uganda

At the Leaders' Summit in September 2016, Uganda pledged 1) to continue its settlement approach, 2) to provide access to education and formal employment to some 120,000 newly arrived refugees in 2016, and 3) to sustain and work on the Refugee and Host Population Empowerment (ReHoPE) framework.

Thus, the CRRF in Uganda encompasses five mutually reinforcing pillars and covers support provided to refugees, host communities, the government and the countries of origin, as outlined by the global CRRF objectives: (1) Admission and Rights, (2) Emergency Response and Ongoing Needs, (3) Resilience and Self-reliance, (4) Expanded Solution and (5) Voluntary Repatriation. The five pillars of engagement are meant to ensure protection throughout the cycle of displacement.

Table 1: Five Pillars of Engagement



1.3. Alignment with National and International Frameworks

Leaving no-one behind in line with the **2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)**, and in recognition of Uganda’s firm commitment to peace and security in the region and the protracted nature of displacement, the Government of Uganda took a bold decision to include refugee management and protection within its own domestic planning framework. The **NDP II 2015/16 -2019/20** integrates refugees into national development planning through a Government strategy called the **Settlement Transformation Agenda (STA)**. The Kampala Declaration reaffirms Uganda’s continued commitment to protection and solutions, and to promote refugee self-reliance and their inclusion in the country's development planning through a comprehensive approach.

It is widely recognized that the presence of refugees can have a dramatic impact on host communities and development plans. Indeed, in light of the current influx, social service

delivery in the refugee-hosting districts is overstretched, requiring support for enhancement to meet the needs of both the refugees and their hosts. It is also well recognized that refugees encounter additional shocks of violence, food insecurity, disease outbreaks before and after displacement.

The ultimate goal of the CRRF is therefore to enhance the capacities, funds and skills of the government, especially in refugee-hosting districts, including different authorities concerned at national and district levels to address these challenges. This will enable the government to respond and integrate the new arrivals for the benefit of both refugee and host communities. To this end, the application of the CRRF is aligned with local, national and international development plans.

In the spirit of responsibility sharing, diplomatic, humanitarian and development partners aim to strengthen the resilience and self-reliance of refugee and host populations to ensure the sustainability of Uganda's settlement approach and to safeguard Uganda's progress in key sectors, while mitigating the potentially negative impact of a significantly increased population in some of Uganda's poorest regions.

Indeed, efforts to support the national and international development plans which integrate refugees are underway in Uganda, and increasingly. Indeed, the international community, bilateral and multilateral partners continue to support the Government of Uganda as a refugee hosting country, providing resources in view of the increased needs and pressures on social services. A significant number of programmes now benefit refugees and the host communities, and support continues in furtherance of the inclusion of refugees into the national and international development plans.

One example is ReHoPE. The strategy, adopted by the Government of Uganda in June 2017, is a joint multi-year strategy for self-reliance and resilience programming for refugee and host communities, with a focus on sustainable livelihoods and integration of social services. The ReHoPE stocktake report³ captures significant bilateral and multi-lateral investments, as well as others, to support Uganda as a host country in furtherance of the commitments made in Annex 1 of the New York Declaration.

Additional opportunities include:

Uganda approved a soft loan of USD 50 million from the World Bank (WB) for the implementation of the Development Response to Displacement Impact (DRDIP), a 5-year effort to invest in refugee hosting districts to support the STA and ReHoPE.

Education Cannot Wait (ECW) presents Uganda with another funding opportunity which will avail additional multi-year funding and enable timely and sustained response to education

³ Refugee and Host Population Empowerment Stocktake Report, November 2017.

needs of both communities during the emergency phase and long term developmental needs in these host districts.

Under the IDA-18 Sub-window for refugees and host communities, Uganda is eligible to receive additional financing to support to refugee-hosting districts and provide longer-term solutions. Support under the sub-window aims to mitigate the shocks caused by the influx of refugees, create social and economic opportunities for refugees and hosts, facilitate sustainable solutions to refugee situations, and strengthen preparedness for potential new refugee flows. Possible type of support could include basic social services, human capital and area based development.

This CRRF Road Map intends to support the stabilization of the current emergency response while designing and coordinating predictable and sustainable responses to address the needs and rights of both refugees and host communities alike, using resilience strategies anchored in longer term development strategies.

2. STAKEHOLDERS AND PARTNERSHIPS

In line with the ‘whole of society’ approach, outlined in the New York Declaration, the roll-out of the CRRF is Government-led, spearheaded by the Office of the Prime Minister (OPM), facilitated by UNHCR, and guided by the participation of a wide range of stakeholders. The Government will catalyze a ‘whole of government’ comprehensive response to refugees engaging relevant stakeholders including the United Nations, development and humanitarian partners, international financial institutions, international and national Non-Governmental Organizations (NGOs), academia, the private sector, refugees and host communities, and other members of civil society.

One objective of a comprehensive response is to broaden the range of actors engaged in the refugee response, both within the government and among other stakeholders concerned. The common aim, as set out in the 2030 Agenda and the SDGs, is not just to meet needs, but to reduce risk, vulnerability and overall levels of need through enhanced cooperation including between humanitarian and development actors. The road map therefore recognizes that there is no other option for humanitarian and development stakeholders but working more closely together if the objectives of the SDGs and to leave no one behind were to be met. At the same time, actors, in line with their joint Grand Bargain responsibilities, commit to work together more efficiently, transparently and harmoniously with new and existing partners, to support and strengthen the capacity of local and national responders on the frontline, including through the recruitment of local staff to the extent possible (i.e. localization agenda), improve the use of cash and increase flexible funding, and ensure effective participation of refugees and host communities in decisions which affect them.

The below outline reflects the current constituency of actors, and may be subject to change as the application of the CRRF in Uganda evolves further.

1.4. Government

The Government of Uganda leads the **CRRF Steering Group**, co-chaired by the Office of the Prime Minister and the Ministry of Local Government. Representation from the national authorities on the Steering Group include relevant line Government Ministries, Departments and Agencies especially for Finance, Planning and Economic Development; Water and Environment; Education and Sports; Health; Gender, Labour and Social Development; Foreign Affairs; Internal Affairs; Lands, Housing and Urban Development; Works and Transport Services; Uganda Bureau of Statistics and National Planning Authority, all of whom will increasingly take stronger leadership roles in the preparedness and emergency response to more influx and integrating other hazards that may affect both hosts and refugees as well as facilitating the integration of social services in refugee hosting districts through the District Local Governments. The Steering Group membership shall be incrementally increased to involve all actors. This will allow the Steering Group to draw on the expertise of existing structures and coordination mechanisms when exercising its decision-making role, and to ensure that information flows to and from the CRRF Steering Group to the refugee hosting districts, Government Ministries, Departments and Agencies, donors, humanitarian/development agencies and national and international responders.

The CRRF Steering Group will be supported by the **CRRF Secretariat**, which – under the leadership of the Government of Uganda – steers the implementation of the CRRF. The Secretariat will pursue coherence among various components of the CRRF and engage with structures that are already in place, including nationally-led frameworks such as the STA and ReHoPE as well as the emergency response for refugees co-led by OPM Department of Refugees and UNHCR, to ensure a more robust comprehensive response in the refugee-hosting districts.

Indeed, OPM Department of Refugees will continue to lead and coordinate the refugee interventions with all national and external partners, including the implementation of key elements of the CRRF with and through the CRRF governance structures. The Government is responsible for the overall security and management of refugee settlements, including land management, and to ensure that transparency and accountability is further strengthened, including through improved validation and sharing of refugee data and statistics.

The CRRF governance mechanisms will promote coordination between, and help strengthen, existing government and partner institutions as a whole of government response to refugees. They should not replace or substitute for these existing institutions. The main national level institutions involved in supporting local government development planning are:

- **The National Planning Authority** that is responsible for overall guidance, technical support and mentoring Local Governments (LGs) throughout the Local government development planning cycle; offering capacity building to LG players; as well as supporting LGs during plan implementation. The NPA mentors sector ministries, departments and agencies (MDAs). All the planning and budgeting of these entities are linked. A sizeable portion of financing of the District Development Plan is budgeted and channelled through the Sector Development Plans (SDPs).
- **Ministry of Finance, Planning and Economic Development (MoFPED)** that is responsible for providing financial resources, technical guidance and mentoring on budgeting required to effectively execute the Second Local Government Development Program (LGDP II) and SDPs. Budget call circulars, issued by MoFPED, guide annual planning at both the central and Local Government level.
- **Ministry of Local Government (MoLG)** is responsible for the guidance, coordination inspection, monitoring and coordination of Local Governments to ensure compliance with the provision of the Local Governments Act and other law to effectively execute LGDP processes. It is an additional entry-point for external partners.
- **Uganda Bureau of Statistics (UBOS)** that is responsible for providing reliable data for planning, technical advice and capacity building in data collection and management.
- **Sector Ministries, Departments and Agencies (MDAs)** that are responsible for receiving and integrating district sector priorities in their sector plans; offer technical advice, guidance and mentoring services required to effectively execute LGDPs; and support LGs in mobilizing finances for implementation of LGDPs.
- **District local governments (DLGs)** have a leadership role in terms of increasingly integrating refugees in district development plans and budget framework papers. They spearhead the integration of refugee services at the district level with guidance from, NPA, OPM and relevant line Ministries. They provide overall coordination of the implementation of the CRRF at the district level. The District Administration will form an integral part of the coordination to ensure the successful implementation of the CRRF, including planned and funded projects.

1.5. The United Nations

The New York Declaration calls upon UNHCR to develop and initiate the application of the CRRF in roll-out countries, in close coordination with relevant States, other UN agencies and stakeholders. UNHCR has supported the Government in developing the Framework in Uganda and will continue to work closely with the Government in the practical application of the CRRF, alongside other partners.

UN agencies respond to the development challenge of refugee situations and recognize their collective responsibility in leaving no one behind in line with the SDGs. The UN Country Team in Uganda is expected to introduce, expand and/or accelerate its existing programs and initiatives in refugee-hosting regions and districts in order to meet the socio-economic needs of the refugee and host populations. Specifically, the UN Resident Coordinator (UNRC) will continue to coordinate resident and non-resident UN agencies in Uganda under the development responsibilities and ensure the UN's development operations are aligned to the government's refugee response and the national priorities. The UN's role in closing the humanitarian-development divide, including within its own structures, through program integration and strengthening existing government and non-government social structures and institutions, is increasingly important.

1.6. Bilateral Partners and International Financial Institutions

Bilateral donors and bilateral development agencies are actively supporting the implementation of the Comprehensive Refugee Response in Uganda, both through humanitarian and development channels that serve complementary purposes. There is major ambition amongst partners to scale up support for both refugees and host communities 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; with further increase in support being contingent to ongoing improvements in transparency and accountability.

International Financial Institutions, in particular the World Bank, have been substantially involved in the refugee response in Uganda and support to host community through various initiatives, research, assessments and partnerships.

Looking ahead, the international community is asked to continue fulfilling its responsibility sharing commitments contained in the New York Declaration, including increased funding to refugee situations and host communities in a predictable and flexible manner, full alignment with local and national development priorities and with the involvement of relevant government offices. Full transparency about ongoing engagements will ensure efficient coordination and resource allocation.

1.7. National and International NGOs

National and International NGOs are key stakeholders and have been actively engaged in the refugee response in Uganda. Collectively, they provide critical support to the CRRF implementation. Numerous NGOs carry forward humanitarian and longer-term development mandates providing essential support to national and local capacities, giving the CRRF a practical, national outlook. The Steering Group includes a representative from the International NGOs as well as a representative from the National NGOs, both of which have distinct, yet complementary coordination mechanisms.

1.8. Refugees

Refugees are a critical stakeholder in all decisions which will directly affect them. Each settlement benefits from refugee welfare leaders (RWCs). To facilitate meaningful participation in decisions affecting them from the national level, a refugee welfare forum is under creation, which will reflect the diversity in the current demographics of refugees in Uganda. This forum will select two individuals (one man and one woman), based on the call of the required intervention at the Steering Group, to ensure that the refugee representatives are informed by the collective, yet diverse voices of refugees Uganda.

1.9. Host Communities

Representatives of District Chairpersons and Chief Administrative Officers are a key part of the national Steering Group, representing local host communities, as an equally affected population. Community involvement must be emphasized to ensure that interventions are in line with community priorities, and give ownership of the projects to the communities. Active engagement of host communities and refugees will also help ensure peaceful co-existence. Acknowledging that peaceful co-existence between refugees and host communities is majorly dependent on the extent to which there are disparities in access to basic services, the ultimate goal is for social service provision to be mainstreamed through the DLGs in order to improve equity, relevance and cost effectiveness, in ways that support refugees and host communities without distinction.

1.10. Private Sector

The successful CRRF roll-out requires the innovation and active engagement of new partners and a lot of terrain remains to be discovered with the private sector. Private sector investment in support of host communities will be of critical importance. Specifically, the potential of working with private actors in terms of financial and in-kind support (philanthropy), provision of technical expertise, and partnerships to enable connectivity, energy, and expanded employment opportunities for refugees and host communities, including through advocacy and investment, is recognized. Enterprises and entrepreneurs are encouraged to establish businesses as well as micro, medium and small enterprises (MMSEs) and industries in host communities to enhance local employment opportunities, including for refugees. Participation of refugees in the local and district economy will be supported. Particular action will be taken to link qualified refugee youth with such employment opportunities, to enhance their social interaction with the wider Ugandan society.

1.11. Academia

To ensure an evidence-based application of activities within the CRRF, a close collaboration with academia will be important all through operationalization. Academic expertise will also be required in the monitoring and evaluation of CRRF activities. Emphasis should be placed

on national expertise and institutions in order to further strengthen the capacity of Ugandan academia to monitor, document, assess and evaluate progress and effectively validate their findings and recommendations towards delivering a more sustainable and comprehensive refugee response.

1.12. Regional Partnerships

Uganda remains committed to ongoing regional processes, including the IGAD Nairobi process and Djibouti process on education, which are critical for the regional application of a comprehensive refugee response, addressing the needs of both Somali and other refugees in the region. Indeed, this road map plays an important role in the delivery of regional and national commitments made in the Nairobi Declaration and Plan of Action on Durable Solutions to Somali Refugees and Reintegration of Returnees in Somalia (adopted by IGAD Heads of State and Government in March 2017) as well as the Djibouti Declaration on Refugee Education in IGAD Member States and its Action Plan (December 2017).

2. COORDINATION

To promote coordination between, and help strengthen, existing government and partner institutions, light but inclusive CRRF facilitation mechanisms led by the government – namely, a Steering Group and a Secretariat – have been setup. These structures build on existing institutional arrangements to the extent possible and are outlined below.

2.1. Key Existing Coordination Mechanisms for CRRF

At highest level, the Government and humanitarian and development partners hold semi-annual **National Partnership Forum (NPF)**, chaired by the Rt. Hon. Prime Minister. While this forum does not have a particular focus on the comprehensive refugee response, it is hoped that refugee protection and management and specifically implementation of the CRRF will be accorded critical focus. In line with the Terms of Reference of the Steering Group for the Comprehensive Refugee Response, the Steering Group will inform the NPF of progress on the CRRF, to ensure alignment with existing Government coordination mechanisms with partners. An expanded NPF including civil society and private sector could enhance wider ownership and dialogue.

At sector level, the Government and development partners meet in **sector working groups** (mostly quarterly), which form the basis for inter and intra sectoral coordination and are used to harmonize and agree on sector output and outcome targets as well as monitoring and evaluation frameworks in furtherance of the implementation of the NDPII and service delivery. Most of the Sector Working Groups are relevant for the comprehensive refugee

response, including Education, Water and Environment, Health, Lands, Housing and Urban Development, Social Development, Agriculture, and Justice Law and Order Sector (JLOS).

On the donor side, the **Local Development Partners' Group (LDPG)** coordinates Development Partners' engagement with the Government of Uganda on overall issues related to development cooperation at the policy, program and project levels. The objective of the LDPG is to promote effectiveness and harmonization of development assistance in support of national development goals and systems in Uganda. **Development Partner Technical Working Groups**, which report to the LDPG, cover a broad range of sectors including Education, Energy, Environment, Gender, Health, Land, Northern Uganda, Nutrition, Private Sector Development, Social Protection, and Water and Sanitation.

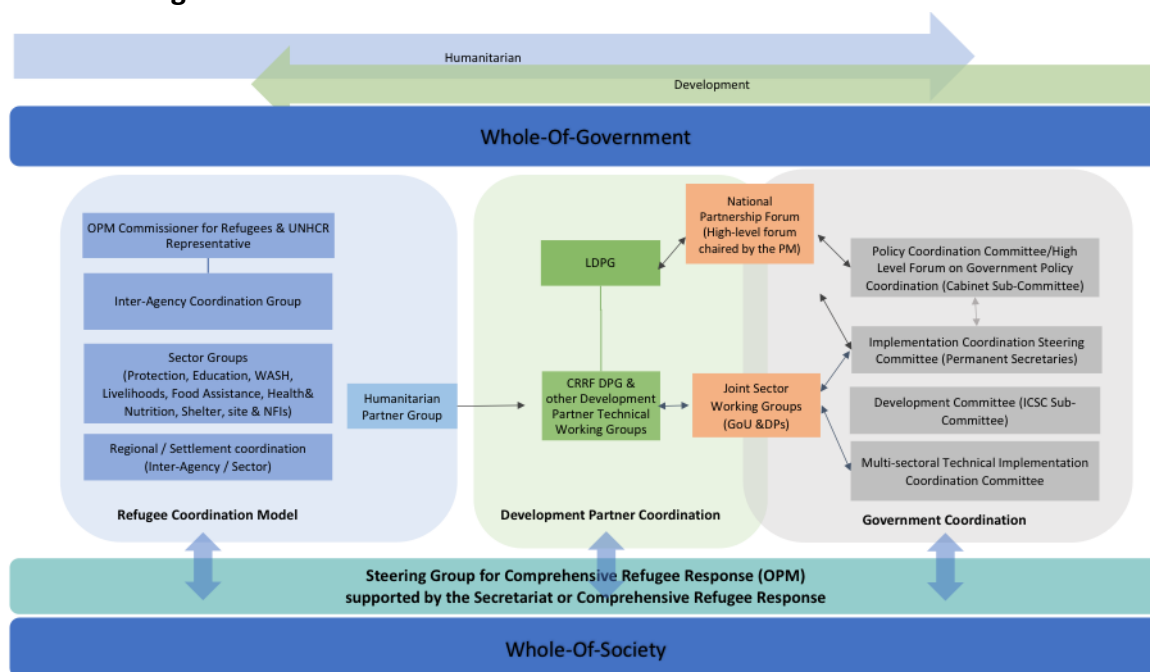
Following the refugee influx, the **Humanitarian Donor Partners Group** was established in late 2016, followed by the establishment of the **CRRF Development Partners Group (DPG)** in September 2017, recognizing the importance of coordination across development and humanitarian partners in support of the CRRF. While the Humanitarian Donor Partners Group deals with emergency operational issues, the CRRF DPG aims to provide donor partner coordination in support of the CRRF Steering Group's and Secretariat's programmatic and policy objectives. To this end, relevant sector LDPG representatives attend the monthly CRRF DPG meetings on a quarterly basis and/or for thematic discussions, with the exception of a representative of the Humanitarian Donor Partners Group, who is a regular member of the CRRF DPG. The CRRF DPG reports to the LDPG. The representation of LDPG members in the CRRF Steering Group (see: p. 18) enables effective information sharing between the CRRF Steering Group and Development Partners Group.

The **humanitarian coordination structure** is designed around four levels of coordination: 1) Leadership; 2) Inter-agency at national level; 3) sectors at national level; and 4) Field coordination structures at regional, district and settlement levels. The humanitarian refugee response in Uganda is co-led and coordinated by OPM and UNHCR, with broad participation of UN and NGO partners (national and international), in line with the Refugee Coordination Model. At the national level, inter-agency and inter-sector coordination meetings take place regularly and are co-chaired by OPM and UNHCR. Sector-based coordination meetings, co-chaired by UNHCR, other agencies or line Ministries, take place regularly with a varying frequency from weekly to monthly. A similar structure exists in the field, both at District and settlement level, engaging the District Local Government (DLGs), UNHCR field staff, and partners. The meeting frequency is adjusted as needed, depending on the operational situation.

Looking ahead, it will be important to increase the cooperation between the Humanitarian DPG and the CRRF DPG as well as to strengthen the current humanitarian coordination structure, in particular when it comes to the level of sector coordination. The current coordination mechanisms will also benefit from further reflection on how the humanitarian sector-based coordination meetings, co-chaired by UNHCR, other agencies or line Ministries

could better link up and coordinate with the joint GoU-DP Sector Working Groups. Considering ways to optimize coordination at the national and local levels, within the legal framework, will fall to the CRRF Steering Group and Secretariat.

Table 3: Existing coordination mechanisms



2.2. Steering Group for Comprehensive Refugee Response in Uganda

The Steering Group for the Comprehensive Refugee Response, chaired by the Government, represents the views of key stakeholders involved in the refugee response. It will guide and oversee the work of the CRRF Secretariat and ensure that it can function effectively. The CRRF Steering Group is the policy- and decision-making body for the implementation of the CRRF.

The inaugural meeting of the Uganda Comprehensive Refugee Response Steering Group was chaired by the Minister of State for Relief, Disaster Preparedness and Refugees on the 12th of October 2017. The inaugural meeting adopted the Terms of Reference for the Steering Group (Annex 2) and decided on its composition based on the New York Declaration, while also taking the Uganda specific context into account. At the 3rd CRRF Steering Group meeting, held on 18 April 2018, Steering Group members agreed that moving forward meetings will be co-chaired by the Office of the Prime Minister and the Ministry of Local Government, acknowledging the central role of the Ministry of Local Government as the coordination ministry for the Local Governments which host refugees.⁴

⁴ Amended following the 3rd Steering Group meeting held on 18 April 2018.

In terms of participation in the Comprehensive Refugee Response, the New York Declaration stipulates that:

“The comprehensive refugee response framework will be developed and initiated by the Office of the United Nations High Commissioner for Refugees, in close coordination with relevant States, including host countries, and involving other relevant United Nations entities, for each situation involving large movements of refugees. A comprehensive refugee response should involve a multi-stakeholder approach, including national and local authorities, international organizations, international financial institutions, regional organizations, regional coordination and partnership mechanisms, civil society partners, including faith-based organizations and academia, the private sector, media and the refugees themselves”

The Uganda Comprehensive Refugee Response Steering Group is a multi-stakeholder forum, building on existing structures and coordination mechanisms where these exist, such as the National NGO Forum and the Local Development Partners’ Group. It currently consisting of 32 members constituted as below:

Table 4: Current Composition of the CRRF Steering Group

<u>GOU: 18 seats</u>	<u>Non GoU: 14 seats</u>
Office of Prime Minister (Permanent Secretary)	Two refugee representatives
Ministry of Foreign Affairs (Permanent Secretary)	United Nations High Commissioner for Refugees
Ministry of Finance, Planning and Economic Development (Permanent Secretary)	United Nations Resident Coordinator (Uganda)
Ministry of Local Government (Permanent Secretary)	Two additional UN agencies (nominated by the UNCT)
Ministry of Internal Affairs (Security Departments)	One representative from the INGOs (nominated by the INGO Directors’ Group)
Ministry of Works and Transport (Permanent Secretary)	One representative of the national NGOs or Civil Society Organizations (nominated by the National NGO Forum)
Ministry of Lands, Housing and Urban Development	Three representatives of the Local Development Partners’ Group (nominated by the LDPG to represent development donors)
Ministry of Health (Permanent Secretary)	One representative of the Humanitarian Donor Group (nominated by RHPG to represent humanitarian donors)
Ministry of Education and Sports (Permanent Secretary)	One representative of the Private Sector (nominated by the Private Sector Foundation Uganda)
Ministry of Water and Environment (Permanent Secretary)	One representative of International Financial Institutions (nominated by the IFIs active in Uganda)
Ministry of Gender Labour and Social Development (Permanent Secretary)	
The National Planning Authority	
Refugees Department of OPM	
Three representatives of the Local District Government (Chief Administrative Officers)	
Two representatives of the Local Councils (LC5)	

The Steering Group composition may likely be increased over time to allow the involvement of other actors, including other Government Ministries. It is further proposed that other stakeholders can be invited to participate to specific meetings by the co-chairs, following consultation with the Steering Group members. Additional attendees that may be invited for future meetings, should represent other parts of the Ugandan society (i.e. media, academia), regional entities, or actors not traditionally represented in fora discussing refugee issues.

The above listed ministries will each nominate a representative to the Steering Group to ensure consistency and facilitate decision-making. Representatives from LDGs and LCs as well as from donor partners have been nominated, but might be subject of change to allow other refugee hosting-districts and donor partners to be part of the Steering Group. In addition to the refugee representatives, a CRRF Refugee Advisory Board will be set up to facilitate broad refugee stakeholder engagement.

2.3. Secretariat for Comprehensive Refugee Response in Uganda

The Comprehensive Refugee Response Secretariat is a technical body, which will work with a whole-of-Government approach and perform the task outlines in the Terms of Reference for the Secretariat approved by the CRRF Steering Group on the 12th of October 2017 (Annex 3).

In line with the agreed ToRs, the Secretariat will support coordinated planning, programming and resourcing of the CRRF roll-out in Uganda and ensure cross pillar information flow and linkages. In terms of the operational response, it will rely on existing coordination structures described above, and pursue coherence across the various structures. Lessons learned will be documented through monitoring and evaluation as well as workshop and studies. The Secretariat will ensure that statistics, data, assessments and findings relevant to the response are made available to all (for example census and household surveys, focus group discussions, beneficiary feedback, various mapping exercises); to advance evidence-based decision making. Through provision of technical and analytical support, the Secretariat will assist the Steering Group as well as operational actors to pursue a more robust response. The Secretariat will also be tasked with producing thematic and policy option papers based on analytical work in regard to emerging challenges and bottlenecks.

To ensure the Uganda experiences feed into the Global Compact on Refugees, the Secretariat will be responsible for collecting and documenting positive examples and measures of success from the refugee response in Uganda. This includes highlighting how existing policies, the STA, ReHoPE, initiatives such as Education Cannot Wait, and other sector specific initiatives in refugee hosting districts contribute to the overall response. The Secretariat will also identify specific successes, best practices, gaps, constraints and solutions. The Secretariat may also draw on experiences from other CRRF countries, building on cross-fertilization of good practices across the region. This will include supporting the countries' engagement in the regional thematic meetings planned under the Nairobi Plan of Action, for which the first meeting on education has already taken place. It will also help preparing Uganda's contribution to the annual reporting on the implantation of the Nairobi Plan of Action.

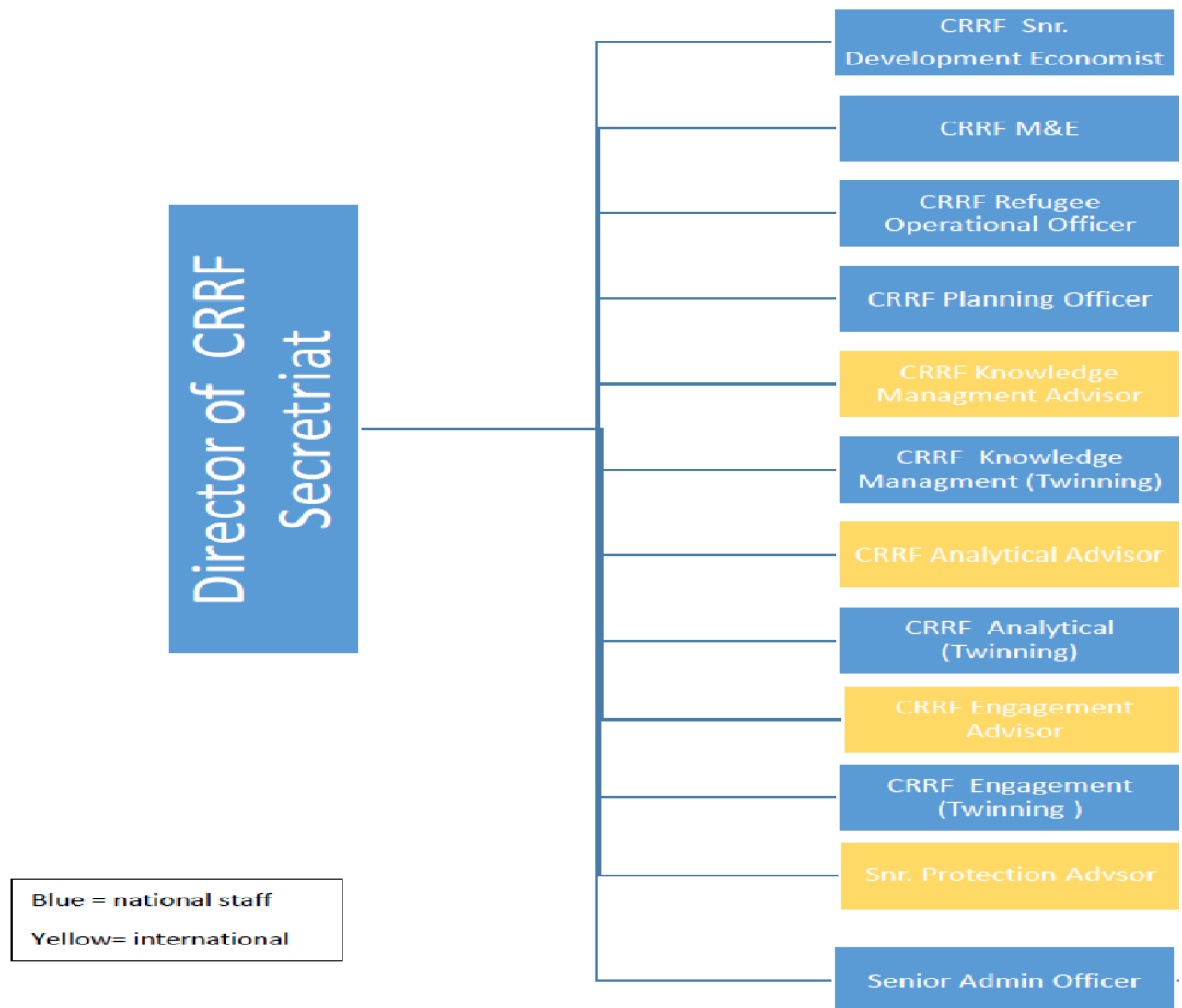
In addition to the above tasks, the Secretariat will support the Steering Group in the preparation of Steering Group meetings; in organizing different meetings/workshops/fora and stakeholder gatherings in Uganda to ensure information sharing and encouraging new

partnerships. The Secretariat will liaise with all actors including line Ministries, humanitarian and development partners, the National Partnership Forum, District Local Governments and the beneficiaries.

The Secretariat will be headed by a full-time staff seconded by the Office of the Prime Minister. While the international community will support the Secretariat through secondment of staff, the majority of Secretariat staff will be recruited by the Government. In addition to the core team, the Secretariat will rove as needed to ensure close liaison with and rely on the expertise of other Government entities for specific tasks or functions, feeding into them when necessary. Thus, the Secretariat will draw on the particular expertise of a Line Ministry or other Government entities, and members of the Secretariat will continuously liaise with other Government entities, humanitarian and development actors, private sector and all stakeholders and partners, in order to advance on both day-to-day tasks and specific deliverables.

To ensure the Secretariat is able to support coordinated planning and resourcing, new trust-funds or other funding mechanisms for the refugee response need to link to the CRRF Secretariat to ensure information flow and avoid duplications in the response. Based on the Steering Group's priorities and to leverage the different mandates and expertise of all partners, the Secretariats' membership in technical working groups will be necessary.

Table 5: Secretariat Organigram



3. PRACTICAL APPLICATION OF THE COMPREHENSIVE RESPONSE FRAMEWORK

3.1. Principles of Implementation

We recognize the Grand Bargain commitments, commitments to refugees in the New York Declaration, in particular, the centrality of international cooperation and responsibility sharing to the refugee protection regime, and working towards solutions from the outset of a refugee situation, and well as Annex 1 of the New York Declaration which provides a comprehensive refugee response framework meant to operationalize these commitments in the refugee context. In addition, the practical application of the CRRF in Uganda takes into account the national realities, capacities and levels of development, and respects national policies and priorities. The following principles will guide the coordinated and comprehensive responses in Uganda. Building on the New York Declaration and the ReHoPE principles, they also reflect international commitments including those outlined in the Grand Bargain⁵:

- Government is in the lead.
- Increased use of national responders. To the extent possible, deliver assistance through appropriate national and local service providers, such as national systems for health, education, social services and child protection.
- Leverage comparative advantage of a diverse range of actors to work across the pillars and across the humanitarian/development nexus towards collective outcomes. Wherever possible, those efforts should reinforce and strengthen the capacities that already exist at national and local levels.
- Strengthen transparency and accountability of actors involved in the refugee response.
- Build on and strengthen existing coordination structures.
- Alignment with national, regional and district level development planning.
- Follow a rights-based approach that prioritizes security, social cohesion, equity, human rights, gender responsiveness, and children and women's empowerment. Consistency with the rights and obligations of States under international law.
- Protect humanitarian principles which ensure the immediate delivery of life saving assistance.

⁵ Grand Bargain – A Shared Commitment to Better Serve People in Need, May 2016, <https://www.agendaforhumanity.org/initiatives/3861>.

- Prioritization and sequencing of assistance to be informed by joint assessments of needs, risks and impacts.
- Engage and empower the affected populations (refugees and local host community). Strong reliance on community-participatory approaches to ensure ownership of activities by the refugee and the host communities in line with the Grand Bargain⁶, calling to ‘include people receiving aid in making decisions that affect their lives’.
- Gender mainstreaming through appropriate gender indicators, targets, and specific strategies to include women and girls.
- Mainstreaming of protection principles and environmental sustainability in all sectors.

3.2. Expected Results of CRRF Coordination

The road map outlines how, together, we can ensure that Uganda is supported for its comprehensive responses. Fundamentally, it recognizes that individuals are agents of change, and that a comprehensive refugee response will positively impact on the lives of refugees and the people in host communities. It also recognizes with appreciation the importance and centrality of international cooperation and responsibility sharing to the refugee protection regime, especially in the context of Uganda.

The theory of change is that as a consequence of high level coordination with the whole of government, whole of society, and across the humanitarian and development nexus, Uganda will be better able to achieve, inter alia, the following expected results:

- Stabilization of the current emergency refugee response in various sectors by leveraging the comparative advantages of humanitarian and development actors and facilitating the transition from humanitarian to development in key sectors, enables considerable advances in Uganda’s provision of integrated basic social services to meet the needs of its nationals and to progressively incorporate refugees.
- Development of a comprehensive master (contingency) plan to prepare for future refugee influxes, which draws upon the lessons learned in the current context of Uganda’s settlement approach to hosting refugees.
- Refugees access durable solutions and are either able to return voluntarily to their countries of origin; or have found 3rd Country Solutions or have attained sufficient socio-economic empowerment including ability to exercise their full range of rights to integrate well into their host community.
- Sustained, coordinated support from the international community enables Uganda to implement a more comprehensive response to refugees across the CRRF pillars, benefitting both refugees and host communities.

⁶ Commitment 6 of the Grand Bargain.

3.3. Emerging Challenges and Opportunities

Emerging challenges in the context of responses to refugees, and their impacts on host communities, can be found in multiple sources, including Uganda's NDPII. Building upon an extensive CRRF stakeholder consultation (June 2017), which identified key priorities and interventions by pillar, the following offer significant insight to guide the Steering Group interventions: a) a prioritization exercise led by NPA to identify gaps in service delivery in refugee hosting districts, b) the development of prioritized interventions and gaps identified through the multi-partner annual Refugee Response Plans for Uganda to address the humanitarian needs, and c) longer term national development priorities.

The refugee population in Uganda is as diverse as it is nuanced. Characteristics include 10 nationalities spread out in different districts, including in Kampala, with over 84 per cent being women and children. The shared goal must be to empower local actors to respond to refugee influxes in the immediate and longer term.

As such, maintaining social cohesion, security and implementation of the Localization Agenda must be emphasized in all interventions. While not exhaustive, the following reflect emerging priorities in both the short and medium term for both refugees and host communities that mitigate many risks. The following list lists emerging challenges which are opportune for high level coordination by the CRRF Steering Group and Secretariat. They may be amended as the situation unfolds:

- Standardization of refugee response and protection
- Quality Education
- Water and infrastructure
- Environment, Energy and climate change
- Health
- Livelihoods, resilience and self-reliance

Descriptions on the challenges presented above can be found in Annex 1 to this Road Map.

3.4. Milestones Toward Achieving Comprehensive Approaches

The table below headlines the expected results articulated in Section 3.2 over the next three-year period toward a comprehensive approach to refugees in Uganda and offers milestones/deliverables against a timeline. It is meant to capture and sustain constructive engagement and to inform vertical interventions within specific pillars and horizontal action across the pillars. The purpose of the chart below is to demonstrate milestones helpful for

tracking progress toward expected results of improved coordination over the next three years.⁷

Detailed work plans to achieve the expected results will be developed to capture key activities, time frames and the responsible agencies and partners. These are further articulated below in Section 4.

⁷ The fluid situation may necessitate shifts in focus and thus specific milestones.

Road Map Toward Comprehensive Responses in Uganda

Expected Result: Government of Uganda is better able to streamline and coordinate a comprehensive response to refugees across the CRRF pillars, enabling inclusion of refugees into national and local planning and implementation in ways that benefit both refugees and host communities.

<u>Milestone/Deliverables</u>	<u>Timeline</u>
The CRRF Steering Group is fully operational to steer whole of government, whole of society response to refugees, which includes the voices of the host community and refugees.	Q1 2018
The CRRF Secretariat, as the technical support team for the Steering Group is fully capacitated and functioning. And tasked to carry forward its TORs and provides issues papers identifying challenges and solutions in key areas prioritized by the Steering Group.	Q1 2018
The affected population, represented by the local host communities and refugees, meaningfully participate in decision-making structure of the Steering Group. Where possible, equal participation (50% women) is ensured. The refugee forum is established comprising refugee welfare leaders (RWCs) of each settlement.	Q2 2018
A Communication Strategy is developed to build a common understanding and vision of the CRRF at all levels, supporting its subsequent implementation.	Q2 2018
Mechanisms are in place to collect and make good practices accessible to all stakeholders.	Q2 2018
NPA issues guidance to districts to include refugees in planning processes.	Q2 2018
Validated refugee registration data and statistics are shared for a more effective response by both development and humanitarian actors. Review of how to better collect, manage and share host population data and statistics.	Q3 2018
A capacity building strategy is developed based on capacity needs assessments to enhance the capacity of line ministries, departments, and agencies, as well as of district-level authorities.	Q3 2018
Increased co-ordination between OPM Refugee Department, relevant line ministries and refugee-hosting District Local Governments in priority sectors through CRRF as well as existing coordination structures. Clarity on roles and responsibilities to optimize coordination.	Q3 2018

<p>As part of the NDP II mid-term review, the Government of Uganda communicates one, government led strategic framework with which all actors would align. Collective outcomes are articulated to guide refugee responses in priority areas for intervention, resulting in an increase of joint longer-term area-based programmes in support of both refugees and host population.</p>	<p>Q4 2018</p>
<p>Planning capacity of local governments and line ministries developed so that they can better analyze and integrate refugee issues into District Development Plans. The review of the Local Government Planning Guidelines by NPA to provide for integration of refugee issues into DDPs will facilitate this process.</p>	<p>Q1 2019</p>
<p>As part of the NDP II mid-term review, interim plans integrating district development plans and district refugee response plans are developed, with a view to have comprehensive district plans in place by the time of NDP III (through District Technical Planning Committees). Activities to support the resilience and self-reliance of refugees and host communities are integrated into these plans, including approaches adapted to the specific needs of women and children.</p>	<p>Q1 2019 / Q1 2021</p>

Expected Result: Stabilization of current emergency response in various sectors that leverages the comparative advantages of humanitarian and development actors enables considerable advances in Uganda’s provision of integrated basic social services to meet the needs of its nationals and to progressively incorporate refugees.

<u>Milestone/Deliverables</u>	<u>Timeline</u>
Priority sectors identified/confirmed by the CRRF Steering Group and CRRF Secretariat tasked to develop sector-specific issue papers.	Q1 2018
Joint assessments of needs and gaps for refugees and host communities in priority sectors led by or in close cooperation with relevant line ministries. Assessments are made available to all stakeholders through an online platform.	Q1-4 2018
Based on assessments, sector plans and financing strategies to identify key interventions aimed at longer-term sustainability in key sectors are developed, such as currently being developed for the education sector, and actors to implement and fund the initiatives are identified and activated.	Q1-4 2018
<i>While comprehensive sector responses will be developed on the basis of sector-specific issue papers, the following have been identified as immediate actions to address ongoing challenges:</i>	
The Environmental and Energy Technical Working Group is set up to oversee the progress of the roll-out of the Environmental and Energy Strategy aimed at providing services and power to refugees and host communities in a more holistic way, while preserving and protecting the environment.	Q1 2018
Integration of education for refugees into the National Education Sector Plan in line with the Djibouti Declaration on Refugee Education and its accompanying Plan of Action, and increased enrollment of refugee children including through the construction of additional school structures in refugee hosting areas and upgraded living quarters for teachers.	Q2-3 2018
With private sector, vocational training centres are established across all refugee-hosting districts to promote market-linked skills training and enhance economic opportunities for refugees and host communities, especially women and youth.	Q3-4 2018
Transition away from water trucking to sustainable solutions is implemented across all locations.	Q3-4 2018
All health centres, including both existing and newly constructed, are integrated in the national health service delivery system to ensure that they can sufficiently respond to the size of the population in refugee hosting areas (medicine, staffing etc).	Q3-4 2018

Expected Result: Development of a standardized, master plan, which will be reviewed periodically, to prepare for future influxes, which draws upon the lessons learned in the current context of Uganda’s settlement approach to hosting refugees.

<u>Milestone/Deliverables</u>	<u>Timeline</u>
The CRRF Secretariat collects lessons learned and best practices in the current context of Uganda’s settlement approach to hosting refugees.	2018-2019
Master plan developed and approved by the CRRF Steering Group to avoid breaking points of STA goals.	Q4 2019
Preparedness trainings conducted with stakeholders.	Q4 2020

Expected Result: Refugees access durable solutions and are either able to return voluntarily to their countries of origin; or have found 3rd Country Solutions or have attained sufficient socio-economic empowerment including ability to exercise their full range of rights to integrate well into their host community.

Strategy developed to build complementary pathways such as work placements and scholarships.	Q1 2019
Alternative legal status for refugees who have been long-term residents explored.	Q1 2019
Conclude the facilitation of repatriation where feasible by building skills and negotiation of Tripartite Repatriation Agreements concluded.	Q2 2019
Stronger and more resilient institutions are in place that can deliver appropriate, accessible, cost-effective, and affordable services to all people in the refugee-hosting districts in ways that build resilience and self-reliance among both refugee and host communities.	Q4 2019
Resettlement programs in Uganda expanded and increased number of countries considering larger numbers of refugees from Uganda for resettlement.	Q4 2019

Expected Result: Sustained, coordinated support from the international community enables Uganda’s comprehensive response to refugees across the CRRF pillars, benefitting both refugees and host communities.

The international community stepped up support to the CRRF requirements to meet the needs of refugees and host communities, and align their support to national, district and sector plans.	Q1-2 2018
Joint mapping exercise of current and planned humanitarian and development investments as an ongoing process in support of coordination, facilitated by the commitment by the Government, bilateral and multi-lateral partners and the private sector to provide geographically and sectorally disaggregated figures.	Q2 2018-Q4 2020
Donor partners have realized their commitment to make funding more flexibly and predictable, with diminished earmarking and increased multi-year funding, to ensure longer-term planning and engagement.	Q3-4 2018
Multi-stakeholder investment forums for stimulating investments in refugee-hosting areas held, leading to an increased level of private sector investment flows.	Q1 2019

4. APPLICATION METHODOLOGY

Following the selection of a particular challenge by the Steering Group, the Secretariat will prepare sector specific issue papers collecting existing assessments, identifying gaps and opportunities, and outlining the actors involved in the sector to inform the paper and make recommendations. The Secretariat will identify key questions for the upcoming Steering Group meetings that require decision-making at this level and will make recommendations to the Steering Group.

Across the five pillars, the gaps above are emerging based on the impacts of the refugee influx, many of which present common impediments toward the emergency delivery of assistance, stabilization progress and longer-term resilience and peaceful coexistence interventions. The Steering Group is a forum designed to address these impediments through improved coordination leveraging the comparative advantages of those around the representative table. Its Secretariat will advance work toward the expected results which are directed by the Steering Group focusing its support on specific issues.

4.1. Annual Secretariat Work Plans

While the CRRF Road Map sets out the vision of the CRRF in Uganda and provides strategic guidance on its implementation, a detailed work plan, which captures the requisite Secretariat activities to meet the milestones is critical. The Secretariat will develop annual work plans, inclusive of activities, across the short, medium and long-term, complete with prioritized operational entry points.

The Secretariat must also fulfil procedural and functional responsibilities as outlined in its terms of reference. Its work plan will be updated and guided by decisions from the Steering Group Priorities and will include the following:

- **Key activities:** These are tasks to be undertaken in order to realize the identified policy priority areas and eventually, the policy objective. The Road Map outlines short-term milestones to be advanced in the short term and longer-term directions.
- **Timeframes:** Implementation of the identified activities will be effected in a yearly basis commensurate with the financial year and resource flows that CRRF receive from various sources. Following the adoption of the Road Map, the Secretariat guided by the Steering Group will develop a CRRF Work Plan complete with identified and prioritized operational entry points.
- **Responsible agencies and partners:** Clear lead for the implementation of the activities identified alongside key partners.

4.2. Monitoring and Evaluation

Implementation of the CRRF Road Map and annual work plans will be monitored and evaluated at various levels of implementation against the measures of success. While the overarching responsibility for monitoring and evaluation falls on the Steering Group, the Secretariat will be tasked with developing a results framework and indicators, aligned to the global CRRF dashboard, to track progress and identify priority areas for reinforced efforts by the international community. The results framework will include indicators that are universal to all CRRF countries, as well as country-specific indicators anchored in the Ugandan context and national plans which build upon the monitoring mechanisms developed. This will include the development and tracking of a risk register to this process.

ANNEX 1: CHALLENGE STATEMENTS

Standardization of refugee response and protection

Challenge statement: Uganda's borders remain open to refugees and asylum space is maintained in Uganda in a non-camp setting. In light of the current influx, faster, more effective, innovative and sustainable settlement and shelter solutions are needed to avoid any tipping points. The massive and sudden influx and the permanent underfunding of the operation led to a fast track approach to reception and onward transfer of refugees where factors such as family sizes and vulnerability do not seem to impact on land entitlements to the same extent as earlier on. Indeed, because of the lack of *comprehensive* preparation (vs. emergency contingency plans to delivery lifesaving assistance) for the inevitability of future influxes, drains resources, prolongs emergency phases, impedes stabilization and inflates costs. Indeed, Uganda's experience has demonstrated that this fast track approach continues, even when the rate of arrival has decreased due to the lack of technical capacity and time. When developing settlements, more integrated approaches are required to anchor refugees within the existing social and economic life and systems while taking into consideration the networks of infrastructure and services available in country. Swift response in emergencies is essential but the quality of the response is equally important. Closer linkages and better coordination between settlement and shelter interventions with other sectors, ***across the nexus***, such as Sexual and Gender Based Violence (SGBV), education, health and nutrition, WASH, energy, environment, livelihoods, justice, law and order will decrease protection risks among refugees and improve their access to basic services, while mitigating the impacts on the host community. Currently the engaged actors, coping the daily challenges, lack the capacity to develop future settlement maps in line with the settlement master plan approach to prepare for the future influxes. Emergency preparedness, and emergency-phase out strategy (from day 1) that considers requisite long-term development interventions in a preparatory stage, is critical to ensure that the strategic direction and required building blocks for an eventual response are in place.

Access to Quality Education

Challenge statement: The increasing number of new refugees entering Uganda has put significant strain, on an already strained national system, in the education response. Participation in education delivers critical protection outcomes for refugee children and youth and access to quality education provides a safe place for refugee children to learn and connect meaningfully with peers from host communities. Yet, while school age children represent at least 50 per cent of the refugee population, only 46 per cent of them have access to formal and informal education, with a significant gender gap in enrolment, especially at secondary level, where fewer girls are in school compared to boys. There are extraordinary needs at all levels of the education sector, from early childhood through to post primary. Overcrowding in early childhood centres and primary schools is particularly pronounced, with an average

child classroom ratio at 150:1 (rising to over 200 in some cases); and 100:1 average in upper classes. Facilities remain sub-standard and are not fully supplied with regard to teachers, staff, equipment, scholastic material. Children who missed their opportunity to acquire basic education do not have suitable alternative options for continuing with education. Opportunities for secondary or post primary alternative education and life skills are largely insufficient – especially for the girl child. In addition, there are limited opportunities for productive skills for adolescent boys and girls. Supporting mechanisms to facilitate the rapid entry of refugees into the national educational system, while improving those standards, warrant particular focus. Uganda is committed to the furtherance of the Djibouti Declaration of the Education on Refugees and those standards present the opportunity for focused collaboration to accelerate the intended impact of current efforts.

Water and Infrastructure

Challenge statement: The high number of refugees entering Uganda is putting constraints on the ability to deliver water. As a result, the sector relies heavily on water trucking to address the water supply gap, incurring massive running costs. While it is broadly acknowledged that this is unsustainable, alternative solutions are hampered by the lack of infrastructure, coordination, or master plan encompassing a water supply in the North generally and in or close to the refugee-affected areas. A lack of water supply also exacerbates existing tensions over seemingly limited resources between the host and refugee communities, and within refugee communities. In addition, deterioration of existing roads not only impedes delivery but presents a threat to peaceful coexistence. This in turn can have a direct knock-on effect on accessibility. Women and girls are most often the primary users, providers and managers of water and hygiene in their households. They will be the ones to travel long distances, which is putting them at risk of exposure to violence either on the road to the water source or at the water point. Overall, there will be need to strengthen the planning, implementation and monitoring of WASH programmes in both refugee and host populations, to increase equitable and sustainable access and use of safe water, while promoting good sanitation and hygiene practices at household and community level.

Environment, Energy and Climate Change

Challenge statement: With an increasing number of refugees in Uganda and a higher refugee population density in settlements and surrounding areas, environmental degradation has become a matter of great concern. Contributing factors include cutting of trees for firewood and construction, lack of or inappropriate wastewater treatment systems, and the negative effects of extensive water extraction on groundwater levels. In Uganda's refugee settlements, the huge dependency of refugees on wood and charcoal-based fuels for cooking and heating has not only dramatic consequences on refugees' health but also on the environment. According to the National Environment Management Authority (NEMA), Uganda has lost one third of its 5 million hectares of forest over the last 20 years.

Failure to provide safe and reliable access to energy has direct implications on the environment as well as on peoples' health, livelihoods and well-being. Deforestation, water shortages and other environmental problems in refugee-hosting areas have created tensions between the refugees and host communities and have the potential to further undermine peaceful coexistence. The task of gathering fuel wood also falls mainly on refugee women and children who commonly have to walk by foot alone or in small groups for long distances of between 4-8 km in search for firewood. This predisposes them to SGBV in the form of rape, attempted rape, defilement, assault, snake bites, attack by wild animals. In view of the continued mass influx and existing vast settlements opened under emergency conditions in Uganda, environmental protection and mitigation measures in and around refugee hosting areas is an important priority and cross-cutting issue that requires a coordinated and multi-sectoral approach.

Health

Challenge statement: With the increasing refugee population, primary healthcare institutions remain insufficient and at a constant risk of being overwhelmed by new arrivals. Existing health centres frequently operate beyond capacity, stretching limited resources and resulting in an overall decrease in the quality of services. Functionality is currently affected by shortage of staff, shortage of equipment and supplies, dilapidated or lacking health centre infrastructure including staff housing.

Refugee-hosting areas are vulnerable to communicable disease outbreaks due to congestion, inadequate sanitation and geographical location of settlements characterized by long distances from the health facilities. In terms of contingency planning, preparedness and response activities, there is a need to stock essential drugs, improve the capacity of health care providers and strengthen leadership and coordination mechanisms of District Local Government (DLGs) to effectively respond to potential disease outbreaks and ongoing health needs of both refugees and the host communities. More efforts are needed to facilitate accreditation of health facilities in refugee settlements and to support timely monitoring and reporting of key health indicators to inform surge needs.

The safe disposal of solid waste is critical for public health, especially during an emergency. Not only will existing collection and disposal systems be disrupted, but there are extra waste caused by the emergency itself. If solid waste is not dealt with quickly, serious health risks can develop which will further demoralize the communities already traumatized by the emergency. A sustained integrated approach to solid waste management is essential to protect water, food and key human environmental components for safeguarding and enhancing human health and protecting the environment from degradation. A comprehensive system to address other types of waste including infectious healthcare waste from hospitals and healthcare facilities is essential to be applied. With the sudden and large increase in the number of refugees in the settlements, faecal sludge management has become

an urgent priority to protect public health from unsafe disposal of faecal sludge which can cause water-borne diseases like Cholera or Typhoid. Modern ways and technology to recover waste for re-use, produce energy, compost and other products (potentially with private sector involvement) can be pursued making waste management a key aspect in recovery and livelihoods enhancement.

Livelihoods, resilience and self-reliance

Challenge statement: The level of poverty remains high and widespread across the country with the proportion of the population living below the poverty line at 21.4% (UNHS 2016/17). This is especially true in host settlements/transit centres, which have some of the country's highest levels of poverty and lowest human development indicators, impacting livelihoods of individuals in the host community and refugees alike. Limited prioritization of livelihoods at the early stages of the emergency has created challenges in smooth transition from emergency, recovery and development. Often, funding is only available for a short-term, which is not appropriate for building sustainable livelihoods and graduating people out of poverty. Many refugees have never worked in the farming sector, and are in need of alternative income generating opportunities. For non-agricultural livelihoods, there are limited business support services, micro-credit and vocational skills training opportunities for non-agricultural livelihoods, and limited application of certification standards for skills which negatively affects access to employment opportunities. Insufficient arable land continued to impair the ability of refugees to grow their own food⁸. Climate change, continuous cultivation of plots, poor farming techniques, basic tools, yield low productivity. Only 28 per cent of all refugee households received support in agricultural production in 2017. In addition, several factors have contributed to the exploitation of refugee farmers.

⁸ For South Sudanese refugees the average plot size is 30x30 meters per household; in Imvepi settlement and Rhino camp's Omugu zone refugee households were allocated a 50x50 meters plot. With an increased number of new Congolese refugee arrivals settling in southwestern Uganda, the government was compelled to reduce the plot size from an average of 100 x 100 meters per household to 50 x 50 meters, thus impacting on the capacity of refugees to produce their own food.

Terms of Reference

Steering Group for the Comprehensive Refugee Response Framework in Uganda

(As Adopted in Kampala at the Steering Group Meeting 12 October 2017 and revised following the 3rd Steering Group meeting held on 18 April 2018)

Purpose

Under the leadership of the Government of Uganda, the Steering Group for the Comprehensive Refugee Response Framework (CRRF) will represent the views of key stakeholders involved the refugee response. It will guide and oversee the work of the CRRF Secretariat and ensure that it can function effectively. The CRRF Steering Group is the policy- and decision-making body for the implementation of CRRF. It will inform and advice on the Comprehensive Refugee Response in support of Uganda’s contribution to the Global Compact for Refugees (scheduled to be adopted by UN General Assembly in 2018).

Context

Uganda has already established exemplary policies and plans in response to the needs of refugees and host populations as prescribed by the CRRF. Refugees have been incorporated into the second National Development Plan (NDP II) through the Settlement Transformative Agenda (STA), and the rights of refugees have been incorporated into domestic law through the 2006 Refugee Act and the 2010 Regulations. These efforts predate the CRRF. In the Ugandan context, the CRRF is in principle already being applied under five themes:

1. Admission and Rights;
2. Emergency and ongoing needs;
3. Resilience and self-reliance;
4. Expanded solutions (including access to third country solutions), and
5. Voluntary repatriation (including investing in human capital and transferrable skills and supporting conditions in countries of origin).

The Uganda Solidarity Summit on Refugees held in June 2017 adopted the “Kampala Declaration on Refugees” which underlined that the magnitude and challenges of the refugee situation in Uganda calls for a multifaceted comprehensive refugee response. The Declaration called upon UNHCR to continue developing, in consultation with the Government and relevant partners, modalities for the enhanced application of the CRRF as a contribution to the Global Compact for Refugees, which will be put forward by the United Nations High Commissioner for Refugees as requested by the New York Declaration.

The focus for the Comprehensive Refugee Response will be the main refugee hosting districts, as this is where the operational implementation of the response, in close alignment with District Development Plans (DDPs), will be undertaken.

Tasks

The CRRF Steering Group will set the overall strategic direction for the implementation of CRRF in Uganda, supported by the technical and analytical work of the CRRF Secretariat. The Steering Group will be the policy and decision-making platform. Detailed functions include:

Strategic Direction and Implementation

- Ensure that all stakeholders share a common vision for what the CRRF is trying to achieve
- Ensure a strategic short, medium and long-term plan is in place which enables concrete interventions by public and private sector, development and humanitarian actors to have tangible impact on the lives of refugees and the communities which host them
- By engaging with the range of stakeholder involved, ensure coherence and alignment of policy and planning to avoid duplication or gaps and to maximise the impact of contributing resources.

Policy and Advocacy

- Guide the review and implementation of the CRRF in alignment with national priorities
- Advocate for support to the CRRF implementation in Uganda including further policy development and adjustment, as necessary
- Guide Uganda's implementation of related key frameworks such as the IGAD Plan of Action for the Nairobi Declaration on Somali Refugees
- Serve as a forum for the consideration of issues that may impede the implementation of CRRF in Uganda and propose ways to address such obstacles

Financing

- The Steering Group should be informed of the financial situation in regard to the refugee response as well as resource requirements as expressed through established Government and other mechanisms (i.e. district development plans, national development plans, sector strategies, inter-agency refugee response plans etc)
- The steering Group will support monitoring of the use of funds within the established mechanism for financial tracking under the leadership of the Government, in particular in relation to the Open/ Multi-donor Solidarity Basket Account of the Office of the Prime Minister.

Facilitate, task and oversee the CRRF Secretariat

- Ensure office space and administrative support is provided for the CRRF Sec. (PS OPM)
- Ensure the CRRF Secretariat is adequately resourced with competent officers with appropriate profiles
- Approve TORs for the CRRF Secretariat

- Review and approve the CRRF Secretariat’s annual work plans in line with the TOR
- Review and guide proposals from the CRRF Secretariat on the technical and analytical work to be undertaken, including objectives, indicators and road map.
- Monitor status and progress on CRRF plans and provide recommendations
- Monitor status and progress on funding for a comprehensive refugee response and provide recommendations
- Review analytical products undertaken by the CRRF Secretariat and/or other actors and provide recommendations for CRRF implementation

Leadership, Membership and Coordination

The CRRF Steering Group will be chaired by the Government. Steering Group meetings will be co-chaired by the Minister of Disaster Preparedness and Refugees (OPM) and the Minister of Local Government, or by the respective Permanent Secretaries.⁹

The CRRF Steering Group will include the Commissioner for Refugees, key ministries, Local District representatives, other high-level representatives (Heads) from Government, UN, IFIs, development partners, INGOs/NGOs, CSOs and/or private sector. Other non-traditional actors in the refugee response will be encouraged to join in the future. The CRRF Steering Group shall meet at least quarterly and as deemed necessary by the chair.

The Steering Group will inform the National Partnership Forum (NPF) of progress on the CRRF, to ensure alignment with existing Government coordination mechanisms with partners. An expanded NPF including civil society and private sector could enhance wider ownership and dialogue.

The CRRF Steering Group will guide Uganda’s contribution to the development of a Global Compact for Refugees, scheduled to be adopted by the UN general assembly in September 2018. The Steering Group shall review purpose, activities and operational arrangements for the CRRF Secretariat beyond 2018. As per UNHCR’s global mandate to develop and initiate modalities for the application of the CRRF to a range of specific refugee situations, the CRRF Steering Group will benefit from technical support by UNHCR. UNHCR will also ensure that the Steering Group is informed about the global channels and discussions in regard to the roll-out of the Comprehensive Refugee Response globally, to help inform Uganda’s inputs into the Global Compact for Refugees.

Adopted in Kampala at the 1st CRRF Steering Group Meeting 12 October 2017 and revised following the 3rd CRRF Steering Group meeting held on 18 April 2018

⁹ The co-chairing arrangement between OPM and MoLG was agreed at the 3rd meeting of the CRRF Steering Group meeting held on 18 April 2018, acknowledging the central role of the Ministry of Local Government as the coordination ministry for the Local Governments which host refugees.

Terms of Reference

Secretariat for the Comprehensive Refugee Response Framework in Uganda

(Adopted by the CRRF Steering Group in Kampala on 12 October 2017)

Purpose

The Secretariat for the Comprehensive Refugee Response Framework (CRRF) in Uganda, under the leadership of the Government of Uganda, will be aligned with Government structures and will promote and support a more robust and coherent refugee response in the country, inclusive of key stakeholders. The Secretariat will support coordinated programming and resourcing for a comprehensive refugee response. It will provide technical and analytical support to enable evidence-based decision-making and will recommend courses of action to the CRRF Steering Group, which in turn will guide and task the Secretariat.

The Secretariat will pursue coherence among various components of the CRRF and engage with structures that are already in place (including nationally-led frameworks and initiatives such as the Settlement Transformative Agenda (STA) and the Refugee and Host Population Empowerment (ReHoPE) initiative as well as the emergency response for refugees co-led by OPM and UNHCR, to ensure a more robust comprehensive response in the refugee hosting districts. These districts will be the focus for the operational implementation of a comprehensive refugee response, in close alignment with District Development Plans (DDPs).

The Secretariat will also be the knowledge and information hub on matters relating to the overall application of CRRF in Uganda, and the follow up on the Uganda Solidarity Summit on Refugees of June 2017.

Context

Uganda has already established exemplary policies and plans in response to the needs of refugees and host populations as prescribed by the CRRF. Refugees have been incorporated into the second National Development Plan (NDP II) through the STA, and the rights of refugees have been incorporated into domestic law through the 2006 Refugee Act and the 2010 Regulations. These efforts predate the CRRF.

In the Ugandan context, a comprehensive refugee response is in principle already being applied under five themes:

6. Admission and Rights;
7. Emergency and ongoing needs;
8. Resilience and self-reliance;
9. Expanded solutions (including access to third country solutions), and
10. Voluntary repatriation (including investing in human capital and transferrable skills and supporting conditions in countries of origin).

The Secretariat will play a technical role in supporting these five themes to ensure an even more robust and comprehensive response to the needs of refugees and host communities.

During the Uganda Solidarity Summit on Refugees held in June 2017, the Government of Uganda adopted the “Kampala Declaration on Refugees” which underlined that the magnitude and challenges of the refugee situation in Uganda calls for a multifaceted comprehensive refugee response. The Declaration called upon UNHCR to continue developing, in consultation with the Government and relevant partners, modalities for the enhanced application of the CRRF as a contribution to the Global Compact for Refugees, which will be put forward by the United Nations High Commissioner for Refugees as requested by the New York Declaration.

In Uganda, multi-stakeholder support to the refugee response has already been mobilized through the UNHCR Refugee Coordination Model and the regional Refugee Response Plans, as well as through the ReHoPE strategy. ReHoPE is designed to serve both refugees and host communities through an area based approach in refugee hosting districts. As such ReHoPE will serve as one of the key building blocks for engaging development actors, primarily in terms of resilience and self-reliance, and addressing the humanitarian-development nexus. A UN multi-donor trust fund is being established as a mechanism to contribute additional funds to priorities particularly in this area, in line with the objectives of the New Way of Working initiative.

Tasks

Detailed functions and deliverables include:

1. Support to planning and monitoring of comprehensive refugee response.

Based on strategic guidance from the Steering Group and in close consultation with stakeholders, develop a road map and monitor and track progress.

- Articulate and annually review the short and longer-term objectives for the CRRF in Uganda
- Identify areas of priority response and develop a CRRF road map for Uganda (to be validated by the Steering Group), based on consultations with refugees and host communities and the draft road map proposed at the multi-stakeholder CRRF workshop in June 2017
- Informed by the indicators for progress identified for the CRRF globally, develop indicators and baselines to measure progress on CRRF in Uganda
- Track progress by liaising with relevant existing coordination structures, platforms and bodies, and report to the Steering Group regularly.

2. Analytical work in support of implementation of a comprehensive refugee response.

- Propose and consolidate analytical work (such as sector and district gap analysis) to be undertaken by CRRF stakeholders, based on comparative advantages and expertise
- Review and recommend how refugee data and statistics can be better analysed and shared for a more effective response by both development and humanitarian actors, with an impact on all themes of the CRRF; review how to better collect, manage and share host population data and statistics
- Analyse issues related to awareness of refugee rights and propose measures to address the gaps identified

- Based on UNHCR and OPM Department of Refugees review of roles and responsibilities (in line with the Refugee Coordination Model, the 2006 Refugee Act and the 2010 Regulations); propose areas where DLGs and development actors need to engage earlier for sustainability
- Support the development of planning guidelines for districts, including STA planning, and identify capacity building needs of line ministries and district local governments
- Advise on coherence between STA and ReHoPE programming and other refugee-related programming and promote coherence and complementarity of approaches with key stakeholder groups.
- Gather and analyse learning from previous skilling experience in Uganda and in Northern Uganda and for women and youth in particular and provide recommendations to stakeholders.

3. Knowledge management in support of the implementation of a comprehensive refugee response, in close consultation with stakeholders

- Aligning with existing mechanisms and platforms, create an online depository of relevant strategies, assessments and reports relating to the various themes of the CRRF
- Document and disseminate best practices in Uganda for each of the CRRF themes
- Document lessons learned to inform the global CRRF implementation and the development of a Global Compact for Refugees (September 2018)
- Introduce relevant learning, tools and practices from regional or global level for consideration in the Ugandan context.

4. Support the established mechanism (under Ministry of Finance) to track resources available for a comprehensive refugee response in Uganda, and assisted in the monitoring and tracking of progress, in close consultation with stakeholders

- Regularly review the requirements for a comprehensive refugee response in Uganda and recommend revisions or further analysis needed
- Map and track resources available for refugee hosting districts and the refugee response, including keeping records of, and follow up on pledges made in relation to the Uganda Solidarity Summit on Refugees held in June 2017.
- Should a multi-donor trust fund to support the refugee response be established, the MDTF secretariat will be hosted by the CRRF secretariat to avoid the creation of parallel structures. The administrative and organisational arrangements for a potential trust fund will follow established UN guidelines for such a fund. The CRRF Secretariat will support the coordination of the refugee response by advising on priority needs and gaps to avoid a duplication of efforts

5. Advise on needed advocacy, engagement and information-sharing in support of the implementation of a comprehensive refugee response

- Develop a stakeholder engagement strategy for 2017, including refugees and host communities, particularly women and youth; to be updated on an annual basis and submitted to the Steering Group for endorsement
- Advise on the needed support for the refugee hosting districts from existing development programmes, multilateral banks, academia, civil society, refugee interest groups and from private sector and identify and document synergies with programming undertaken by these stakeholders.

6. Support to the CRRF Steering Group

- Provide technical advice and recommendations to the Steering Group on CRRF implementation, and undertake any tasks assigned by the Steering Group.

Leadership, Membership, Coordination and Reporting

The Secretariat will support the Steering Group in contributing to the Comprehensive Refugee Response, which will inform the Global Compact (scheduled to be adopted by the UN General Assembly in September 2018). The purpose, activities and operational arrangements for the Steering Group beyond 2018 shall be reviewed by the Steering Group.

The Secretariat will be located in the Office of the Prime Minister and will be led by a Head of Secretariat. The Secretariat shall develop and maintain an active work plan and submit this to the CRRF Steering Group for endorsement. The Secretariat will further report to the Steering Group through regular technical reports and recommendations.

The Secretariat will aim to include senior technical staff, through a multi-partnership approach, to support the agreed objectives of the work plan. The Secretariat may also solicit or accept offers of analytical or technical support from other actors. UNHCR will provide support on various technical and administrative aspects of the Secretariat's work, as well as time-bound resourcing of some key posts and functions. Contributions from other partners to the refugee response are welcome. Should a UN multi-donor trust fund (MDTF) be established to support the refugee response in Uganda, the MDTF secretariat unit will be part of the CRRF Secretariat, supported by UNHCR and the Office of the Resident Coordinator.

The Secretariat will closely liaise with the various coordination fora for development and humanitarian action at both national and district level to ensure effective and appropriate information-sharing and to avoid duplication in current or planned activities. The Secretariat shall request updates from such fora in relation to a comprehensive refugee response.